

**TEACHERS' PERCEPTIONS ON CONFIRMATION AND PROMOTION
PRACTICES AND THEIR INFLUENCE ON TEACHER PERFORMANCE
IN SCHOOLS: A CASE OF SELECTED SCHOOLS IN CENTRAL
PROVINCE OF ZAMBIA**

BY

VICTOR SIMUFWI

A Dissertation submitted to the University of Zambia in partial fulfilment of the requirement for the award of the Degree of Master of Education in Educational Administration and Management.

UNIVERSITY OF ZAMBIA

LUSAKA

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DECLARATION

I, **Victor Simufwi** declare that this dissertation represents my own work; that it has not previously been submitted by any other person for a degree at the University of Zambia or any other University and it does not incorporate any published work or material from another dissertation.

Signed:

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CERTIFICATE OF APPROVAL

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Examiners' Signatures:

Name:Signature: Date:

Name:Signature: Date:

Name:Signature: Date:

ABSTRACT

The aim of this study was to assess teachers' perceptions of confirmation and promotion practices and their influence on teacher performance in selected schools of Central province in Zambia. The objectives of the study were as follows: to establish what the Teaching Service Commission took into account when confirming teachers, to establish what the Teaching Service Commission took into account when promoting teachers and to assess teachers' views and concerns on confirmation and promotion practices and their influence on teacher performance at classroom lesson delivery.

A case study design was adopted, utilising mixed methods. Questionnaires were used to collect quantitative data while Focus Group Discussions and semi-structured interviews were used to collect qualitative data. A total of 82 participants were selected for the study. They comprised 62 teachers, 12 Head teachers, Six District Education Board Secretaries, One Provincial Education Officer and One Teaching Service Commission official. The data that was collected was coded and analysed in themes and sub-themes in line with the research questions. Generated quantitative data were analysed by use of simple tables and figures.

The research findings revealed the following: confirmations and promotions were based on good teacher performance, being in possession of rightful certified copies of academic and professional qualifications, recommendations from immediate supervising officers, completion of probation period, and number of years in service and having no adverse report or disciplinary case. The findings also indicated that in confirmation and promotion practices there was favouritism, tribalism, corruption and connections- who knows who. The study concluded by establishing that confirmation and promotion practices have influence on teacher performance at classroom lesson delivery in schools. They dampened teachers' morale. Frustrated teachers requested for transfers to other schools and some went for further studies despite not being on training plan. Therefore, the following were the recommendations: the Teaching Service Commission needed to devolve some of its functions like powers to confirm, discipline and to promote to districts or provinces and reduce on a lot of paper work by adopting electronic teacher confirmation and promotion system. The Government needed to increase funding to the Teaching Service Commission to increase on the number of sittings when confirming and promoting teachers.

DEDICATION

This dissertation is dedicated to my wife and five children Miyanda, Muchindu, Muleya, Chihinga and Chikomba.

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ACRONYMS AND ABBREVIATIONS

AED	Academy for Education Development
APAS	Annual Performance Appraisal System
CONFEMEN	Conference of Ministers of Education of French-Speaking Countries
CPD	Continuing Professional Development
DEBS	District Education Board Secretary
GRZ	Government of the Republic of Zambia
ICT	Information Communication Technology
IMF	International Monetary Fund
IPAS	Incremental Performance Appraisal System
MOESVTEE	Ministry of Education, Science, Vocation Training, and Early Education
MOE	Ministry of Education
MOGE	Ministry of General Education
NAT	Newly Appointed Teacher
PACP	Performance Appraisal for Confirmation Purposes
PDP	Professional Development Policy
PEO	Provincial Education Officer
PMEC	Payroll Management and Establishment Control
PMP	Performance Management Practice
PSC	Public Service Commission
SAP	Structural Adjustment Programme
TSC	Teaching Service Commission

CHAPTER ONE:

INTRODUCTION

1.1 Overview

This chapter contains the background to the study, statement of the problem, the purpose of the study, research objectives and questions, followed by the significance of the study, delimitations and operational definitions of the study.

1.2 Background to the Study

Zambia's Education System consists of early childhood education (ECE), primary, secondary and professional or tertiary levels. ECE (pre-school) provides education for children aged 3-6 years while primary level ran from grades 1 to 7 and secondary level ran from grades 8 to 12. The Tertiary Education level included universities and colleges (Ministry of General Education, 2014:11). The Ministry of General Education (MOGE) was charged with the responsibility of running and managing the education system in Zambia, from early education to tertiary level. There were over 100, 813 teachers that were serving in primary and secondary schools (Ministry of General Education, 2014:47). Of these teachers, about 11,842 were serving in the eleven Districts of Central Province and 5,853 were females and about 5,990 were males (Annual School Census Forms, 2014; Ministry of General Education, 2014:13). Central Province had 73 secondary schools, ten were run by private sector, eight were grant-aided, 51 were government schools and four were run by community (Ministry of General Education, 2014:18; Annual School Census Forms, 2014). Central Province had 1,022 primary schools, of these primary schools, 348 were run by

community, 20 were grant-aid, 45 were private and 609 were government schools (Ministry of General Education, 2014:18). This study, however, only targeted 12 government schools including rural and remote parts of Central Province excluding grant-aided, community and private schools and such findings would not be generalised.

Teachers taught at different levels, some at pre-school level (Early Education), primary school level and some at secondary school level. In running and managing the education system, the Ministry of General Education (MOGE) operated along with Teaching Service Commission, which meant teachers' affairs were handled in partnership with the Teaching Service Commission through recognised structures in the Ministry of General Education such as Schools, Districts, and Provinces. The Teaching Service Commission was established by the Service Commission Act, Cap 259, and section seven, as amended by an Act No. 19 of 1994. The Teaching Service Commission's duties and responsibilities among others were to promote, confirm, appoint, demote, suspend, dismiss and retire teachers serving in public schools as well as lecturers in Teachers' Colleges of Education (Government of the Republic of Zambia, 2003; Teaching Service Commission, 2016).

When teachers were recruited into the Ministry of General Education, entry was at different levels. The determinant of the level at which one was going to teach was the qualification that one held. Those teachers were in different salary scales according to their qualifications. Teachers holding Early Childhood Teachers' Certificate or Diploma were recruited to teach at early education level, those with Primary School Teachers' Certificate or Primary School Teachers' Diploma were recruited to teach at primary school level and those with Secondary School Teachers' Diploma or Bachelor of Arts degree with Education (BA. Ed.) were recruited as secondary school teachers.

Ministry of General Education (2014:49) states that:

There are 21,911 and 40,988 diplomas and certificate holders respectively in primary schools. In secondary schools, 2,465 teachers had a primary teacher's certificate and 13,300 teachers had a basic/ secondary diploma. There are 4,945 degree holders in secondary schools which is supposedly a minimum qualification to teach in most subjects.

These teachers were in different salary scales according to their qualifications and most importantly to note was that all applications to serve as a teacher were addressed to the Teaching Service Commission. It was quite clear that professional growth of a teacher from the day of recruitment into the Teaching Service through the Ministry of General Education depended on the Teaching Service Commission. For instance, if a teacher served for a minimum of six months, he or she applied to the Teaching Service Commission for confirmation in appointment to permanent and pensionable establishment. And, if a teacher upgraded himself or herself academically, he or she would apply to the Teaching Service Commission for authority to have the salary scale adjusted upwards, which was a promotion on the Payroll Management and Establishment Control (PMEC) system. It should be noted that, like any other employees in the Public service, teachers also aspired to grow and rise within the ranks and files of their career. Depending on how the affairs of teachers such as promotions and confirmations were handled by Ministry of General Education through Teaching Service Commission, teachers might either be motivated or de-motivated in execution of their duties. There was little information or not enough empirical data on teachers' perceptions of confirmation and promotion practices and their influence on teacher performance in schools. Therefore, it was in this regard that a study was conducted on the

perceptions of teachers on promotion practices and confirmation in appointments and their influence on teacher performance in schools and fill up the void.

1.3 Statement of the Problem

The research problem addressed in the study was that despite completing the minimum probation period of six months, serving long and diligently in the Teaching Service, with rightful qualifications, some teachers were not being confirmed and substantively promoted respectively. This was by far short of the terms and conditions of service (GRZ, 2003). The extent of centralised powers or authority to promote and confirm teachers by the Teaching Service Commission had generated concerns among teachers as evidenced in some sections of the media such as in some Post newspapers of 12th May 2012, 13th September 2014, Times of Zambia of 18th January 2010 and some local languages section (Bemba) radio programmes of Sunday 11th August 2013 and 25th October 2015 called *kabusha takolelwe bowa* literally meaning *the one who asks never goes wrong or astray* where teachers were complaining. Against this backdrop, little had been written to explain teachers' perception of confirmation and promotion practices and their influence on teacher performance in schools. There was little information or empirical data on teachers' perceptions of confirmation and promotion practices and their influence on teacher performance in selected schools in Central Province of Zambia. Hence, the conducted study to assess teachers' views and concerns on promotion and confirmation in appointment practices and their influence on teacher performance in selected schools of Central Province in Zambia.

1.4 Purpose of the Study

The purpose of the study was to establish teachers' perceptions of confirmation and promotion practices by the Teaching Service Commission and their influence on teacher performance in selected schools in Central Province of Zambia.

1.5 Research Objectives

The objectives of the study were:

- i. To establish what the Teaching Service Commission took into account when confirming teachers.
- ii. To establish what the Teaching Service Commission took into account when promoting teachers.
- iii. To assess teachers' perceptions of confirmation and promotion practices and their influence on teacher performance in selected schools of Central Province.
- iv. To analyse teachers' perceptions on confirmation and promotion practices and their influence on teacher performance in selected schools in Central Province of Zambia.

1.6 Research Questions

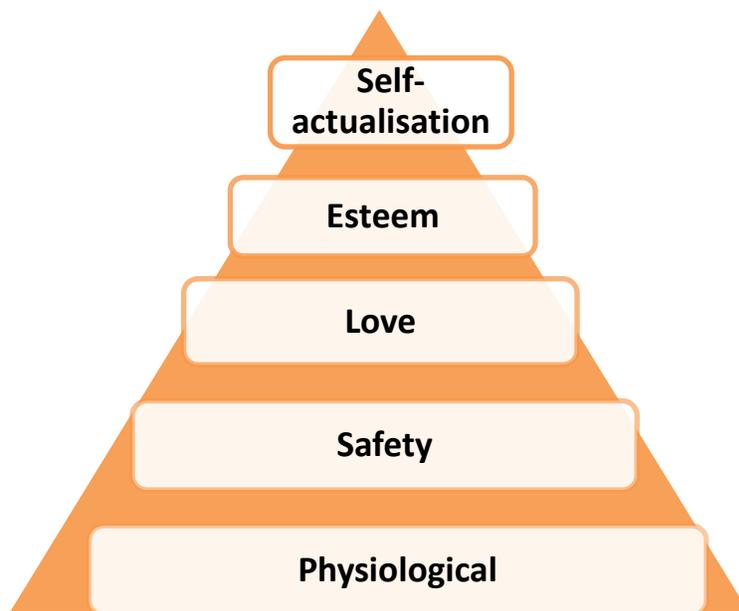
The research questions of the study were:

- i. What does the Teaching Service Commission take into account when confirming teachers in appointments?
- ii. What does the Teaching Service Commission take into account when promoting teachers?

- iii. What are teachers' perceptions of confirmation and promotion practices and their influence on teacher performance?
- iv. How does teachers' perception of confirmation and promotion practices influence teacher performance in selected schools in Central Province of Zambia?

1.7 Theoretical Framework

This study was guided by Maslow's hierarchy of needs which is a theory of motivation.



Source: Mullins (2013: 253)

Figure 1.1: Maslow's Hierarkhy of Needs

Maslow' basic proposition is that people are wanting beings, they always want more and what they want depends on what they already have. He suggests that human needs are managed in a series of levels, a hierarchy of importance (Mullins, 2013: 253).

When employed, a teacher looks forward to be confirmed and later rise through the ranks by promotion. Physiological level needs are pay, pleasant working conditions and will always

look forward to safety-job security through confirmation. A teacher further aims at reaching self-actualisation by advancing in the organisation by being promoted after attaining self-esteem through social recognition. All these wants could be achieved through confirmation and promotion.

Although, Maslow did not originally intend that the need hierarchy should be applied to the work situation, it remains popular as a theory of motivation at work (Mullins, 2013). The hierarchy of needs theory has a significant impact on management approaches to motivation and the design of organisations to meet individual needs. Head teachers at school have a role to ensure teachers' needs are taken care of and one of which is identifying the confirmation and promotion needs of teachers.

The theory on hierarchy of needs helped the researcher to collect data in the field by ascertaining teachers' perception of confirmation and promotion practices and their influence on teacher performance. At self-esteem, the general rewards are self-respect, prestige, and status thereby attaining social recognition, job title, high- status job, and feedback from the job itself (Mullins, 2013).

1.7 Conceptual Framework

Figure 1.2 below illustrates that teacher confirmation and promotion if well-handled results in hard work, motivation of staff and cooperation ultimately improving on results. However, if teachers' needs like confirmation and promotion are not met, teachers become demotivated withdrawn and uncooperative resulting into poor pupil performance, low reading levels, inefficiency and going for further studies despite not being on training plan

affecting staffing levels in schools which has got negative influence on learner achievement and performance.

CONCEPTUAL FRAMEWORK

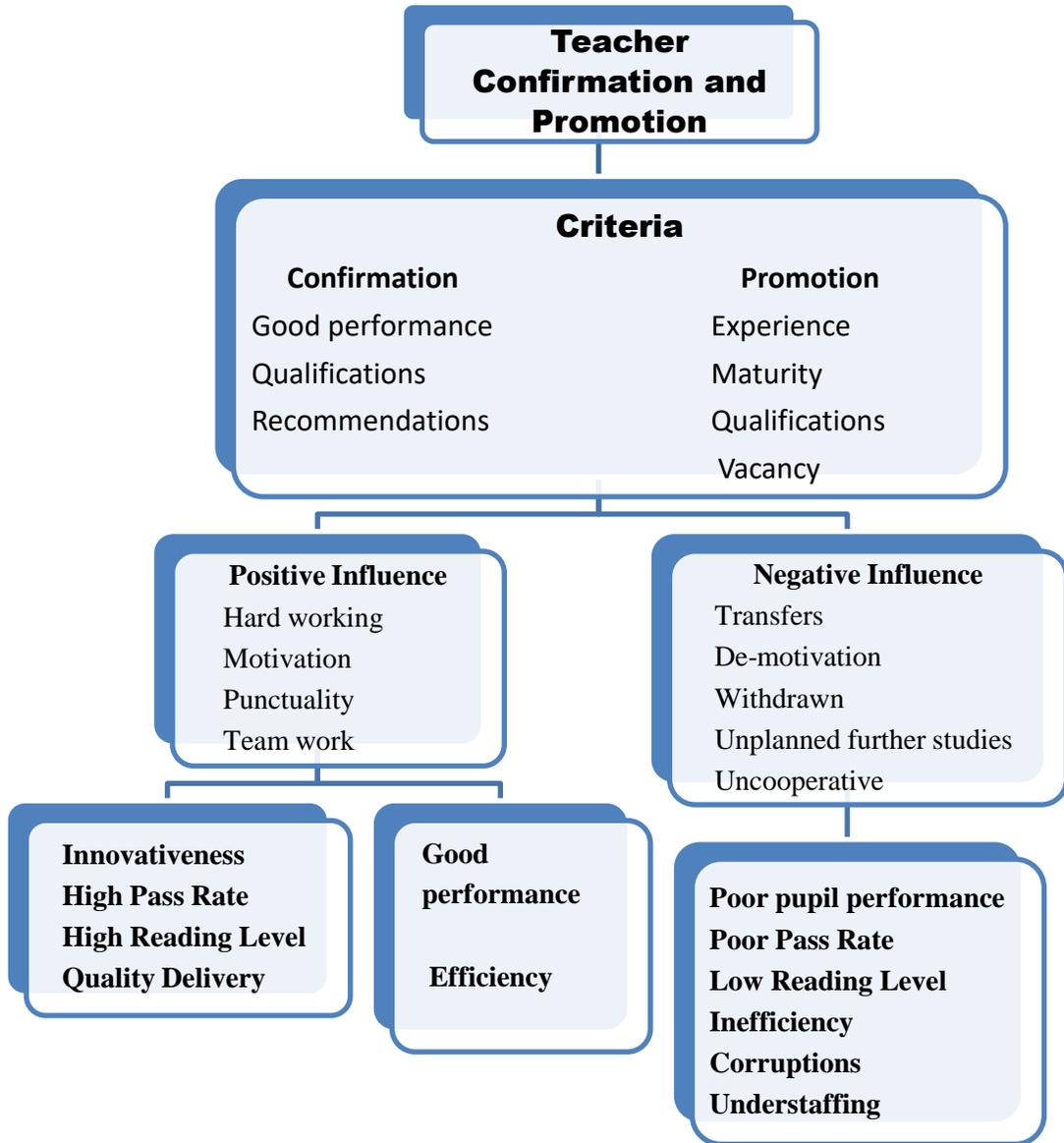


Figure 1.2: Conceptual Framework

1.9 Significance of the Study

It was hoped that the findings of the study would help stimulate a proactive and provocative debate within the teaching fraternity on teachers' perceptions of confirmation and promotion practices and their influence on teacher performance to which policy-makers and other stakeholders might be interested in. The study might also contribute towards the adoption of new strategies and action plans aimed at addressing the problem of teacher confirmation and promotion practices and their influence on teacher performance. The findings of the study might contribute to the body of knowledge in that area of teachers' perceptions of promotion practices and confirmations in appointments and their influence on teacher performance in the Ministry of General Education. In addition, the study would provide valuable literature on the subject matter thereby making the study worthy of academic investigation. To the knowledge of this researcher, there was little information or empirical data on teachers' perceptions of confirmation and promotion practices and their influence on teacher performance in selected schools of Central Province in Zambia.

1.10 Limitation of the Study

The study was restricted to the Ministry of General Education in Central Province. Twelve schools, two in each of the six out of the eleven districts of Central Province were areas of focus. Of the six districts, three were rural or remote and three were urban. The idea was to strike a balance and maintain objectivity.

The researcher encountered some challenges during the study namely; some targeted participants were repeatedly not around in their respective stations, the study was conducted during administration of end of term tests, vast distances among schools as the study

involved some rural and remote schools. However, in addressing the challenges, the researcher frequented the schools on appointments with participants.

1.11 Operational Definitions

Confirmation:	permanent and pensionable establishment.
Efficiency:	being able to attain one's objectives with minimal use of resources
Influence:	are effects that come as a result of something positive or negative.
Perception:	Understanding/insight/views or concerns.
Practices:	a particular way of doing or performing tasks.
Probation period:	a period of temporal service for a limited period before being confirmed in the Teaching service.
Promotion:	a teacher has been elevated or given a higher position.
Substantive promotion:	a teacher who has been acting with a view to promotion has received a positive assessment of his/her performance.
Teacher:	anyone with a teaching background who has a contract of employment with Ministry of education.
Teacher Performance:	the manner in which the teacher discharges his or her duties and the accomplishment of these duties.

1.12 Summary

This chapter presented the background, statement of the problem, the purpose of the study, research objectives and questions, followed by the significance of the study, limitation of the study and operational definitions of the study. The next chapter will discuss related literature on promotions and confirmation practices and their influence on teacher performance globally.

CHAPTER TWO

REVIEW OF RELATED LITERATURE

2.1 Overview

In the previous chapter a discussion on the background to the study was done. This chapter reviews related literature on Teachers' perceptions of promotion and confirmation practices and their influence on teacher performance in selected schools of Central Province in Zambia. The chapter reviewed related literature on the confirmation and promotion practices from outside Africa, in Africa and finally Zambia.

2.2 Confirmation and Promotion Practices outside Africa

2.2.1 Confirmation and Promotion Practices in the United States of America

In the United States of America, Pigors and Myers (1971) revealed that promotions in appointments are every employee's expectation, be it in a public or private institution. Promotions and confirmation to permanent and pensionable establishment are a reward or motivation. Promotions have been associated to be a reward to well deserving teachers in schools owing to several benefits that are triggered in the process. Promotion is an upward advancement of a teacher which commands better pay or wages, better status, higher opportunities/challenges, responsibilities and authority, better working environment, a higher rank among others (Pigors and Myers, 1971). Chan (1996) defines promotion as advancement in rank or position of an employee in an organisational hierarchy. From this definition it can be said that promotion to workers may act as an incentive to extra hard work or allegiance to work (usually in a short term). Promotion may, as well, be viewed as

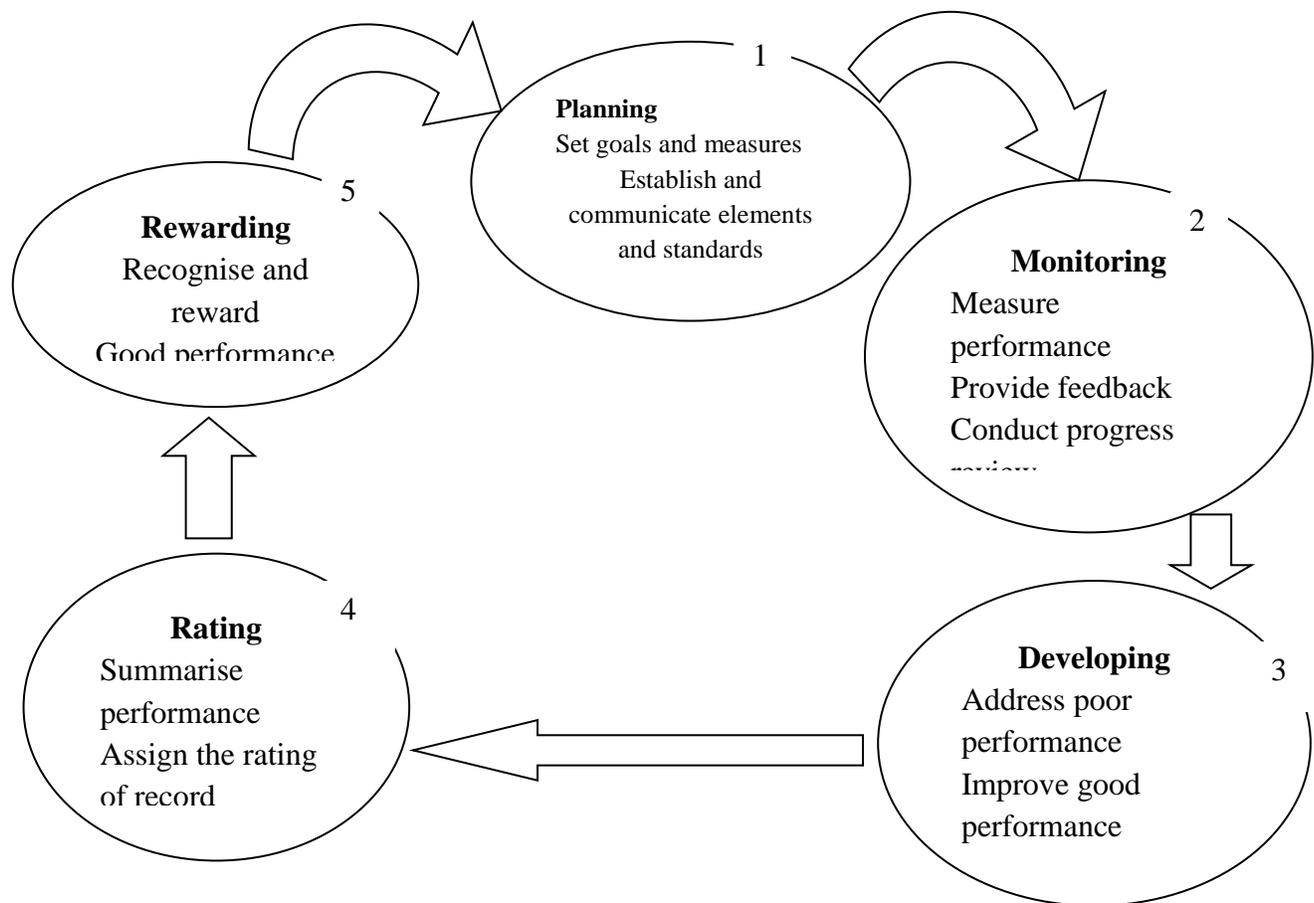
an employee's reward for good performance i.e. positive appraisal. However, it must be noted that before an organisation promotes an employee to a particular position, it ensures that the person is able to handle the added responsibilities. Promotion also involves advancement in terms of salary and benefits, and in some organisations the type of job activities may change a great deal. Promotion and Confirmation are sources of happiness, motivation, enhanced performance and increased productivity if well managed and intended. Like in any organisation, teachers look forward to being promoted into various positions in the right way and at the right time.

Furthermore, Lawler (1986) maintain that rewarding employees based on their performance enhances firm performance. A study in the United States of America by Rupia *et al* (2012) on the *Perception of Civil Servants towards Promotion on Merit* revealed that civil servants in general had positive perception towards promotions based on merit. In conclusion, the study affirmed that when promotion was conducted in fairness, it motivated the employees and enhanced teamwork. Rupia *et al* (2012) study was general in that it covered the whole civil service. It did not explain what constituted fairness in promotion practices. The study says nothing on confirmations in total disregard of the interrelatedness and connectedness of the two concepts. The two concepts were intertwined and bred into each other. The conducted study concentrated on teachers in the Teaching Service only. Confirmations and promotions were powerful communication tools about what was valued within an organisation. They posture the institution to the outside society. At times promotions and confirmations could be decided under the guise of other criteria such as 'administrative rule' different from performance vis-à-vis loyalty, influence, favouritism, personal relationships (Milgrom, 1988).

Most countries compensate teachers for the specific roles they fulfill based on their professional and academic qualifications and experience. In the United States of America, a study conducted by Dee and Wyckoff (2015) found that there was a strong correlation between enhanced teacher performance and pay incentives. The study presented novel evidence on this topic based on IMPACT, the controversial teacher-evaluation system introduced in the District of Columbia Public Schools by then-Chancellor Michelle Rhee. IMPACT implemented uniquely high-powered incentives linked to multiple measures of teacher performance (i.e., several structured observational measures as well as test performance). Recognising the potential benefits of financial incentives, some countries are experimenting with this as a means to reward good practice and performing extra responsibilities so as to retain effective teachers.

2.2.2 Confirmation and Promotion Practices in China

Similarly, in China, Wong and Wong (2010) observed that employee promotion was an important issue particularly because pay levels in education unlike in the business world were relatively fixed leaving promotion as an important reward tool through which employees could strive to meet standards set by their employers. The study included the design and distribution of a self-administered questionnaire to 300 Chinese employees working for small and middle size companies in China. The sample consisted of managerial and non-managerial employees who volunteered to participate in this study. In ordinary sense, the process of promoting and confirming an employee (teacher) was subject to procedures based on performance appraisal system involving processes such as: planning, monitoring, developing, rating and ultimately rewarding as shown in figure 2.1 below.



Source: Wong and Wong (2010:5)

Figure 2.1: Performance Management’s five key Components

Figure 2.1 above shows the five steps followed in appraising the performance of an employee in an institution to determine the suitability of an officer for confirmation and promotion. It operates in form of a cycle. Once one step is omitted or overlooked the cycle is broken and will not bring the desired results. The five steps are planning, monitoring, developing, rating and rewarding respectively. Each component has procedures that are

followed. For example, at planning level the supervisor sets goals and measures, establishes and communicates elements and standards.

However, one of the omissions of Wong and Wong's work (2010) was that it did not specify which employees in the civil service were targeted for promotion and confirmation as it was general in nature. The study did not look at confirmation as a prerequisite for promotion neither did it talk about conditions for eligibility to promotion. The other weakness was that it did not look at the influences of promotion on employee performance. This study looked at teacher perception of confirmation and promotion practices and their influence on teacher performance in selected schools of Central Province.

Head teachers as managers of the schools have managerial roles to play. They have to manage the human resource well. Chabu (2014) observed that issues of recruitment and promotions were among the most important functions performed by Human Resource Managers to ensure effective and efficient performance of an organisation. Many organisations world over, including the Ministry of Education, have tried to put in place policies and practices of recruitment and promotions that could enhance achievement of organisational goals (Chabu, 2014). Blandford (2004) defines management as the achievement of institutional objectives through other employees. The managers in the education system have the responsibility to achieve organisational goals through the use of employees and, therefore, Human Resources Officers are key in the confirmation and promotion process which ought to be effectively supervised (Sidhu, 1996).

Another study conducted by Park and Hannum (2001) revealed that, in China teachers in primary schools can be assigned to four different ranks: Intern, Primary level 2, Primary

level 1 and Primary high level. In middle schools, teachers also have four ranks: Middle level 3 which was similar to Intern level, Middle level 2, Middle level 1 and Middle high level. Each rank corresponded to a progressively higher salary, and teachers competed for a limited number of slots for promotions. There were specific rules on the years of service required before a teacher could apply for promotion to the next rank level.

The study drew the empirical analysis of the data of 64 participants from 7 primary schools and 4 related universities in China.

All teachers began as interns in their first year, regardless of educational background, and could apply immediately for Primary level 2 or Middle level 2 in the second year. Teachers that graduated from a secondary teacher training school could apply for Primary level 1 or Middle level 1 after 7 years, and for Primary or Middle high level after 15 years. Those graduating from a normal college could apply for Primary level 1 or Middle level 1 after 3 years and Primary or Middle high level after 7 years. Those graduating from universities could apply for Primary or Middle level 1 after one year and for Primary or Middle high level after 5 years. Promotions were based on meeting some minimum requirements, for example, having two 'good' evaluation scores or one 'excellent' evaluation score 7, having to wait the appropriate number of years before applying to the next rank, and the number of positions available at each rank at each school according to the quotas set by the district (Park and Hannum, 2001).

Park and Hannum (2001)'s work is quite elaborate. However, the study poses the following weakness: the study did not explain how one was assessed to have two 'good' evaluation scores or one 'excellent' evaluation score 7. The study did not also state clearly the

appropriate number of years one had to wait before applying to the next rank and the procedural steps followed were not clearly explained, therefore confusing.

The other study in China done by Karachiwalla (2010) revealed that the post of deputy principals could be filled through interviews conducted by the Teachers Service Commission competitively. Whenever there was a vacancy, the post should be advertised and the teachers who have served in job group 'M' for more than three years could apply for the post in readiness for the interviews. However, in China, the role of the Teachers Service Commission had been taken over by the agents of the Teachers Service Commission, who were the Head Teachers in filling the post of deputy principals. Whenever, there was a vacancy, the head teachers looked for teachers who they thought were suitable and the teachers were advised to request the Teachers Service Commission to deploy them to those institutions as deputy head teachers (Karachiwalla, 2010). The post of a deputy principal did not have any allowance and that made many of the teachers prefer to remain as classroom teachers in places of their choice. Once the deputy principals had been deployed to the specific institutions they were left on their own to navigate their way as deputy principals (Karachiwalla, 2010). The investigation found that the deputy teachers rarely attended workshops for in-service and that situation made their work strenuous. Most of the deputies were not given proper orientation when they reported to their new positions. Most schools did not retain deputy principals for a long period as revealed by the study. The majority of the teachers who were deputy principals had been in those positions for less than five years. Secondly, most of the deputy principals were furthering their studies and they indicated that they would like to quit their institutions once they were through with their studies

(Karachiwalla, 2010). For this reason the rate of retention of the deputy principals was threatened.

Karachiwalla (2010) study used a developed model of promotions in which agents were both incentivised and were sorted into ranks by ability. The model's predictions were then tested using panel data on teachers collected as part of the Gansu Survey of Children and Families (GSCF). Teachers responded to promotion incentives as predicted by the model: salary differentials were used to motivate teachers to work harder and teachers do work hard for promotions. A model of promotions as a sorting and as an incentive mechanism was developed, that modelled teachers as having a particular skill level, as well as discussed beliefs over one's skill level relative to others in their cohort. The model included a performance measure measured with error. The teacher's first order condition was derived and simplified in order to study how the marginal probability of effort changed with respect to the number of teachers, the probability of promotion, and beliefs about skill. A number of predictions were established and data from the Gansu Survey of Children and Families (GSCF) was used to test the predictions of the model.

Karachiwalla (2010)'s study weakness was that, it did not clearly explain how the role of the Teachers' Service Commission had been taken over by its agents (head teachers). The advertisements of vacant positions were left open to all the eligible persons and were concealed to the public but only disclosed to their preferred candidates. The issue was not clearly explained.

2.2.3 Confirmation and Promotion Practices in Pakistan and other Asian Pacific

Countries

The Asia Pacific countries under discussion include Fiji, Mongolia, Pakistan, Indonesia, Philippines, Republic of Korea, Samoa, Sri Lanka and Uzbekistan.

In Pakistan, Khan (2012) revealed that human resource was most vital asset for organisational development. It was the human resource that made other resources use and get the best return out of them. But getting the best of human resource required enormous moves by organisations and their management. If the human resource or employees were happy and contended with the moves and actions of employers, they did their best for the best of organisations. But if they were not contended or happy, employees were bound to cause loss to the organisation. Thus, managing human resource had become an art. Management always tried to use that art to satisfy their workforce. The greater the level of satisfaction of employees was, the higher the returns for organisations.

In the literature of organisational behaviour and organisational psychology, George and Jones (2008) states that job satisfaction was considered the most extensively researched area. The different ways of satisfying the employees were found by the scholars and facilitated to the human resource managers to attract, motivate and retain the most committed workforce. Job satisfaction has direct impact on level of absenteeism, commitment, performance and productivity. Furthermore, job satisfaction improves the retention level of employees and reduces the cost of hiring new employees (Murray, 1999). The dissatisfaction of the employees has adverse effect on the efficiency of the organisation.

In addition, several studies focus on the demographic factors while others link the job satisfaction with reference to working environment. The other factors such as fair promotion system, job autonomy, leadership behaviour, social relations are also dominant in determining the level of job satisfaction (Dawson, 1987).

Confirmation and promotion of teachers are key in enhancing their performance and they have been a concern in almost all education providers. In America, it has been noted that promotions in appointment are every employee's expectation as they reward or motivate them. It was recognised that upward advancement comes with higher opportunities and better working conditions but urge fairness in the conduct of promotions. The views were similar to those in China and Pakistan except that in China there was too much emphasis on performance appraisal system. In China, primary school teachers were in four ranks where each rank corresponded to a progressively higher salary which all teachers aspired and competed for if minimum requirements were met. In China, unlike in America and Pakistan, the position of the deputy principal in schools was advertised by the Teaching Service Commission with interviews conducted. However, the position did not attract any allowance and no proper orientation was done thereby making most teachers shun. The views from the three countries fell short of the aspects of teacher's perception of confirmation and promotions and their influence on teacher performance in schools.

In Pakistan, Khan (2012) noted that representatives from Ministry of Education, donors, NGOs, education researchers and teachers highlighted many problems facing school teachers, in particular, low levels of motivation during a National Conference on Teacher Education held in December 2004 organized by Academy for Education Development (AED), USAID and Ministry of Education (MOE). Similarly, a UNESCO report on the

‘Status of teachers in Pakistan’, published in October 2003, pointed out that non-transparent appointment practices, politicisation and poor management were amongst the major problems that were faced by teachers. Policy makers and other stakeholders were well aware of the motivation crisis in teaching, but were unable to take effective action to address teacher motivation and incentive needs (Khan, 2012).

Teacher motivation was determined by monetary and non- monetary (pecuniary) factors. Pay levels and other material benefits were to be sufficient to meet basic human needs. However, overall job satisfaction among teachers was also strongly determined by higher order emotional and social needs, most notably professional self-esteem, job security, interpersonal relations at work (between teachers, education managers, pupils and parents/communities), opportunities for career progression, the working environment, the workload and productivity/learning outcomes. In terms of behaviour, low motivation translated into high absenteeism and poor quality teaching. In the private sector, there was evidence of high attrition amongst primary school teachers. In the public school sector this practice resulted in the phenomenon of ‘ghost schools’ and ‘ghost teachers’ (Khan, 2012).

The occupational status of teachers in Pakistan started declining rapidly because of political interference. Teachers’ appointments and transfers became political. Many primary school teachers were enlisted as election agents during political elections. These teachers often developed client-patron relationships that they later exploited by extracting benefits from the political elite. It was commonly argued that the appointment of large numbers of unqualified teachers degraded the profession and hence respect for teachers. However, Khan (2012) did not say the extent of politicisation of promotions and the levels at which politicisation of promotions were done. Politicisation of promotions and transfers compromises quality.

Up until 2002, the provincial Public Service Commission (PSC) was entrusted with the appointment of all government primary school teachers. Teachers appointed through the commission were permanent government servants to retire at sixty years of age. Since the responsibility for recruiting teachers was devolved to districts, appointment of teachers on Basic Pay Scale 15 and below was done by the Provincial Directorate of Education based on Public Service Commission regulations. Appointments to Basic Pay Scale 16 and above were handled directly by the PSC without involvement of the Directorate of Education. To become a primary school teacher one needed to have a secondary school certificate, also known as 'Matric' (Matriculation). The professional qualification required was the Primary Teaching Certificate. In Punjab this qualification was abolished and replaced with the Bachelor of Arts with Education/ Bachelor of Primary Education qualification. An age limit of 18 to 25 years was also placed on recruitment. Local government policy stipulates that 75 percent of recruitment must come from the area in which a particular school is situated.

The requirement to have a minimum qualification of Bachelor of Arts with Education/ Bachelor of Primary Education created a lot of dissatisfaction among teachers. Many teachers with Primary Teaching Certificate and Certificate of Teaching feel discriminated against, as these changes were made abruptly without taking into account the implications for them. In marginalised districts such as, Rajanpur, D. G. Khan, Mianwali (in Punjab Province in Pakistan), female teachers did not have the opportunity to get a Bachelor of Arts with Education/ Bachelor of Primary Education degree mainly because of inaccessibility of educational facilities and discrimination in the teacher hiring process. As a result, 'outsiders' got to benefit from employment opportunities while locally trained teachers, who were often more dedicated, are disqualified in their own localities. Critics and teacher unions expressed

their concern over the policy saying it violated the preferred policy of continuity, tenure and the preference of local and female teachers for entry into elementary school level teaching positions.

On recognition and motivation, Fatima (2013) explains that there are two aspects of employee recognition. Firstly, it reacts the receptive frame of mind of superiors whether they even realise that their employees are doing good job. Secondly, when superiors recognise people's good efforts on different formal and informal communication media then it results in a great positive impact on employee's motivation, innovation, and above all, working relationships. Therefore, employee recognition is highly regarded as a powerful communication technique. For a number of people in an organisation, receiving a generous note of thanks is far more important than receiving something in terms of monetary rewards because one of the greatest employee's needs is to feel appreciated at the workplace which is often done through promotions and confirmation of employees.

Indeed, Human beings naturally like to feel appreciated in recognition of their good deeds. Employee compensation and recognition are the two most important functions of human resource professionals (Milkovich *et al.*, 2013). It encourages members of the organisation to bring their best performance that would contribute in meeting strategic business needs. It can only be possible if employees are motivated enough to perform within organisational constraints with available tangible and intangible resources.

Manzoor (2012) revealed that there was a significant impact of empowerment and recognition of efforts on employee's motivation. The study emphasised that managers should design the structure of an organisation which not only empowers its employees within

certain capacity but also help business managers observe long-term success. Employee recognition programmes are very useful in economic downturn which causes freezing of training programmes, layoffs, reduced increments and increased workload on each employee. In this kind of environment, employee recognition programmes may be very useful to motivate employees. It is equally important in the service industries too e.g. primary, secondary, tertiary and higher education. It is therefore, important to make a balance between organisation's contribution to employees and vice versa by rewarding and recognising their good efforts. They added that employee recognition is one of the missing elements between employees and leadership. If their efforts are recognised at the right time they will be motivated enough to perform better than the past. They also revealed that appreciation has been found the highest nuancing factor in predicting employee's contribution. Therefore, recognition through promotion and confirmation has significant positive impact on teacher's motivation.

In Pakistan, Conley, *et al.*, (1989) argued that public and private schools normally have more or less structure which did not offer a number of promotions to teachers to senior administrative and managerial positions. Fewer chances of promotions create anxiety and uncertainty among teachers because they became skeptical about their current and future role in their schools. In addition, teachers often view their evaluation process uncertain consequently, they have to believe that any promotion system which was based on these types of evaluations were irrational and uncertain too (Milman and Darling-Hammond, 1990).

Instead of creating any value to the teachers, irrational and uncertain promotion system heightens confusion, role conflicts between school administrator and teachers, anxiety, ambiguity and unpredictability. Therefore, Bacharach *et al.* (1990) concluded that in schools where promotional process was viewed as certain and rational, there were less number of role conflicts and role ambiguity that were reported.

In contrast, promotions might also reduce the level of motivation among teachers because of the fact that promotions involve higher remuneration with more privileges however; it also brings additional responsibilities, accountabilities and long working hours. (Johnston and Lee, 2013) studied whether promotions were good for the well-being of workers and argued that workers experience higher workload till the two years after they get promotions with negligible impact on their health and contentment. They further revealed that the mental health of workers was seriously affected due to performing massive job responsibilities on daily basis. Therefore, they concluded that the additional workload and mental occupational stress which were observed after promotions sooner or later outweigh the higher remuneration and more privileges.

Moreover, promotions have also been viewed differently with respect to gender in achieving higher job satisfaction and motivation. For instance, Francesconi (2001) concluded that unlike female employees, the males who were particularly old with no formal qualification observed higher level of job satisfaction and motivation because they received promotions during the past 12 months. Later on, Kosteas (2011) also revealed that those employees who either received promotions in the past two years or expected to receive a promotion in the following two years reported higher level of satisfaction and motivation. Hence, concluding that promotion had significant positive impact on teacher's motivation.

Incentives offered to teachers in the nine Asia-Pacific countries had considerable variation among the countries. For example, in Mongolia, salaries were increased and specified by government legislation, and linked to specific roles although there appeared to be few incentives for extra responsibilities and good performance. Likewise, in Samoa there were few incentives for good teachers to remain in the profession. There was a decline in the numbers of teachers over a period of 20 years, particularly in the primary sector, and that perhaps attributed in large part to the lack of career paths and incentives. Although there was a clear salary structure consisting of 11 categories (T1 to T11), each containing five levels, it appeared that the highest a classroom teacher progressed to was level 5 in the T3 category. Indeed, over 60 per cent of the teachers, many of whom were teaching for nearly 20 years, remained in the lowest levels within the salary structure. To progress to T4 or higher pay scale required a move into an administrative or management role, which were limited in vacancies.

In Uzbekistan there were huge incentives to enroll in pre-service teacher education programmes, with about one third of the graduates with the highest entrance examination scores receiving full scholarships. Teachers in Uzbekistan received a basic salary, and salary supplements for extra activities such as marking or managing a laboratory. Furthermore, over the past few years, financial rewards, in the form of the discretionary Director's Fund, were being available to teachers who take on added duties such as extra-curricular work, and those who are recognized for quality teaching or contribution to the life of the school. Similarly, in Fiji, incentives exist in the form of scholarships, which are available for Pre-Service Training as well for further academic studies. Indeed, survey participants (teachers and administrators) identified the availability of scholarships had significantly helped in

their career progression. In Indonesia, the Teachers' Law of 2005 listed various ways in which teachers were rewarded for outstanding teaching, including the conferring of 'honours', a 'certificate' and rewarding with 'money or goods' (Zuhdi, 2015). One motivation for teachers to become certified and take on additional responsibilities (e.g. becoming head of the library) was that they became eligible to receive financial bonuses above their basic salaries. The ministry also provided allowances to teachers working in remote areas and in difficult schools.

Similarly, in Pakistan incentives are offered to recognise and reward good practice. These include awards and cash bonuses for outstanding teachers and scholarships for the children of such teachers. Teachers could also receive small monthly financial incentives to upgrade their academic qualifications through evening classes. Since 2010, one incentive to encourage teachers to attain higher qualifications is to put teachers with a bachelor's degree in education on a higher pay scale. Financial incentives were provided to supplement a teacher's basic salary, and came in the form of medical and rental allowances. Such allowances were linked to a teacher's work locality, whether it was rural or urban. For example, teachers at pay scales 9 to 15 receive a housing allowance of 30 per cent of their basic salary if they taught in a rural area or 45 per cent if they worked in an urban school, while those at pay scale 16 receive a bonus of between 2,300 and 2,700 Pakistani rupees depending upon whether they teach in a rural or urban location.

In Sri Lanka, while financial bonuses were offered to teachers who took up teaching posts in schools considered to be 'difficult', were given few incentives that recognised and rewarded good practice. Teachers' salaries were categorised according to the Sri Lankan Teacher Service salary code, which was directly tied to professional qualifications. The government

provided incentives such as study leave and travelling expenses when teachers enroll in some types of post-graduate courses. With financial incentives linked to the attainment of higher qualifications and posts, and given fewer incentives for teachers to remain as classroom teachers, it often led teachers to take on administrative roles in their schools.

Similarly, in Fiji salaries were dependent on the post the teacher held. Classroom teachers' salaries fell within a specific band and annual increments stalled when the pay ceiling was reached in that band. Teachers would remain at that pay level unless they sought promotion, which invariably led them away from the classroom into administrative roles. They appeared to be no incentive to reward teachers for excellent classroom practice or for taking on added responsibilities unless they took on management duties, such as being the head of a department in a secondary school.

In the Republic of Korea, teaching was an attractive career choice, with the profession accorded high status and given high salaries. Teachers who completed an advanced degree, were involved in research activities, and/or took on extra duties received points that counted towards their overall score in the training component of their work evaluation, which was taken into consideration when they sought promotion.

Likewise, in the Philippines those entering the profession as classroom teachers had a detailed and clear salary grade progression, and there were clear salary guidelines for both the 'master teacher' and 'administrative' career paths.

On promotion, research showed that a key reason for the high turnover of teachers was limited career advancement opportunities (Ingersoll, 2003; McCreight, 2000). Conversely, the provision of various opportunities for promotion was being linked to retaining motivated and highly capable teachers (Taylor *et al.*, 2011; Natale Fisk *et al.*, 2013).

In Indonesia, the right to be promoted was instituted in Government Regulation 74/2008. Teachers were to be promoted to a specific position in a school or to a position within the administration section.

In the Philippines, criteria for promotion included attendance at Professional Development- PD training, completion of higher academic qualifications and ‘at least three years of dedicated service and excellent performance’ (Bilbao, 2015). Each grade level promotion had a specific set of requirements. Similarly, Mongolia provided teachers with clear details of the qualifications, work experience and skills required for all education positions. To be considered for promotion, teachers were to have a bachelor’s degree or higher in the field of education and have a minimum of five years of teaching experience. Various skills were also required, including knowledge of a foreign language, Information Communication and Technology (ICT) skills, problem-solving skills, the ability to work in a team, and proven leadership ability. The requirements varied, depending upon the position. The role of principal, for example, required skills in strategic and operation planning, research and analysis, and data processing

Likewise in Fiji, the criteria for promotion were clearly specified. Those seeking a promotion from the entry-level teacher position to the next level must have the required academic qualifications, and with either three years teaching experience in a rural school or

exceptional appraisal reports over three consecutive years. Thereafter, promotions were linked to years of experience, requisite qualifications and excellent annual appraisal reports. Promotion opportunities follow a linear pathway. For example, for a teacher at the primary level, the next step was to become an assistant head teacher and after that become head teacher. Similarly, in the secondary sector, a class teacher can apply to become a head of department, then assistant principal, vice principal and principal. Each position had a teaching load, though the load varied depending on the position and size of the school. For example, in a secondary school, a head of department taught 18 hours per week, while an assistant principal and a vice principal taught between eight and twelve hours per week. Principals have a greater administrative role but may still teach up to four hours a week. Teachers can also seek promotion in one of the administrative sections of the ministry, for example, in curriculum services or the divisional education offices. Thus, there was an expectation that excellent classroom teachers sought promotion, which eventually led them to reducing teaching time, or to completely leaving the classroom.

After qualifying, new teachers in the Republic of Korea became Grade II level certified teachers, and they then worked to become Grade I certified teachers. They then applied to become either a master teacher or vice principal, and eventually principal. Teachers also applied to become inspectors or research specialists at the Ministry of Education or local offices of education. School inspectors were usually assigned by the offices of education.

To be considered for any promotion, teachers in the Republic of Korea needed to meet certain criteria and score highly in three categories: work experience, performance and training. Work experience was allocated 70 points, performance 100 points and training 30 points, although for principals the training component is 18 points. Those with the highest

scores are given priority for promotion. Where there were ties in scores, those with higher performance evaluation marks or more years of experience was given priority. For the 'work experience' category, each grade or level required a particular number of years of teaching. For example, the introduced role of master teacher required at least 15 years of teaching experience. The position of master teacher was for four years although was to be renewed depending on fulfillment of relevant criteria. Teachers needed to have taught for at least eight years before applying to be either an inspector or research specialist. A teacher's 'performance' is based on an annual performance review conducted by the principal, vice principal and peers. This covers areas such as a teacher's attitude, teaching capacity, classroom management and ability to provide guidance to students. A criticism levelled against this is that the weighting of administrators' evaluations was high (70 per cent) compared to those of peers (30 per cent). Assessing a teacher's 'training' involved taking into account the teacher's scores in professional development courses, as well as any higher academic qualifications, papers published, research, and extra duties, whether in the school or community.

Sri Lanka had similar criteria for promotion. To be eligible, teachers were required to have taught for a number of years at a satisfactory level at their current grade, completed a specified number of training hours, passed the relevant interview examination and, for those already teaching in the higher grades, attained higher academic qualifications.

Likewise, in Pakistan promotion was generally linked to teachers having taught for a specific number of years at a particular grade level and having attained relevant academic qualifications. For example, in the state of Baluchistan, secondary school teachers currently at pay scale 16 were required to teach for nine years at that level before being eligible to

move to pay scale 17. Then it required at least another five years to be eligible for scale 18, and a subsequent seven years to be eligible for scale 19. An interesting point to emerge from the Pakistan case concerned the unequal opportunities for promotion open to women. That inequality led to government legislation that aimed enabling more women to enter the teaching profession. Each of the countries had clear procedures concerning the advertisement of teaching positions. For example, in Mongolia there were clearly defined regulations for this.

In Fiji, selection procedures for all positions were clearly documented and a number of procedures were in place to ensure the system was open and transparent. Indeed, the Fijian ministry had stated that it was committed to ensuring equal opportunities. In Pakistan, teaching positions were advertised in the major national newspapers and application forms were obtained either from the offices or the websites of the appointing authority. In Sri Lanka, teaching positions were advertised through the government gazette. Principals in Indonesia reported that they provided teachers with information on current teaching positions at staff meetings. Some systems were open and transparent, but unfortunately this is not always the case. In Mongolia, although there were regulations surrounding eligibility criteria and the selection process, nearly 70 per cent of the survey respondents indicated that the system needed to be more open and transparent, citing incidents of corrupt practices and political interference in the selection process. Furthermore, in some situations promotion depended on political affiliation. Bilbao (2015) explains that the Pakistan National Education Policy of 2009 clearly states the recruitment and promotion opportunities were based on merit and that deployment was based on school needs, in contrast to previous practice, which was often based on a quota basis and wherein jobs were given to those with

links to officials. Despite the new policy, issues persist in promotion practices across the various provinces. For example, the teacher appraisal annual confidential report process that was conducted at the school level had been criticized because the form used in the process was generic and was used for all civil servants. It did not cover specific education-relevant criteria and, more worryingly, it placed pressure on those conducting the appraisals to write positive reports.

In some countries, promotion opportunities were limited. For those who wished to remain in teaching positions, promotion was hindered by a lack of available positions for promotion within schools. This was the case in the Philippines, Mongolia and Pakistan. In the Philippines it appeared that schools were allocated a number of positions on a quota basis. Over half of those surveyed in Mongolia indicated that there were few promotion opportunities open to them. Similarly, in Pakistan there appears to be a lack of structured promotion opportunities for teachers. For example, under the Punjab Education Roadmap, a formula was introduced allocating the percentage of teachers at each pay scale level. For example, at the secondary level, 15 per cent of teachers were allocated to pay scale 18, 35 per cent to pay scale 17 and 50 percent to pay scale 16. Consequently, this limited who was to be promoted.

Likewise, in Samoa career paths were linear, with limited opportunities for promotion, mainly because there were few positions in schools that carried additional responsibilities. The only roles open to teachers at the primary level other than assistant principal and principal were that of infant mistress or infant supervisor, while in secondary schools the

only additional role is head of department. Attempts have been made to address this issue. The re-instated position of school inspector provided an alternative avenue for promotion, while those teachers with a tertiary degree and professional qualifications have opportunities to move into administrative roles within the ministry or to teach at a training college or university. However, such positions were few and far between. Opportunities for promotion were highly motivating, as expressed by a participant in the Philippines, who described how a promotion opportunity turned a flagging career around that:

I had been in a Teacher 1 position for ten years. I felt as if I was stuck, stagnating and just slowly fading away. It was as if I was surviving every day, earning my salary, and thinking of retiring still in a Teacher-1 grade. My career in teaching became boring and routine, bland and predictable. ... Then I had one of the surprises of my life when the newly-installed principal appointed me as Teacher-In-Charge of our extension school. It was the turning point that I had been waiting for so long. It was the chance to improve myself as an educator and to grow as a professional. It was from then that I started to have a dream again.

This example of personal experience highlighted how promotions could offer new hope, re-energise and renew commitment for teachers. It also showed the significant role principals could play when they saw potential in their staff and provide teachers with opportunities to develop their careers. In Uzbekistan and Mongolia, the training for principals focuses on their role as administrators and managers, but in practice their role is broader.

2.3 Confirmation and Promotion Practices in Africa

2.3.1 Confirmation and Promotion Practices in Nigeria

In Nigeria, Nguyen *et al.*, (2003) study on *Relative Pay and Job Satisfaction; some new Evidence* indicated that job satisfaction was the result of promotion opportunities in the organisation and that there was positive relationship between promotion practices and perceived performance of employee.

A quantitative research technique was employed in this study done in Nigeria. The target population of the study was teaching staff who had taught in Nigeria polytechnics for at least 2 years, had a minimum of a second degree, and had some level of research experience. Simple and stratified sampling procedures were used to select 465 participants. The study confirmed a significant positive correlation between pay and job satisfaction among teaching staff of Nigeria polytechnics, $r(408) = .892, p < .05$. Pay accounted for 79.5% of the variation in performance. Moreover, highest education attained and the research experience of teaching staff influenced both relative pay and job satisfaction. The study adopted a quantitative research with the use of simple and stratified sampling procedures on the 465 participants involved in the study. This study, however, used qualitative and quantitative research approaches on 82 participants which included Headteacher, teachers, district and provincial officials and Teaching Service Commission officials to assess teachers' perception of confirmation and promotion practices and their influence on teacher performance.

If organisations want to accelerate performance of employees in the organization, fair promotional opportunities should be given to employees (Park *et al.*, 2015). It is important to note that teachers like any other employees attached emotions to their work, and job satisfaction was a result of employees' perception of how well their job provided things

viewed as important and promotions and confirmations were not an exception. Nguyen *et al* (2003) concluded that job satisfaction was the result of promotion opportunities in the organisation. Therefore, there was a relationship between job satisfaction and performance of teachers especially that teachers, being humans were always rational and equally expectant. What they see while they work has a greater influence in determining their input. Many people experience satisfaction when they believe that their future prospects were good (Sajuyigbe *et al*, 2013). Therefore, promotions and confirmations had to be done objectively at all levels to instill a sense of discipline, confidence, and togetherness among teachers to attain much desired performance.

However, the International Monetary Fund (IMF) and World Bank conditionalities on teachers' conditions of service in particular, had an effect in Nigeria. Lauwerier and Akkari (2015) observed that the sensitive and crucial issue of teachers' working conditions was at the heart of any examination of the quality of basic education in Nigeria. A review of the literature produced since 2000 did indeed confirm that work in teaching had become increasingly insecure, even though teachers were regarded as the mainstay of quality in basic education. This growing lack of security was the outcome of two policy developments in the 1980s and 1990s with powerful repercussions common to many African contexts, namely the Structural Adjustment Programmes (SAPs) and the massive increase in school enrolments driven by international action to achieve education for all (EFA).

With regards to the SAPs, first of all, their aim was to put straight the financial position of African States after a period of successive economic crises. The leitmotif of the SAPs, which were promoted in particular by the Bretton Woods institutions (the World Bank and

the International Monetary Fund), was the rationalisation of public expenditure, including expenditure on education. Policy measures were thus introduced to the detriment of teachers and their working conditions (Barro, 2008; Lauwerier, 2013).

It should also be noted that teachers themselves were prone to unstable conditions. While they sought career progression, they still did not hesitate to leave their profession when they found better working conditions elsewhere (Sow *et al.*, 2004; Fomba *et al.*, 2004). In many countries, formal incentives were non-existent or counterproductive, and teachers were sometimes meant to wait for months before being paid (CONFEMEN, 2004; UNESCOBREDA, 2009; Tanaka, 2013). For this reason, the most qualified or experienced teachers, particularly in francophone West Africa, accepted posts in other sectors that offered more attractive working conditions (Karsenti *et al.*, 2007).

Extensive data on the profession in sub-Saharan Africa have focused on the low level of teacher satisfaction (Michaelowa, 2003a; Bennell and Akyeampong, 2007). The lack of promotion in Africa has had a harmful effect on the quality of education, by de-motivating teachers and particularly those who were experienced and have worked for a long time without promotion (CONFEMEN, 2004). In addition, a lack of career prospects had an adverse effect on their job satisfaction.

2.3.2 Confirmation and Promotion Practices in Kenya

In Kenya, Hartog *et al.* (2004) revealed that performance appraisal serves a two-fold purpose; generally, to improve the work performance of employees by helping them realise and use their full potential in carrying out their firm's mission and also to provide information to employees and managers for use in making work-related decisions. More

specifically according to them, appraisals serve some purposes. Performance appraisals improve the work performance of employees by helping them realize their full potentials in carrying out their firm's mission and also, to provide information to employees and managers for use in making work-related decisions. They also, provide feedback to employees and thereby serve as a vehicle for personal and career development.

The study by Hartog *et al.* (2004) in Kenya used descriptive study with aid of questionnaires to collect the data on 29 teachers from the 7 senior high schools selected for the study. However, this study adopted case study design with the use of qualitative and quantitative methodologies to allow in-depth assessment of teachers' perception of confirmation and promotion practices and their influence on teacher performance.

Hartog *et al.* (2004) study shows a weakness of not explaining or giving details of how appraisals were done. There was also no explanation whether the appraisals had an effect on employees or the organisation.

In his study, Kingoro (2007) states that while the official Newly Qualified Teachers' probation teaching period is two years, there was need to assess their performance within the period in order to effectively orient them into the noble and respectful teaching profession. The college period for primary teacher education may not be enough. Given that the trainee who managed to get only a Grade C- at Kenya College Secondary Education is being prepared to give instructions to pupils who are expected to evolve into engineers, two years is not a period long enough to cause the necessary transformation and equip the trainee appropriately. Teaching practice was meant to give the trainee orientation to real situations and circumstances in actual teaching. However because of the large number of trainees and

relatively very few supervisors, most trainees do not experience any clinical supervision from their college tutors and school-based co-operating teachers. No clear programme has been put in place and implemented to monitor the efficiency of the many private primary teacher education colleges that have mushroomed in the country apart from the common final Primary Teachers Education National examinations.

Another study in Kenya was conducted by Indoshi (2003) on *Teachers' Experiences of the Probation Period of Teaching in Kenya* gave a detailed account of the expectations on a newly qualified teacher prior to their first appointment, their experiences of reality and the extent to which the induction mentors were of assistance in alleviating the newly qualified teachers difficulties. Indoshi (2003) study used mainly qualitative drawing from audiotapes of a series of interviews. Data consisted views of 27 Bachelor of Education Graduate teachers captured through the structured interviews selected by purposive random sampling. Based on the newly qualified teachers' experiences, accurate recommendations were made on the reform of teacher induction process in Kenya. Good and systematic though the study seemed to be, the following weaknesses were observed: the study excluded other categories of teachers and concentrated on 27 Bachelors of education graduate teachers. The sample size was too small to be representative of teachers in the district. The other weakness noticed was that the study failed to give details of the gender of the studied graduates. The study also used interviews as the only means of data collection tool which was inadequate. Furthermore, nothing is said whether teachers' experiences had an influence on teacher performance in schools. Confirmation is also not mentioned as an expectation of teachers on probation period. This study tried to fill the void.

2.3.3 Confirmation and Promotion Practices in South Africa

In South Africa, Iwu (2005) study investigated the relationship between poor performance of learners and teacher motivation in selected high schools in the Western Cape Province of South Africa adopting an exploratory approach. A random sample of 279 educators was drawn from the database of the poorly performing high schools as provided by the Western Cape Department of Education. Using closed and open-ended questions, a survey questionnaire was utilised to collect data. The Statistical Package for the Social Sciences (SPSS version 21) was utilised to analyse the data. A number of descriptive statistical tests including Chi Square, and Spearman's correlation were conducted on the data.

Iwu (2015) revealed that with regard to intrinsic and extrinsic motivation, the work of Herzberg *et al.* (1967) is renowned for capturing the salient elements which include the work itself, recognition, advancement, responsibility, and achievement. Others are co-worker relations, supervision, company policies, and working conditions. All of these elements have been associated with teacher motivation in several studies. Aside from Herzberg *et al.* (1967), many other researchers have come up with models for analysing job satisfaction. However, the ones that have received the most interrogation are Maslow (1954), Locke's (1969), Smith *et al.* (1969), and Hackman and Oldham's Job Descriptive Index (1974). These models of organisational behaviour experts argue that these models can be utilised to determine the extent of job satisfaction enjoyed by a given employee.

George and Jones (2008) reported significantly high levels of dissatisfaction among teachers pertaining to factors related to their workplace. They found that variables of school resources and rank played an important role in determining teacher job satisfaction in South Africa, thus explaining the high levels of dissatisfaction with intrinsic factors of their work.

In fact, George and Jones (2008) found that as a result of job dissatisfaction, schools in South Africa experienced the following: frequent teacher absenteeism from school, aggressive behaviour towards colleagues and learners, psychological withdrawal from work, burn-out, and early exits.

In South Africa, career development was officially a clearly stated principle, not all teachers at work were eligible for it (Quan-Baffour and Arko- Achemfuor, 2013). According to the research done Pontefract *et al.* (2013) job satisfaction was a complex issue involving more than wage-related issues. A supportive environment, societal respect and the ability of teachers to get into higher positions may be just as important. The research of Mpokosa and Ndaruhutse (2008) demonstrates that the role of school head teacher was vital in improving teacher management and motivation.

Similarly, other studies emphasise the beneficial effect of confirmations and promotions on teachers' performances. The weak motivation of teachers in this context compromises the quality of their activity and has led to institutional instability in many countries, with repeated strikes and "wasted" school years (Welman, 1999).

In most African countries, their reliance on donor aid makes them dance to the tune of the IMF and World Bank conditions and as such certain working conditions were not favourable. Teachers were sometimes exposed to wage freeze for some years with confirmations and promotions halted. However, all African countries share the same view on the importance of confirmation and promotions that they had an impact on performance. If confirmed and promoted teachers performance was enhanced and production increased and teachers look forward to that. In Nigeria, there was an advocacy of fair promotion as

teachers attach emotions to their work that humans were always rational and equally expectant. In Kenya, just like China emphasis on performance appraisal is key as they claim that it improve on performance of teachers. Kenyan teaching authorities' argue that probation should be done in two years, the scenario that is different to Zambia whose probation for teachers is only six months. They claim that not much was done in the colleges hence giving a length of time to allow teachers get the experience required. In a way the researcher agree with them since not everything was covered in the teachers training colleges and with two years exposed to teachers as probation may equip them with necessary skills and competencies for easy and quality deliver of lessons. Satisfaction of the teachers needs was central as Maslows' Hierarchy of needs put it.

2.4 Confirmation and Promotion Practices in Zambia

This section highlights the confirmation and promotion practices in Zambia. The section first gives a background to confirmation procedures in the Ministry of General Education, then the importance of confirmation and promotion in relation to teacher motivation, confirmation process in the education system, performance appraisal system in the education system in relation to confirmation and promotion, the importance of appraisal and Matthew effect, quality issues in relation to teacher confirmation and promotion. Towards the end of the section, the last paragraph gives a conclusion in form of a summary to envelope the discussed.

2.4.1 Background to Confirmation Procedure

When a teacher is recruited into the Ministry of General Education, the officer is put on a probation period of a minimum of six months upon which the teacher should show desire to

be confirmed in service as an established officer. In short being on probation is a compulsory requirement for all the newly recruited teachers. After confirmation, the next need would be to aspire for promotion and not vice-versa. This scenario is in keeping with Maslow' hierarchy of needs-needs are fulfilled in an orderly manner starting with the lower needs to higher needs (Mullins, 2013). Three months before the satisfactory completion of the probationary period, an officer may apply to the responsible officer for admission as an Established Officer. He or she is also required to fill in Annual Performance Appraisal System (APAS) forms five months after the date of appointment on probation. The report should clearly indicate whether the officer is suitable or unsuitable for confirmation in his or her appointment by the Service Commission in case of a division 1 officer or for the responsible officer in case of division 2 and 3 officers (GRZ, 2003).

In some cases when the supervising officer becomes aware that the performance and/or conduct of an officer on probation is unsatisfactory, the supervising officer may immediately warn the officer in writing of the need to improve. If, after such warning the officer is unable or unwilling to improve, the supervising officer may, after giving the officer an opportunity to make representations terminate the probationary appointment, in the case of division 2 or 3 officers or recommend termination of the probationary appointment to the Service Commission in the case of a division 1 officer (GRZ, 2003 and Seti, 2012).

According to the *Terms and Conditions of Service for the Public Service*, GRZ (2003) all officers on probation were eligible for confirmation after working for six months from the date of appointment. An officer appointed to the Public Service on probation could not be admitted as an Established Officer until he or she had completed a minimum of six months

of satisfactory service. When this period had elapsed, and the officer had performed unsatisfactorily, then his or her probation was extended (GRZ, 2003).

The delay to confirm teachers creates anxiety among the teaching fraternity where teachers were left to wonder whether their performance met the grade. This breeds despondency. There was also the fear of being dismissed at any time, according to the story carried by the (Times of Zambia, 20/01/10). These fears were echoed by teachers in Kitwe. The then Minister of Education (MOE) acknowledged the persisting problem of unconfirmed teachers even when they would have served for more than six months as per requirement and their immediate supervisors had recommended them for confirmation. The Minister blamed the Teaching Service Commission for its failure to speed up cases of confirmation. The Teaching Service Commission in turn blamed head teachers who they said did not recommend teachers for confirmation on time (Nawiza, 2013).

2.4.2 Importance of Confirmation in Relation to Teacher Motivation

It is apparent that education plays a big role in the development of a country. Since independence most African countries, Zambia inclusive, have recognised the central role of education as the promoter of economic and technical growth of individuals, citizens and nations. It is, therefore, important that education delivery should be of high quality. The Government is duty bound to ensure that quality education is provided. One way is through motivation of teachers. Different scholars define motivation differently. Wlodkowski (1985) defines the term as those processes that can arouse and instigate behaviour, give directions or purpose to behaviour, continue to allow behaviour to persist, and lead to choosing or preferring a particular behaviour.

Teachers' perception of motivation can be compared in my view, to Maslow's hierarchy of needs namely: physiological, safety/security, social/affiliation, esteem, and self-actualisation. Maslow's principle was that human beings have common groups of needs, which tend to be satisfied in a more or less hierarchical way. Cole (2004) explains that when these factors are out of line with employees' expectations they could be a source of difficulty and complaint and definitely provide grounds for dissatisfaction at work. This process involves people creating and sustaining the desire to work to attain goals in an organisation. Human beings who portray motivated behaviour direct this towards satisfaction or reduction of needs. Different things, however, motivate different people. Confirmation is a condition or prerequisite for promotion consideration which would lead to pay rise thereby motivating a worker. Nawiza (2013:20) states that:

All teachers in the profession look forward to being confirmed as established officers. This is because of the following reasons: the rise in the salary notch, ability to go on study/vacation leave and ability to be promoted. In addition to that, confirmation in appointment confirms your suitability for the job. Confirmation opens the flood gates of your career as it enhances stability in your job as only a commissioner can dismiss you."

Recognition is one way of motivating teachers. When teachers feel they have been recognized, it motivates them greatly. Confirmation of teachers in their teaching appointments is a big motivational factor. Other sources of motivation for teachers are providing needed materials for teaching and learning, praising them for work well done, sharing responsibilities equally, making recommendations for promotions, confirmations and recommending them for salary related allowances.

2.4.3 Confirmation and Promotion Process in Education System in Zambia

The process of confirmation and promotion goes through five levels in the education system namely, the School level, the District Education Board Secretary's (DEBS) Office, the Provincial Education Officer's Office (PEO's), the Ministry of General Education (MOGE) Headquarters and the Teaching Service Commission. All the levels or stages have a role to play. This lengthens the confirmation or promotion process. The long bureaucratic process could be the cause for the delays. The confirmation process starts with the teacher at school who is required to submit forms to the head teacher. The process is almost similar with promotion. Although, promotions slightly differ in that they can sometimes be initiated at any level. For confirmation purposes, a teacher should have been monitored and worked for more than four months and has filled in the Annual Performance Appraisal System forms (APAS) after five months. The head teacher then endorses these forms and recommends the teacher for confirmation. He or she then forwards these to the DEBS who also endorses them and submits them to the PEO. The PEO fills in their part and submit the forms to MOE Headquarters, where a similar process occurs. The final stage is the, where the teacher is finally confirmed. The process goes down through the same levels back to the teacher. The process, which is supposed to take at least six months, ends up taking five years (Times of Zambia, 20/01/10). The longer the delays in confirmations and promotions, the more the system becomes prone to vices such as corruptions, connections, bribes and use of other illegal means (Mushota, 2016).

2.4.4 Performance Appraisal in the Education System in Zambia

In the education system in Zambia, for a teacher to be confirmed or promoted he or she has to undergo a performance appraisal system. This is important to determine someone's suitability for confirmation or promotion. Performance Appraisal refers to the continuous process of reviewing an individual's performance and progress against organisational needs and objectives; assessing their potential for future performance and providing an opportunity for giving formal feedback (National In-service Training College, 2009).

In line with the above statement, Performance Appraisal can be said to be a formal management process that takes place at planned and fixed intervals, usually annually. Since it is done annually, it is referred to us as 'Annual Performance Appraisal System (APAS)'. It is also a review and planning process. The purpose of appraisal is not to blame but to understand the factors that affected past performance and to plan to change them so that performance can improve in future. It should be objective based i.e. the employee's performance is appraised against the previous year's objectives and the outcome from the appraisal is a new set of agreed objectives for the following year.

Cabinet Office (1997) looked at Performance Appraisal system as an integral part of the Performance Management Package (PMP) that introduced the culture of work planning and target-setting. There were three types of appraisals, namely: Annual Performance Appraisal System (APAS), Incremental Performance Appraisal System (IPAS) and Performance Appraisal for Confirmation Purposes (PACP). APAS was usually conducted at the end of every year, to assess an individual officer's performance in the previous year. It was also used for recommendations for promotions where a vacancy existed, demotion for poor performance, transfer and training (National In-Service Training College, 2009:9). IPAS was conducted when the officer's annual incremental date was due (date of appointment to

present post). While PACP was conducted after six months' probation or acting appointment with a view for promotion. The Ministry of General Education gave a time line when each activity was to be carried out. For example, everyone should be appraised annually. Why then does the Ministry of Education insist on appraisals of its employees? Were there benefits in doing so? Performance Appraisals serve an important purpose in organisations. First and foremost Bauleni (2005:53) stated that all employees had the right to know and wish to know how well they were performing in their respective responsibilities.

The above point was in keeping with Ministry of Education, National In-Service Training College (2009:8). However, that had to be done honestly and objectively, clearly indicating strengths and weakness and working out joint ways and means of improving an employee' performance for the mutual benefit of the organisation and the employee him or herself.

Secondly, to encourage acceptable work performance and discourage below standard performance, Bauleni (2005) stated that one of the functions of performance appraisals was to ensure that people were accountable for their organizational responsibilities. In other words, the objective of performance appraisal was to determine how productive an employee was and or to determine if an employee' productivity could be improved. As such, performance appraisals served an important purpose in managing company goals.

Therefore, the tendency to make judgments about oneself or about people one was working with appeared to be both inevitable and universal. However, without a carefully structured system of appraisal and evaluation, people would judge the performance of co-workers-subordinates, superiors, and peers arbitrarily and informally. This tendency to judge, without a systematic procedure, had the potential to create serious motivational, ethical and legal

problems within the organisation. On the other hand, a structured appraisal system was more likely to be lawful, fair, defensible, valid and reliable.

Thirdly, performance appraisals provided a firm foundation that concerns the staff careers such as pay rises, promotions, transfers or separations (Bauleni, 2005). These can be handled more smoothly if the employees were aware of the possibilities beforehand. It was in that vein that supervisors of staff in their respective institutions would be expected to play that important role of appraising staff regularly for improved service delivery.

Consistent with the foregoing, in some organisations appraisal results were used to determine relative rewards in the firm—who should get merit pay increases, bonuses or promotions. Similarly, appraisal results could be used to identify the poorer performers who might require some of counseling, demotion, dismissal or decreases in pay (Cabinet Office, 1997).

Interestingly, performance appraisal was a very controversial managerial issue. Some researchers had expressed doubts about the validity and reliability of the process. On the other hand, there were advocates of performance appraisal like Stanovich (1986) who claim that it might well be the most critical of all human resource management tools.

Another area of controversy centres on the use of performance appraisal in the determination or allocation of organizational rewards. It was argued that performance appraisal had too many important employee development uses to be used to determine reward outcomes. Arising from this perspective, the reward-linked process was perceived as judgmental and potentially punitive rather than as an opportunity for constructive review and encouragement.

Too often, the appraisers know their appraisees well, and might be reluctant to suggest that a subordinate needed to improve certain work skills if the appraisal result also had the effect of negating a promotion or a raise in pay. In such cases, appraisers sense that the appraisal result could lead to resentment and serious morale damage, with further work place disruption, soured relationships and productivity declines.

However, it might be argued that the evaluation of employees for reward purposes was part of the basic responsibilities of management and that the reluctance to do so while appraising performance for developmental purposes was based on muddled ideas of motivation and management.

Next, Ministry of Education, National In-Service Training College (2009:9) explained that performance appraisal was important because it brought into play several key ‘motivators’ such as recognition, advancement ,job enrichment, opportunities for achievement, and the responsibility of decision making. That would make the employee become very committed and motivated.

Performance appraisals identified performance gaps. As such, they provide an excellent opportunity for a supervisor and subordinate to recognize and agree upon individual training and development needs. Performance appraisal discussion might identify the presence or absence of work skills. Further, the need for training could be made more relevant if attaining the requisite job skills was clearly linked to performance outcomes. Consolidated appraisal data could also help form a picture of the overall organizational training requirements.

According to Bauleni (2005), the performance appraisal process was a source of anxiety for supervisors and subordinates alike. There were three most common appraisal methods in use namely: rating scales, essay methods and results-oriented methods. Open discussions between employees and their supervisors were critical to an effective appraisal process. Research showed that employees were likely to feel satisfied with the appraisal if they were given the chance to speak freely and discuss their performance. Open discussion were also related to employees' perceptions of the fairness of the process. This is particularly so when they were permitted to challenge and appeal their evaluations.

However, Bauleni (2005) noted that performance appraisals were never properly conducted in most institutions because of inadequate preparations in terms staff orientation and appreciation of the purpose of the exercise. Secondly, there was general apathy among managers arising from lack of seriousness by attaching little importance to it (Bauleni, 2005).

In addition, there are also rater biases. In spite of efforts to introduce objectivity into the appraisal process, so long as humans were engaged in the process, there will be a degree of subjectivity. For instance, in performance appraisal, where employees tend to keep on receiving the same appraisal results, year in and year out, their appraisal results tend to become self-fulfilling: if they have done well, they will continue to do well; if they have done poorly, they will continue to do poorly. In this case those doing poorly become locked up into a failure or poor performance cycle. According to Stanovich (1986) the Matthew effect-the poor getting poorer and the rich getting richer comes into play and poor performers fall behind the best performers. In this regard, the Matthew effect suggests that

no matter how hard an employee strives, their past appraisal records will prejudice their future attempts to improve for better.

Promotions and confirmations are a preserve for hardworking and higher achievers in an organization. In Ministry of General Education, promotions and confirmations were performance based and the Annual Performance Appraisal System (APAS) was relied upon to give a rating picture with steps and instructions shown in the document. If well managed promotions and confirmations can be a motivation to other teachers. Similarly, if not properly managed they can be de-motivating thereby affecting teacher performance and ultimately low productivity levels of teachers.

The levels in the education system bring about bureaucracy. According to Robbins and Judge (2009: 561) a bureaucracy is characterized by highly routine operating tasks achieved through specialization, formularized rules and regulations. These tasks are grouped into functional departments, have centralized authority, narrow space of control and decision-making that follows the chain of command. Datta (1984) defines bureaucracy as a large scale organization characterized by formal rules, impersonal procedures, a centralization of authority and the specialization of tasks and abilities. Ministry of Education Headquarters has the biggest role to play in resolving the problems because as stake-holders they do the strategic planning. The Ministry looked at the issue of decentralization in its programme and promised that in order to remedy the situation a programme of decentralization would be undertaken to devolve key functions and powers to the point of delivery (MOE, 1996). This was after realizing that the structure and organization had a problem on the management of education.

The structure of all institutions in the Ministry of General Education like other organizations is of pyramid in nature, broad at the base and thins out at the apex. This in itself entails there has to be one person to manage, be it a section, a department and/or an entire institution at a time. The process of selection for promotions and confirmations should be systematically managed. Those that deserve to be promoted and confirmed should be promoted and confirmed without any bias or favour much to the detriment of others. Promotions and confirmations should be on merit, taking into account; seniority, capacity, educational qualifications, experience among others.

Kelly (1999: 202) revealed that the appointment, confirmation, promotion, retirement and disciplining of teachers is characterized by protracted bureaucratic procedures that discourage the exercise of initiative and contribute to low morale among teachers. Being a policy maker, the MOE has the mandate to change the existing policy about confirmation in appointment. Policies are ideal solutions to existing problems. In Australia, schools have a school Professional Development Policy (PDP). This is a guide to head teachers on how to go about when dealing with new teachers (Connors, 1991). In Zambia, however, the Continuing Profession Development activities have to fully bring about confirmation process to induct teachers and head teacher on the process.

It is important that whilst on probation teachers are given the necessary support so that they can successfully complete the probationary period. Above all, head teachers must be familiar with what they are required to do. It is at schools where the process of confirmation is initiated. The first step head teachers should take when a new teacher arrives is to observe the teacher in the next two to three months. Thereafter a recommendation letter should be written to the DEBS. The then Education Minister, Siliya conceded that some head teachers

were not sure when they should write or if they should write at all (Times of Zambia, 20/01/10).

Whilst on probation, teachers are supposed to follow a code of conduct. A book to this effect outlines their rights and obligations. It also helps public service employees to carry out their duties expeditiously. The teacher should know the consequences of deviating from the laid down rules. The establishment of the *Teaching Council of Zambia (TCZ)* will now regulate the conduct of teachers as a way of bringing sanity to the education system.

On 21st March, 2013 the Government of the Republic of Zambia through Parliament enacted *the Teaching Profession Act No.5 of 2013* which provides for the establishment of the *Teaching Council of Zambia (TCZ)*. The Act is primarily intended to provide for the regulation of teachers, their practice and professional conduct. It is also intended to provide for the accreditation and regulation of colleges of education. This Act is anchored on the National Policy on Education, ‘Educating Our Future’ of 1996 which stresses the need for education to respond to the developmental needs of the nation as well as those of the individual learners (Teaching Council of Zambia, 2016).

As a result of the enactment of the *Teaching Profession Act No.5 of 2013*, the *Teaching Council of Zambia* was established in 2014 in order to: “uphold the standards for the teaching profession through regulations of the teacher education and teacher registration, protect the public by ensuring that education is provided in a professional and competent way by approved teachers and education office holders, and to restore and maintain public confidence in the teaching profession” (Teaching Council of Zambia, 2016:3).

Induction, as simple as it sounds, is a complex activity whereby diverse approaches maybe used by different institutions. Teachers on probation need to be nurtured with a lot of assistance in order to improve the quality of teaching. In his research on primary schools in Bungoma East and North Districts, Simatwa (2010) discovered that head teachers relied on themselves, their deputies, senior teachers, experienced teachers, class teachers and guidance teachers to mentor the Newly Appointed Teachers (NATs). He went on to explain that prevalent amongst the induction methods were seminars, workshops, in-service training, and classroom observation.

Induction is a vital step in the professional growth and development of a teacher because it acts as a bridge between pre-service training and the actual teaching job. Dawo (2011) points out that modern day school face different challenges. So no matter where or how one is trained it will not fully prepare him or her for teaching challenges. Induction however helps teachers on probation to quickly adjust to the school climate. Probation also benefits teachers as it gives the probationers the opportunity to exercise their rights in leaving if they felt that either the school or teaching was not for them (Frith and Macintosh, 1984).

It is through these levels in the confirmation process that bring about delays. This is because it has many repercussions on the teachers in particular and the educational system in general. The delay de-motivates teachers and compromises quality. Chipindi (2009) points out that in schools, quality is measured in inputs and outputs. As our concern is in teachers, the education system should, through schools, provide quality education to all students. This idea is supported Simuchimba (2007) who observed that when teaching, teachers should be aware of some theoretical and practical aspects involved in the teaching process.

2.4.5 Quality Issues in relation to Teacher Confirmation in the Education System

In Zambia, a study by Chabu (2014) on Recruitment and Promotion Practices in the Zambia Police Service gave a good account of how recruitment and promotions were done in Police Service. From this research, it is learnt that recruitment and promotion in the police service is a complex process. To a larger extent, this is because of the politicization of the service. He noted that the political system in the country tends to shape the recruitment practices in the service. For instance, during the colonial period, the majority of the supervisory positions were held by whites. This was a reflection of the white dominance in the governance system of the country. Similarly after independence, the nature of promotion changed in line with the changed political system. He further observed that in all the systems, there are requirements to be met before an officer is promoted. These include seniority of service, good conduct and good performance by deserving officers. However, like in the recruitment process, there is an element of politicization of promotions, especially for higher. He observed that there were more promotions at the lower ranks than senior ones. However, Chabu (2014)'s study did not give reasons for more promotions at lower ranks. He did not give academic requirements for promotions at lower and higher ranks. Besides, he did not explain the extent of politicization of promotions at higher ranks and the effects of promotions based on politics on worker performance. This study concentrates on teachers in the Ministry of General Education on their perception of confirmation and promotion practices and their influence on teacher performance in schools.

In Zambia, the aspect of confirmation and promotion has taken various forms beginning from probation for a minimum period of six months before teachers could be confirmed in appointment. During the probation, teachers were expected to adhere to a code of conduct

by carrying out their duties expeditiously. This is done to enhance quality provision and delivery of education. According to MOE (1996) one of the main purposes of the school system was to provide quality education to all students. However, quality in education had become a growing concern in Zambia. Quality is often multi-dimensional; it may subsume equity and efficiency concerns. The meaning of quality was grounded in values, cultures and traditions.

Nawiza (2013)'s study was designed in form of a survey. This design was adopted because it allowed a collection of small amounts of data in a standardised form from a relatively large number of individuals. It looked at 24 schools picked from the eight zones in Lusaka Urban District. Two representative upper basic schools and one high school in each zone were picked in order to give a general overview of what was happening and obtaining in both basic and high schools of Lusaka urban.

Nawiza (2013)'s study gave a good literature on probation period and its importance. Further, the study highlighted the factors contributing to delays in confirming teachers in Lusaka district. However, Nawiza (2013)'s study did not look at the delays in confirming teachers and their effects on teacher performance in schools. The study was conducted among urban teachers and was not representative of rural or remote teachers. This study tried to fill that void. The Republic of Zambia documents were studied the weakness noted was that of the countries studied globally Zambia has the shortest probation period for confirmation and promotion. Most of the studies revealed that in some countries (China, Kenya, South Africa and the United States of America) confirmation and promotion period ranged from two to five years as opposed to traditional six months in Zambia. Some the reasons advanced were to give a teacher enough time to lay a sound foundation and mature

in the profession. Promotion for various positions has anchored on experience, qualification and good track record and existence of a vacancy. This study focuses on establishing teacher's perception of confirmation and promotion practices and their influence on teacher performance in selected schools of Central Province.

2.5 Summary

This chapter reviewed relevant literature related to confirmation and promotion aspects of teachers from a global perspective. Literature reviewed from countries outside Africa included the United States of America, China, Pakistan and other Asia Pacific Countries. In Africa reviewed literature was from Nigeria, Kenya, South Africa and finally in Zambia. Depending on how confirmation and promotions issues are handled, they can either win public confidence or generate resentment. Hence, confirmation and promotional opportunities should be given to the teachers who contribute positively to education institutions. At times promotions and confirmations can be decided under the guise of other criteria such as 'administrative rule' different from performance vis-à-vis loyalty, influence, favoritism, personal relationships (Milgrom, 1988). However, there is a danger of abuse of 'administrative rule' if this process is to be the sore bedrock of promotion as some supervisors may develop a tendency to overrate and overvalue unfamiliar teachers and undervalue the known ones. This will result in Matthew effect where the low achievers become locked up into failure cycle (Stanovich, 1986). The view of Milgrom (1988) is also supported by Topel and Prendergast (1996) who argues that 'subjective supervisors' judgment of employees' performance when selecting potential candidates to promote...is always...open to favouritism or bribes. Once this filters into public domain employees may develop resentment for their work and performance gradually get to be affected. Seen in

this sense, it can be stated that promotion opportunities are a source of happiness, motivation, enhanced performance and increased productivity if well managed and intended. Therefore, it can be indicated here that, like in any school, teachers look forward to being promoted and confirmed into various positions in the right way and at the right time. The next chapter will discuss the research methodology used in the study.

CHAPTER THREE

METHODOLOGY

3.1 Overview

The previous chapter reviewed literature from different scholars and countries. This chapter describes the plan and structure of the research process. It deals with methods and techniques that were used to carry out the research. It also highlights the instruments that were used in the collection of data and how the data was analysed. The section is divided into the following sub-headings: research design, study area or site, study population, study sample, sampling techniques, instruments for data collection, procedures for data collection and data analysis.

3.2 Research Design

A case study design was adopted, utilizing mixed methods. These were qualitative and quantitative approaches. The design was favoured due to numerous advantages over other research designs in terms of flexibility and usage of different methods of collecting data (Kombo, 2006). A case study design encouraged the researcher to use multiple methods of collecting data from multiple sources. The boundaries of the study were flexible, tailored to time and resources available, and gave the researcher an opportunity to carry out an in-depth study capturing complexities, relationships and processes of the research (Robson, 2007). The methods used were Focus Group Discussions, description of teachers' feelings and opinions in form of their views and concerns about confirmation and promotion practices in appointments to the Public Service and their influence on teacher performance in schools.

The Focus Group Discussions for teachers were chosen in order to have thorough and detailed information on the subject matter because of its investigative and interactive nature. This was qualified by Creswell (2005) with the observation that it required exploration, understanding, representation and explanation from the perspective of the participants. The researcher used oral questions in focus groups making it possible for the researcher to probe and ask follow-up questions. Questionnaires were used to collect data from teachers and administrators. The quantitative data consisted of figures reflecting analysis of number of teachers who had been confirmed and promoted for a period of six months to eight years respectively.

3.3 Study Area

The study area was twelve selected government schools of Central Province in Zambia and the Teaching Service Commission of Zambia. These twelve schools were: Chikupili combined and Copper Mine Secondary, Chibefwe Primary, Boma Day combined, Mpunde Primary, Chipepo Primary, Highridge Secondary, Kasanda Malombe combined, Chibombo Secondary and Chibombo Primary and Mumbachala combined and Ngabwe Secondary. Two schools in each of the six selected districts of Central Province were studied. Three were urban districts and three were rural or remote districts. Six schools in urban and six schools in rural or remote districts had been selected to strike a balance and maintain objectivity.

3.4 Study Population

The study population consisted of all the teachers, Head teachers, District Education Board Secretaries and the Provincial Education Officer in Central Province including officials from the Teaching Service Commission.

3.5 Sample Size

The study used a total sample size of 82 participants spread across the target population in public schools comprising 62 teachers, and 12 Head teachers from the selected schools, six District Education Board Secretaries, one Provincial Education Officer and one Teaching Service Commission official. An average of seven teachers per school was interviewed and the same number of teachers was met for Focus Group Discussions. However, out of the 90 participants only 82 participated in the study due to non-cooperation by some participants and restricted time. In spite of this, the researcher was able to collect data.

3.6 Sampling Techniques

Purposive and random sampling procedures were used in the study. Purposive sampling was used in order to select only those cases from which the researcher learned a great deal about issues of central importance to the study (Gall and Borg, 1996; Welman, 1999). Creswell (2005:204) further affirmed that in purposive sampling, the researcher intentionally selects individuals in order to learn or understand the issue at hand and asserted that the standard used in choosing participants was whether they were information rich. Unconfirmed teachers, head teachers, DEBS and Teaching Service Commission official were purposively selected. Confirmed teachers were randomly selected. Four names from a

list of all the confirmed teachers from each school were randomly selected by raffle so that all the teachers in the defined sample had an equal and independent chance of being selected as members of the sample. Semi-structured interviews were conducted to accommodate quantitative part.

Table 3.1 Participants from Schools by Gender

S/N	School	Teachers		Head Teachers		Total
		Male	Female	Male	Female	
1	School A	4	2	1	0	7
2	School B	4	2	1	0	7
3	School C	4	1	1	0	6
4	School D	3	1	1	0	5
5	School E	4	2	0	1	7
6	School F	4	2	1	0	7
7	School G	3	2	1	0	6
8	School H	4	2	1	0	7
9	School I	3	2	0	1	6
10	School J	4	2	1	0	7
11	School K	2	1	1	0	4
12	School L	2	2	1	0	5
	Grand totals	41	21	10	2	74

Source: Field data, 2016

Table 3.2: Ministry of Education Officials

OFFICE	OFFICIALS		TOTAL
	MALE	FEMALE	
DISTRICT EDUCATION BOARD	5	1	6
PROVINCIAL EDUCATION	-	1	1
TEACHING SERVICE COMMISSION	-	1	1
TOTAL	5	3	8

Source: Field data, 2016

3.7 Instruments for Data Collection

The study used a semi-structured interview guide and Focus Group Discussion Guide to collect data which made it possible for the researcher to restrict respondents to relevant domain of the study and asked follow-up questions in order to have thorough and detailed information on the subject matter. Questionnaires were distributed to different respondents in order to find out their views and concerns on promotion and confirmation practices and their influence on teacher performance in the Teaching service.

3.7.1 Interview Schedule

Interviews were conducted to collect data from the Ministry of General Education officials (DEBS and Teaching Service Commission), School head teachers and teachers from the twelve selected schools in Central Province. A list of structured questions was prepared by the researcher to collect in-depth data. According to Best (2006) structured questions are a list of questions prepared by the researcher to guide the participants and even help in making follow-ups on unclear responses during the interview.

3.7.2 Focus Group Discussion Guide

Focus Group Discussion provided a huge amount of information in a shortest period of time and helped triangulate with more traditional form of questionnaires, interviews and observation (Kombo and Tromp, 2006).

3.7.3 Semi-Structured Questionnaires

According to Cohan (2007) a questionnaire increases the external validity of the study done in the natural setting. A questionnaire allowed the researcher to use the same question items to all the randomly selected teachers from twelve selected schools. This helped to gather data within a shortest possible time.

3.8 Procedures for Data Collection

The collection of data was from 15th March to 5th May 2016. The researcher sought verbal permission from the District Education Board Secretaries in order to obtain data from sampled schools. At every school, the researcher first saw the Head teacher in order to seek permission. The Head teachers were assured that the data collected from their schools were purely for academic purposes and that the information would be treated with strict confidence.

In order to collect a lot of information within the shortest period of time, a total of four Focus Group Discussions were held with teachers and head teachers from the selected schools. Each Focus Group comprised six to eight teachers both male and female. Of the four Focus Groups, one was for head teachers during a Continuous Professional

Development stakeholders meeting in Ngabwe district. The researcher used the interview schedule and asked a number of questions to participants who sat in a circle. The researcher ensured that each participant was active in the discussion and indicated all the responses according to each participant. The same procedure was employed in all the selected schools. 62 questionnaires were administered to randomly and purposively selected teachers from the twelve selected schools.

3.9 Data Analysis

Data analysis could be described as the process of examining the collected information by making deductions and inferences from it. Kombo and Tromp (2006) stated that data analysis could be done qualitatively or quantitatively. For this study, collected data through questionnaires, interviews and focused group discussions was coded in related themes and sub-themes, analyzed and then interpreted using thematic analysis with simple tables, figures, and charts generated from excel. Secondary data was collected through documentary review of books, journals and annual statistical reports. In that way, credibility and reliability of collected data was assured.

Report writing was done after all necessary information had been collected, analysed and arranged properly. That presented research findings of the study in relation to the set objectives followed by discussions of the findings.

3.10 Ethical Considerations

Permission to conduct the study in schools was sought from the University of Zambia and DEBS' offices. The researcher ensured that basic ethical principles guiding the research

were observed. Honesty, openness, informed consent, privacy and confidentiality were upheld.

3.11 Summary

This chapter outlined the methodology and methods that were used in the study. The research design, the population, sample, sampling techniques, research instruments used, data analysis and the ethical protection of participants used for collecting data were outlined. The next chapter will present the research findings on teachers' perceptions of promotion and confirmation practices and their influence on teacher performance in selected schools of Central Province in Zambia.

CHAPTER FOUR

PRESENTATION OF RESEARCH FINDINGS

4.1 Overview

The previous chapter outlined the methodology and methods that were used in the collection of data for the study. This chapter presents research findings on teachers' perceptions of confirmation and promotion practices and their influence on teacher performance in selected schools of Central Province in Zambia. The chapter will start by clearly outlining the composition of participants to the study and assessing the efficiency of the education system at confirming and promoting teachers. In line with the foregoing, education system here refers to School, District, Province, Ministry Headquarters and Teaching Service Commission levels. Thereafter, research findings will be presented in themes according to the following research questions:

- i. What does the Teaching Service Commission take into account when confirming teachers in appointments?
- ii. What does the Teaching Service Commission take into account when promoting teachers?
- iii. What are teachers' perceptions on confirmation and promotion practices and their effect on teacher performance?
- iv. How does teachers' perception of confirmation and promotion practices influence teacher performance in selected schools in Central Province of Zambia?

The research questions helped the researcher to collect needed data and guided the research process by addressing the variables of the study. Research questions are related to the research objectives (Kombo and Tromp, 2006).

4.2 Participants to the Study

The study involved the teachers and Head teachers, some Ministry of General Education officials (DEBS and PEO) and Teaching Service Commission official.

Table 4.1 Biographical Data of Participants by Gender

S/N	School	Teachers		Head Teachers		Total
		Male	Female	Male	Female	
1	School A.	4	2	1	0	7
2	School B	4	2	1	0	7
3	School C	4	1	1	0	6
4	School D	3	1	1	0	5
5	School E	4	2	0	1	7
6	School F	4	2	1	0	7
7	School G	3	2	1	0	6
8	School H	4	2	1	0	7
9	School I	3	2	0	1	6
10	School J	4	2	1	0	7
11	School K	2	1	1	0	4
12	School L	2	2	1	0	5
	Grand Totals	41	21	10	2	74

Source: Field Data, 2016

The study involved 12 schools comprising four Secondary Schools, three combined schools (run from early grade to secondary) and five Primary schools. There were 74 participants from the schools which included 62 teachers (41 males and 21 females), 12 Head teachers (10 males and two females). In addition, six District Education Board Secretaries (five males and one female), one Provincial Education Officer and one Teaching Service Commission official who were both females. The number of participants totaled to 82. There were more

male than female participants brought about by having more male Head teachers and teachers than female counterparts in the sampled schools. Additionally, there were more male participants because most of the sampled schools were either remote or rural. Male teachers were normally sent to remote or rural schools. There were 54 males and 28 female participants.

4.3 Rating of the Education System at Confirming Teachers

Figure 4.1 below illustrates the efficiency of education institutions at handling teacher confirmation and promotion cases. The education institutions rated were; schools, district, province and the Teaching Service Commission of Zambia. Out of the 82 participants (head teachers, teachers, District and Provincial Education officials and the Teaching Service Commission official), 39 participated at rating the Teaching Service Commission at its efficiency when handling teacher confirmation cases. 20 rated Teaching Service Commission as very good, 10 rated the Teaching Service Commission as good, five rated it as fair and four as poor. At provincial level, 12 participated at rating its efficiency at processing teacher confirmation cases. One rated the Teaching Service Commission as very good; two rated it as good, four rated it as fair and five rated it as poor. At district level, one rated the Teaching Service Commission very good, another one rated it at good, three gave it a fair rate, and four rated it at poor making a total of nine participants. At school level 16 participants (head teachers and teachers) rated the school, 8 said the school was doing very good, six rated it at good, one at fair and one at poor. Six participants (one head teacher and five teachers) gave no response on the ratings.

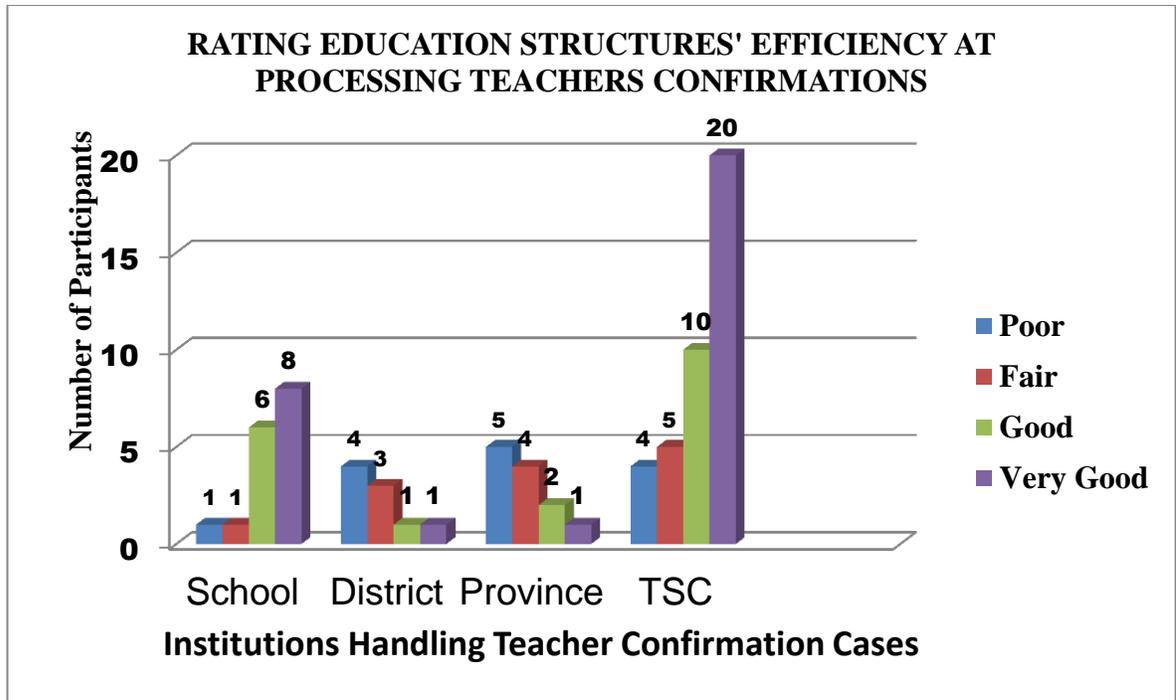


Figure 4.1: Institutions’ Efficiency at Processing the Confirmations of Teachers

Most participants (head teachers, teachers, District and Provincial Education officials and the Teaching Service Commission official), rated the Teaching Service Commission as good at disposing off of teacher confirmation cases comprising mainly male participants. Of the 39 (48%) participants that said the Teaching Service Commission was effective, 29 were males while 10 were females. The situation was similar to those categories of participants who rated the province, district and school management at working on teacher confirmation cases. In terms of percentages, the province was rated at 17% (12), eight were males and four were females. Of the nine who rated the district at 13.0%, five were males and four were females. Equally the 16 participants that rated the school at 22%, 11 were males and five were females. However, six participants gave no responses, two of which were females and four were males.

Two male teachers from school A said that the Teaching Service Commission was effective at confirming teachers in schools. One teacher said:

The problems were at district and province. They do not process the files to Teaching Service Commission. Files are just dumped. This is unfair as we are told to submit same forms every year. This is expensive and frustrating.

In the same manner the female teacher from School K said:

The system is not fair. I'm now five years in service but I have not being confirmed. There is favouritism, corruption and use of connections- who knows who in schools, district and province. There are teachers who have not served long than myself but they have been confirmed. They are lazy; they do not prepare lesson plans. I have lost hope. If you are not connected, your files will not be worked on.

On the whole, the responses from participants indicate that the school authorities, Ministry of General Education officials at the district and provincial level do not do a good job to prepare confirmation cases of teachers. Although, a few cases indicate that they do a good job. For example Table 4.2 below shows information of teachers not confirmed by gender and range of years in service in 12 schools that were visited by the researcher in Central Province.

Table 4.2: Data on unconfirmed teachers in selected schools of Central Province

S/N	SCHOOL	MALE	FEMALE	TOTAL	RANGE OF YEARS IN SERVICE
1	School A.	07	04	11	2 – 6
2	School B	03	07	10	½ - 4
3	School C	04	02	06	½ - 2
4	School D	02	03	05	½ - 2
5	School E	06	04	10	2 – 5
6	School F	07	05	12	3 – 6
7	School G	04	03	7	½ - 1
8	School H	02	04	6	½ - 1
9	School I	03	02	5	½ - 1
10	School J	01	03	04	½ - 1 ½
11	School K	06	02	08	2 – 6
12	School L	05	04	09	2 – 5
	TOTAL	50	43	93	

Source: Field Data, 2016

Out of the 12 schools that were visited, 93 teachers (50 males and 43 females) were not confirmed in appointment. Those teachers served from a range of six months to six years in service. The trend was that schools in either remote or rural had more number of teachers not confirmed compared to urban schools. For instance, School A had 11 unconfirmed teachers (seven males and four females), School F had 12 unconfirmed teachers (seven

males and five females). School B had 10 unconfirmed teachers (three male and seven females), School E had also 10 unconfirmed teachers (six males and four females), School K had eight unconfirmed teachers (six males and two females) and School L had nine unconfirmed teachers (five males and four females).

Asked who was to blame for many of the unconfirmed teachers in some schools compared to others; one male Head teacher from School L said

The system was responsible for delays in confirming teachers and non-recommendation of teachers for promotions, starting from school level to Ministry Headquarters as well as Teaching Service commission. Human Resource Officers are corrupt. They demand for payments for them to process teachers' files. The Teaching Service Commission just sits once in a year or none to confirm teachers in the whole country. There is also a lot of bureaucracy which is not helping the system. Head teachers are informed at short notice by the district. This makes it difficult for teachers to prepare all the required documents for confirmation.

However, the Head teacher's remarks were also pointing to the district, provincial and Teaching Service Commission officials as being responsible for delays at disseminating information to schools more especially in remote and rural schools where communication was difficult. As the situation showed from Schools A, B, E, K and L, those five schools were in remote or rural areas, and that explained why unconfirmed teachers were many. Those schools (teachers) in urban areas were confirmed earlier than those in remote or rural schools because of the challenges mentioned above such as corrupt practices, bureaucratic processes, too many documents required and delays at disseminating information.

4.4 Teaching Service Commission Requirements for Confirmation

This section explores the requirements for a teacher to be considered for confirmation to permanent and pensionable establishment by the Teaching Service Commission in the selected twelve schools in Central Province.

Asked on what the Teaching Service Commission took in account when confirming teachers in selected twelve schools of Central Province, teachers, Head teachers, DEBS, PEO and Teaching Service Commission official gave responses according to their category shown below.

4.4.1 Teachers' Views on Confirmation Requirements

Concerning what the Teaching Service Commission took into account when confirming teachers, 58 teachers out of 62 (93.5%) teachers gave the following responses: good performance, recommendations from supervising officer and completion of six months' probation period. However, the recommendations of the supervisor have to be from the immediate supervising officer that is, from the Head teacher and the DEBS.

A teacher from school A said, "*Annual Performance Appraisal System (APAS) was followed sometimes as some teachers received a positive assessment.*"

During two focus group discussions, nine teachers out of 12 revealed that confirmations were instead based on other criteria like favouritism, tribalism, corruption and bribes, connections -who knows who. The issue of corruption in confirming teachers then compromised the use of the APAS in assessing and confirming the deserving teachers.

4.4.2 Head Teachers' Views on Confirmation of Teachers

Ten out of twelve Head teachers, representing 83% gave the following responses in line with what the Teaching Service Commission took into account when confirming teachers: teacher performance based on individual work plan, submission of necessary documents, being in possession of good academic and professional qualifications and attitude shown towards work.

However, one head teachers from school K said, *“Loyalty is also key in recommending a teacher for confirmation and as supervisors look at that as well.”*

During two Focus Group Discussions at District analysis of results for 2015 in Luano district and at District stakeholders Continuous Professional Development (CPD) workshop in Ngabwe district, Head teachers revealed that corruption and bribes, connections, tribalism, nepotism and favouritism were considered at DEBS and PEO offices by some officers more especially the Human Resource officers.

The head teachers also brought out issues of corruption and tribalism just like teachers did.

4.4.3 District Education Board Secretaries' Views on Teacher Confirmation

Regarding what was considered when recommending teachers to Teaching Service Commission for confirmation, all the Six District Education Board Secretaries representing 100% said: good teacher performance, rightful academic and professional qualifications (certified), completion of six months' probation periods, no adverse report or disciplinary case during that period, recommendations for confirmation from immediate supervisors (head teachers) and good standards monitoring report of a teacher.

The views from the six District Education Board Secretaries were more professional as they stated what was simply outlined by the Teaching Service Commission.

4.4.4 Provincial Education Officer's Views on Confirmation of Teachers

Based on semi-structured interviews, the following were views from the PEO on what is considered when recommending teachers for confirmation to the Teaching Service Commission: completion of probation periods, completion of all the required forms for confirmation, possession of certified academic and professional qualifications, and no adverse report or serious disciplinary case. Other considerations were said to be good teacher performance report from standards officers' monitoring report and recommendation for confirmation from DEBS. In addition, the PEO said:

There is a lot considered when confirming an officer as shown in the standard guidelines book. Above all, officers should prove their capabilities through appraisals by immediate supervisors

The views of the PEO were similar to those of the six DEBS stating what was outlined by the Teaching Service Commission. In addition, an officer at the PEOs office brought out the issue of disciplinary cases as a condition that could make teacher not being confirmed.

4.4.5 Teaching Service Commission Official's Views on Teacher Confirmation

From semi-structured interviews, the Teaching Service Commission took into account the following when confirming a teacher to permanent and pensionable establishment: completion of probation periods without adverse reports, completion of all the required documents such as: (TS form 1/2 –application for employment, professional and academic qualifications, APAS form 1, TS form 8-letter of recommendation for confirmation, TS

form3-letter of appointment, Accounts form 81-Arrival Advice and Payment of a Salary, CSB31-form of medical examination, CS form 26-form of vital statistics, CSB form 25-Acknowledgement of liability for loss or damage of officers personal effects, Certified copies of National Registration Card, ZP form 83A-Finger print report, original standards monitoring report). These documents were accompanied by the recommendations for confirmation from DEBS, PEO and Permanent Secretary- Ministry Headquarters.

However, there had been delays in processing teacher confirmation cases because of various reasons. During a semi-structured interview on 11th April, 2016 at Government complex 3rd floor, a Teaching Service Commission official reviewed that, there was inefficiency on the entire education system, from Head teachers to the Permanent Secretary-more especially at ministry Headquarters. The TSC official wondered whether they were understaffed or whether there were other problems. Their inefficiency causes backlog of cases sometimes.

4.5 Teaching Service Commission Requirements for Teacher Promotion

As regards to what the Teaching Service Commission took into account when promoting teachers, the teachers (48 out of 62) representing 77.4% gave out the following responses: number of years in service (at least 4-8 years), good teacher performance report, and interest shown towards work and recommendations from the immediate supervisors.

However, there were numerous complaints from teachers that they were not recommended for promotion on merit. Based on two focus group discussions conducted in Luano and Ngabwe districts, it was revealed that promotions were based on corruption and bribes, connections, favoritism. Some of the teachers promoted were not hard workers but super

ceded other hardworking senior officers. Rural/remote districts were receiving promoted teachers from urban districts with the same qualifications who were not even hard workers. This de-motivated rural teacher workforce consequently poor teacher performance and poor pupil results and low pupil reading levels. This situation also applied to urban districts more especially to teachers who had served for more than ten years and above and had not received any promotion. To them, it was business as usual. As such, it was then a common fashion to see a cadre of de-motivated teachers in schools. This affected pupils' reading levels and results at final examinations too.

4.5.1 Head teachers, District Education Board Secretaries and Provincial Education Officers' Responses on Teacher promotion

Pertaining to what was taken into consideration when promoting teachers by the Teaching Service Commission; the following were responses from twelve Head teachers, six DEBS and the PEO: teacher performance - hard work, rightful qualifications, recommendation from Head teachers, District Education Board Secretaries and Provincial Education Officer, existence of a vacancy, number of years in service one has served. However, one female District Education Board Secretary said:

Promotions are difficult and limited as they rely on PMEC vacancies which need treasury authority from Cabinet and this takes time.

However, those teachers who were in acting appointments awaiting substantive promotions, completion of probation periods were also a requirement. In addition, such teachers had to be confirmed to permanent and pensionable establishment. From a focus group discussion of Head teachers during a stakeholders CPD workshop in Ngabwe district, it was indicated that corruption and bribes, connections - who knows who, tribalism, favoritism and 'payment in

kind' heavily influenced recommendations for promotion in positions of higher responsibility. Some teachers without recommendations either from their Head teachers, DEBS or PEO had been promoted. This situation dampened the morale of senior and hardworking teachers.

4.5.2 Teaching Service Commission Official's Responses on Teacher Promotion

From semi-structured interviews, the following were considered by Teaching Service Commission when promoting teachers:

- Recommendations from DEBS, PEO and Permanent Secretary –Ministry of General Education
- Academic and professional qualifications
- Evidence of availability of vacancy
- Payroll Management and Establishment Control (PMEC) identity number of vacant position
- Track record of performance of a teacher
- Confirmation in appointment as a teacher

During the semi-structured interviews, an official from Teaching Service Commission indicated that vacant positions were advertised and suitably qualified persons applied and interviewed. These were positions beginning from salary scale seven downwards. The idea was to be transparent and fair to all the deserving applicants. However, the teaching service commission officer revealed that, it had become difficult to do so because information about vacant positions was gotten from Ministry of General Education Headquarters where officers hid these vacancies. They opted to fill them in internally; such were fertile grounds

for corruption, tribalism and connections she said. Officers who were in salary scale eight upwards were recommended for by their supervisors starting from the head teacher, District Education Board Secretaries and Provincial Education Officer.

4.6 Teachers' Perceptions of Confirmations and Promotion Practices and their

Influence on Teacher Performance in Selected Schools of Central Province

4.6.1 Perception of Teachers on Confirmation and Promotion Practice

Based on two focus group discussions for teachers, the general perception of the teachers and Head teachers' on the promotion of teachers were that promotions were not done on merit, which ultimately demotivated deserving teachers.

However, one teacher from group one said:

There was a lot of corruption, bribes, and favoritism in promoting teachers which also compromises standards as some teachers get positions they do not deserve. In addition, vacant positions are mostly not advertised but filled in internally.

Transparency in the promotion of teachers became questionable when advertisements were done internally as few teachers got to know vacant positions they could apply for and compete with others.

4.6.2 Perception of Head Teachers on Confirmation and Promotion Practices

Based on the focus group discussions, head teachers perceptions on promotion practices in selected schools of central province were that teachers were promoted from either Kabwe or Kapiri Mposhi districts to fill in positions of HODs, Deputy Head teachers and Head

teachers in rural or remote newly created districts when teachers with same qualifications were there.

One head teacher said:

We submit and recommend some teachers for promotions say for HOD but we sometimes end up receiving other teachers from other districts to take up position which de-motivates teachers in the school.

The head teachers in the rural and remote schools vividly pointed that urban teachers have an upper hand getting the promotions and filling vacancies in rural and remote schools depriving teachers who had served in those places for long. The issue of corruption is even confirmed somehow.

4.6.3 Influence of Confirmation and Promotion Practices on Teacher Performance in Schools

4.6.3.1 Teachers' Responses on the Influence of Confirmation and Promotion Practices on Teacher performance

From two teachers two focus group discussions (during district analysis of results in Luano and district CPD stakeholders' workshop in Ngabwe) the following were the views:

If teachers were not confirmed in time, their performance went down. For example, poor pupil reading levels in schools, poor pupil performance at final examinations, poor pupil supervision in classes and co-curricular activities, teacher misconduct, teacher unpreparedness and examination mal-practices. The other effects included dampening the morale of teachers at classroom lesson delivery and general school activities, encouraged teachers to be truants, absenteeism from work, lack of cooperation and team work while some became withdrawn and psychologically disturbed. Furthermore, unconfirmed teachers prepared lesson plans regularly as it was a requirement during appraisal. Some teachers who

were not confirmed relaxed in performance more especially if they were in service for too long without being confirmed. If confirmations and promotions are done in good time teachers got motivated and hence increased productivity. Some teachers requested for transfers to other schools due to frustrations of not being confirmed or promoted on time despite serving long in the system resulting in schools being under staffed. Learners therefore, lost in terms of learning leading to poor performance during public final examinations. Non-confirmation and promotions made frustrated teachers became problematic to authority thereby spending most of the teaching and learning time solving disciplinary cases and affected learner performance negatively

4.6.3 Head teachers, District Education Board Secretaries, Provincial Education

Officer and Teaching Service Commission Official's Responses on Influence of Confirmation and Promotion Practices

- Some teachers requested for transfers due to frustrations of not being confirmed or promoted despite serving long. This situation made schools understaffed. Learners lost in terms of learning
- Frustrated teachers become problematic to authorities such that most of the time teaching and learning time was spent on solving cases. That affected learner performance negatively.
- Teacher preparedness at classroom was sometimes not good. However, to measure the effects of confirmation and promotion practices on teacher performance at classroom delivery, further investigations were conducted.

The outlined influences of confirmation and promotion of teachers in schools indicate that the unconfirmed and not promoted teachers were frustrated and could not discharge their duties diligently. Figure 4.1 highlights the number of teachers not confirmed by gender.

During a Focus Group Discussion at School K a male teacher said;

I do not trust the system on matters of promotions, confirmation and recruitment -they are not genuine. Because of this the image of the profession has been highly questioned. People take pride in doing nothing but drawing salaries. There is no accountability, probably with the coming of the Teaching Council of Zambia maybe the image of the profession will be enhanced.

What the teacher was pointing to was that confirmation and promotion practices had adverse influence on the performance of teachers. Those effects were seen in most walks of life for example, high illiteracy levels in some schools, low pass rate at final examinations and low reading levels in some schools.

Teacher preparedness at classroom was sometimes not good. However, to measure the effects of confirmation and promotion practices on teacher performance at classroom delivery, further investigations were conducted. These investigations were to find out the number of confirmed and not confirmed teachers per visited school/district and compared their performance on teacher preparedness, analysis of results for reading levels at lower primary and final examinations at either Grade 7, 9 or 12 and a checklist for teacher preparedness was designed. The document contained items that every teacher possessed for proper teaching and learning to take place.

During the Focus Group Discussions conducted, one male teacher at School A said:

The manner in which the confirmation and promotions are done in our schools and districts has adverse effects on teacher performance. Teachers are frustrated. They do not concentrate on teaching, they concentrate on personal business. These effects are seen in schools for there are low illiteracy levels in class, low pass rate at public Examinations, teachers' unpreparedness, absenteeism, poor time keeping and negligence of duty. This situation needs quick interventions otherwise education Standards will continue to deteriorate.

The majority of participants were able to clearly state teacher's perceptions of confirmation and promotion practices and their influence on teacher performance in selected schools in Central Province during a Focus group Discussion conducted. However some teachers could not comment on their perceptions of confirmation and promotion practices and their influence on teacher performance in schools as they answered questionnaires.

4.6.4 Teacher Preparedness Checklist

The table below shows a checklist of teacher preparedness. This is in terms of comparison between the confirmed and unconfirmed teachers' working documents. Teachers' names were randomly selected. The checklist was in line with key result areas: lesson planning, assessment, class management and teaching.

Table 4.3: Checklist of Required Working Documents for Teachers

SCHOOL	STATUS OF TEACHER	TIME TABLE	CLASS LIST	LESSON PLANS	WEEKLY FORECAST	SCHEMES OF WORK	PUPILS PROGRESS RECORD	MARKED SCRIPTS	SYLLABUS	INDIVIDUAL WORK PLAN	COMMENT
A	CONFIRMED	✓	×	×	✓	✓	×	×	✓	✓	Disorganized
	UNCONFIRMED	✓	✓	✓	✓	✓	✓	✓	✓	✓	Organized
B	CONFIRMED	✓	×	×	✓	✓	×	×	×	×	Disorganized
	UNCONFIRMED	✓	✓	✓	✓	✓	✓	×	✓	×	In order
C	CONFIRMED	✓	×	×	×	✓	×	×	×	×	Not serious
	UNCONFIRMED	✓	✓	✓	✓	✓	×	×	×	✓	Missing doc
D	CONFIRMED	✓	×	×	×	✓	×	×	×	×	Not serious
	UNCONFIRMED	✓	✓	✓	✓	✓	✓	✓	✓	✓	Organized
E	CONFIRMED	✓	×	✓	×	✓	×	✓	×	✓	Missing doc
	UNCONFIRMED	×	✓	✓	×	✓	✓	×	✓	✓	Missing doc
F	CONFIRMED	✓	×	✓	✓	✓	×	×	✓	✓	Missing doc
	UNCONFIRMED	✓	×	✓	✓	✓	×	×	×	×	Not serious

G	CONFIRMED	✓	✓	✓	×	✓	✓	✓	✓	✓	Good
	UNCONFIRMED	✓	✓	✓	✓	✓	✓	✓	✓	✓	Good
H	CONFIRMED	✓	×	✓	✓	✓	×	×	×	×	Not serious
	UNCONFIRMED	✓	×	✓	✓	✓	×	×	×	✓	Not serious
I	CONFIRMED	✓	×	✓	✓	✓	✓	✓	✓	✓	Missing doc
	UNCONFIRMED	✓	✓	✓	✓	✓	✓	×	✓	✓	Atleast
J	CONFIRMED	×	×	×	✓	✓	×	×	×	×	Not serious
	UNCONFIRMED	✓	✓	✓	✓	✓	✓	✓	✓	✓	Good
K	CONFIRMED	×	×	✓	✓	✓	✓	×	✓	✓	Missing doc
	UNCONFIRMED	✓	✓	✓	✓	✓	×	×	✓	✓	Missing doc
L	CONFIRMED	✓	✓	✓	✓	✓	×	×	✓	✓	Missing doc
	UNCONFIRMED	✓	✓	✓	✓	✓	×	×	✓	✓	Missing doc

Source: Field Data, 2016

Unconfirmed teachers generally prepared well for teaching and learning. Most of them had their working documents updated and checked regularly by their supervising officers. However, there were isolated cases of some unconfirmed teachers not preparing and some confirmed teachers adequately preparing for teaching and learning. This was illustrated above in Table 4. Six schools were randomly selected for this exercise. Two teachers were randomly picked at each school. This exercise comprised 12 teachers (eight males and four females) who were also randomly chosen. Six were confirmed and six were not confirmed. The idea was to strike a balance in investigations of preparation levels of confirmed and unconfirmed teachers.

Asked why teachers who were not confirmed generally prepared lesson plans, a male Head teacher at school A said:

It is a requirement for confirmation during appraisal. If a teacher does not prepare it means he or she will not be confirmed. But it is required that all the teachers plan for their teaching whether confirmed or not confirmed. and that is a standard in the Ministry of Education.

However, it was difficult to learn or compare on the performance of the two categories of teachers – the confirmed and unconfirmed. As such it was difficult to prove. Further investigations on the influence of confirmation and promotion practices were instituted. That was to study documents like assessment records, performance of pupils at public final examinations at either grade 7, 9 and 12 for classes taught by confirmed and unconfirmed teachers as the other verification tool has shown below.

4.6.5 Grade 12 Final Examinations Analysis of Results By Gender-Subjects Taught By Unconfirmed Teachers

The table below shows Grade 12 RE (2046/1), History (2167) and Mathematics (4024) final examinations analysis of results by gender for the year 2015. These subjects were taught by teachers who are not confirmed. These were teacher 2, 7 and 9 from Coppermine, Chibombo and Highridge secondary schools.

Table 4.4: Grade 12 Final Examinations Analysis of Results By Gender-Subjects Taught By Unconfirmed Teachers

SUBJECT	SEX	GRADES OBTAINED									No. ENTERED	No. SAT	No. ABSENT	No. PASSED	No. FAILED	No. PASSED (%)	PASS RATE (%)
		1	2	3	4	5	6	7	8	9							
MATHS	B	0	0	0	0	1	2	3	6	60	74	72	02	12	60	16.7	13.0
	G	0	0	0	0	0	0	0	0	40	53	43	10	03	40	6.9	
	TOTAL	0	0	0	0	1	2	3	6	10	127	115	12	15	100	13.0	
HISTORY	B	0	0	0	0	2	1	2	3	59	74	67	07	08	59	11.76	5.88
	G	0	0	0	0	0	0	0	0	53	53	53	00	00	53	0.00	
	TOTAL	0	0	0	0	2	1	2	3	11	127	120	07	08	112	5.88	
RE	B	0	0	1	0	0	6	0	18	39	74	60	04	31	39	51.6	38.1
	G	0	0	0	0	0	1	1	10	31	53	43	10	12	31	27.9	
	TOTAL	0	0	1	0	6	7	1	28	70	127	113	14	43	70	38.1	

Source: Field Data, 2016

The table below shows an analysis of Grade 12 final examinations results in English, Civic Education and Geography. Out of the twelve confirmed teachers five were found to teach examinations Grades. Three taught Grade 12 classes and two taught Grade 9 classes. The three who handled Grade 12 classes were purposively selected for the study. These were teacher B, H and J from Mkushi Coppermine, Chibombo and Highridge secondary schools respectively.

Table 4.5: Grade 12 Final Examinations Analysis of Results By Gender-Subjects Taught By Confirmed Teachers

SUBJECT	SEX	GRADES OBTAINED									No. OF CAND ENTERED	No. OF CANDI SAT	No. OF CANDI ABSENT	No. OF CAND PASSED	No. OF CAND FAILED	No. OF CAND PASS (%)	OVERAL PASS RATE (%)
		1	2	3	4	5	6	7	8	9							
ENGLISH	BOYS	0	0	2	2	1	5	2	13	13	43	39	04	26	13	66.7	65.2
	GIRLS	0	1	0	2	0	6	8	23	10	28	27	01	17	10	62.9	
	TOTAL	0	1	2	4	1	11	11	36	23	71	66	05	43	23	65.2	
CIVIC EDUCATION	BOYS	0	1	0	5	6	3	8	8	26	68	57	11	31	26	54.39	53.34
	GIRLS	0	0	0	0	1	3	11	3	16	55	34	21	18	16	52.94	
	TOTAL	0	1	0	5	7	6	19	11	42	123	91	32	49	42	53.84	
GEOGRAPHY	BOYS	1	1	2	7	6	6	0	18	31	74	72	02	41	31	56.94	48.67
	GIRLS	0	0	0	0	0	3	1	10	27	53	41	12	14	27	34.14	
	TOTAL	1	1	2	7	6	9	1	28	58	127	14	14	55	58	48.67	

Source: Field Data, 2016

Six teachers were sampled for their performance at grade 12 final examination analysis of results in English, Geography, Civic Education, Mathematics, R.E and History. Three were confirmed and three were not confirmed. Of these six teachers four were males and two were females. The pass rate for subjects taught by confirmed teachers was generally good which were English at 65.2%, Civic Education at 53.3% and Geography at 48.6% although it was discovered that their working documents were inadequate but performance at final examinations was good. On the other hand, subjects taught by unconfirmed teachers had a low pass rate although they were generally good at lesson preparation. The subjects were Mathematics at 13.0% pass rate, History at 5.88% and R.E at 38.1% pass rate.

The following figure is a summary of performance in subjects taught by confirmed and unconfirmed teachers. Subjects taught by confirmed teacher were English at 65.2% pass , Civic Education at 53.3% pass rate and Geography at 48.6% pass at grade 12 final examinations overall pass rate. Subjects taught by unconfirmed teachers were Mathematics at 13%, History at 5.88% and R.E at 38.1% pass rates.

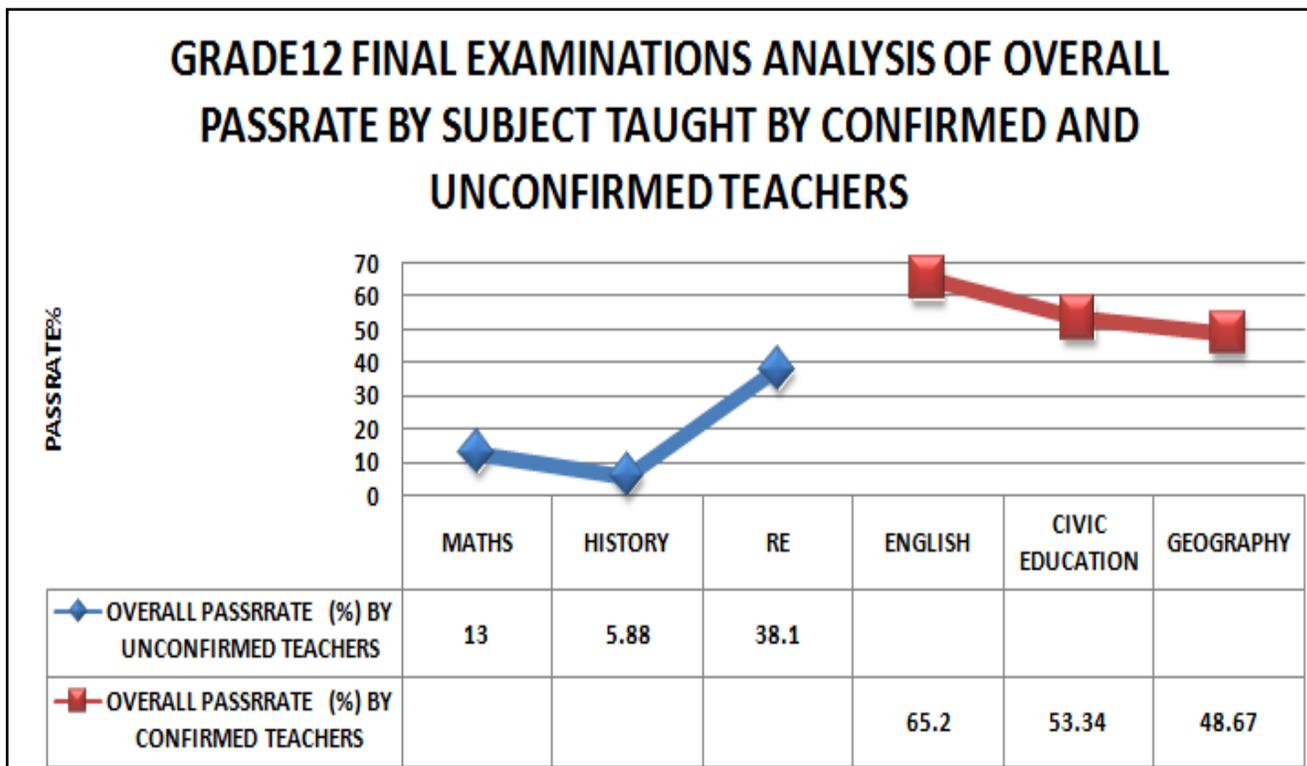


Figure 4.2: Performance of confirmed and unconfirmed Teachers for 2015 Grade 12 Final Examinations by Percentage

4.7 Summary

This chapter presented research findings on teacher’s perceptions of confirmation and promotion practices and their influence on teacher performance in selected schools of Central Province in Zambia according to the research questions. The chapter began by outlining the composition of participants of the study from teachers, Head teachers, DEBS, PEO and Teaching Service Commission officials in relation to the set objectives. The objectives of the study were to establish what the Teaching Service Commission took into account when confirming and promoting teachers and to investigate teachers’ perception of confirmation and promotion practices their influence on teacher performance in schools. The

findings of the study showed that there were a number of considerations for a teacher to be confirmed and promoted. The findings also revealed that confirmation and promotion practices had influence on teacher performance in schools. The influences were either positive or negative depending on the teachers' circumstances or status. Teachers who received confirmations and promotions on time generally were motivated and worked hard. Those who had not been confirmed and promoted on time were generally de-motivated and did not put their best at work. However, there were instances where teachers who received confirmation and promotions on time did not work hard compared to those who had not been confirmed and promoted. The following chapter will therefore discuss the research findings in relation to the research objectives.

CHAPTER FIVE

DISCUSSION OF RESEARCH FINDINGS

5.1 Overview

The study aimed at investigating teachers' perceptions of confirmation and promotion practices and their influence on teacher performance in selected schools in Central Province of Zambia. Chapter four presented research findings in relation to the research questions. This Chapter will discuss the research findings to address the objectives of the study. The set objectives were:

- i. To establish what the Teaching Service Commission took into account when confirming teachers,
- ii. To establish what the Teaching Service Commission took into account when promoting teachers,
- iii. To investigate teachers' perception of confirmation and promotion practices and their effects on teacher performance in selected schools of Central Province
- iv. To analyse teachers' perception of confirmation and promotion practices and their effects on teacher performance in selected schools of Central Province.

5.2 Factors considered for Confirmation of Teachers in Appointment by the Teaching Service Commission

This section discusses what the Teaching Service Commission took into account when confirming teachers to permanent and pensionable establishment. Confirmation is an

important aspect of a teacher' career as it opens or determines teachers' future prospects in his or her career progression.

The findings on what the Teaching Service Commission took into account when confirming teachers showed that there were a number of considerations for a teacher to be confirmed. The following were indicated by 93 respondents; good teacher performance, certified copies of academic and professional certificates, recommendations from supervising officers, completion of probation period, bribes, connections and sexual favours.

The Terms and Conditions of Service stipulate that a teacher should be confirmed within a minimum of six months of joining the service (Government of the Republic of Zambia, 2003). Equally, a teacher who has served in the Teaching Service diligently was expected to be promoted within a maximum of eight years (Teaching Service Commission advertisement No. PEOLP1 of 2013, dated 16th December 2016).

To start with, good teacher performance was one of the requirements needed by the Teaching Service Commission in order for a teacher to be confirmed in appointment. The issue of teacher preparedness at classroom lesson delivery is crucial. In order for a teacher to be recommended for confirmation in appointment, a teacher's performance at classroom lesson delivery and general school activities must be beyond reproach. A teacher's working documents must be available and up to date at all times as shown in teacher preparedness checklist 4.5.4. All teaching staff should use planning documents in their work such as schemes of work, records of work, weekly focus and lesson plans (Ministry of Education, 2015: 53). In addition, the behaviour of a teacher must also be beyond reproach (Government of the Republic of Zambia: 2003). A teacher prepares his or her working

documents before appearing in class. However, it is a common sight for some teachers appearing in classroom without any form of preparation. Generally, such were teachers who were already confirmed. Based on personal experience as education administrator, confirmed teachers thought lesson preparation was for unconfirmed teachers. There were also unconfirmed teachers who were not preparing. Perhaps, this justified why they were not confirmed since lesson preparation was a requirement during appraisal for confirmation. But, there were teachers who prepared and yet were not confirmed.

Connected to the idea above, it was a requirement that a teacher on probation was monitored by a standards officer and a monitoring report generated for submission to the Teaching Service Commission to determine if a teacher was suitable for confirmation to permanent and pensionable establishment in the teaching service (Ministry of Education, 2015: 137). Such a report was based on the teacher's competence at classroom lesson delivery in line with teacher preparedness checklist on table 4.4.5 in chapter four.

Non-performance has become the order of the day in every walk of life. People take pride in drawing fat salaries for doing nothing. It is a fashion to remain idle during working hours. We have not been able to make our organisation and administration result oriented. There is no provision to take anybody to task for poor outcomes. Everybody should be given targets to achieve and attainment of the targets should be ensured and rewarded (Sidhu, 1996: 29-30). The absence of devotion and dedication among the teachers is a big problem. Most of them are not prepared to do their work sincerely and honestly (Sidhu, 1996: 123). In this case we find our organizational and administrative agencies in general suffering lack of credibility. Consequently we find our organisation and administration getting loose day by day this is because authorities concerned have lost their

credibility. The credibility can be restored by general overhaul of the entire organizational and administrative structure. Only competent, efficient and devoted persons should be confirmed. No wonder countries like Kenya, China, Nigeria just to mention a few subject their teachers to a longer probation period (2 to 5years) so they become competent professional teacher and also to give them enough time decide whether to continue or quit. In Zambia, MOGE has become the largest employing ministry, faced with lack of employment in the country, even people who did not want to be teachers are forced to be teachers.

Teaching required a teacher to have knowledge of various theoretical issues involved in professional teaching that equips them with the professional skills needed for competent teaching of the subjects in schools. When teaching, teachers need to be aware of some key theoretical and practical aspects of explaining and teaching subjects. Unfortunately, that seemed to be lacking in most teachers (Simuchimba, 2007). This observation, therefore explains why teacher preparedness is important. Teaching methods and techniques have not remained stagnant but have undergone revision and development. School authorities needed to monitor teachers regularly so that teachers with such gaps were catered for in In-service programmes such as Continuing Professional Development (Ministry of Education, 1996). Zambia's National Policy on education, 'Educating Our Future' provides for and highlights the importance of Continuing Professional Development of teachers. It states, in part, that teacher education is continuing process that must be extended throughout the individuals years of actual teaching and that teachers have a responsibility 'to deepen their knowledge, extend their professional skills, and keep themselves up-to-date on major developments affecting their profession'(Ministry of Education, 1996: 115). The Ministry of Education

(1996; 116) further outlined a number of basic principles of providing Continuing Professional Development of teachers which include: the majority of In-Service programmes focuses on school needs and will be based in schools themselves or in District Resource Centre's and cost effective programmes that reach large numbers for a relatively small outlay, will be given high priority. Resourcefulness in teachers was encouraged as they trained pupils for what lied ahead of them as individuals. Educational and personal well-being of children in schools hinged crucially on the teacher's commitment and resourcefulness (Ministry of Education, 1996:106). Teachers with such attributes were ones who were confirmed on merit. However, some of such teachers had not been confirmed. Instead, incompetent, uncommitted and not resourceful teachers have been confirmed like one male Head teacher at School A said that it is a requirement for confirmation during appraisal. If a teacher does not prepare lesson plans it means he or she would not be confirmed as it is required that all the teachers plan for their teaching whether confirmed or not confirmed as it is the standard in the ministry of education.

In the same manner the female teacher from School K said that the system was not fair as she was five years in service but not confirmed. She attributed that to favouritism, corruption and use of connections- who knows who in schools, district and province. There were teachers who had not saved long than herself but were confirmed. The teacher claimed those confirmed there were lazy, did not prepare lesson plans. The teacher then said she had lost hope because if one was not connected his or her files would not be worked on. Connections came in many and different forms. Some of them were known by someone influential, belonging to the same church, race, region, friends, relatives just to mention some. These were some of the negative aspects that Ugandan President warned Zambians to

guard against. He was speaking as guest honour during Zambia's 52nd Independence commemorations in Lusaka (Mushota, 2016).

The above situation from two participants from school K and A needed attention as supervisors needed to make teachers accountable through close supervision and regular monitoring. Good organisations ensure unity of action, efficiency, optimum utilization of resources, well-being, all round satisfaction and good results. Without proper leadership there would be confusion, chaos and haphazard activity resulting in wastage of time, effort and resources (Sidhu, 1996: 6).

Academic and professional qualifications were the other requirements for confirmation in appointment. For a teacher to be confirmed in appointment, he or she should be in possession of certified rightful academic and professional qualifications. In keeping with Ministry of General Education Teacher Recruitments 2016 advertisement of May 2016, degree and diploma holders applicants should be in possession of full Grade12 school certificate with five 'O' levels or better, including English for would-be secondary school teachers and a professional certificate from a recognized Universities or Teacher Training Colleges (Ministry of General Education, 2016). For Primary school teachers it was a requirement that they passed English and Mathematics. Contrary, findings from schools revealed that some teachers who did not meet these requirements were recruited and confirmed. It was not known how their files went through. Some teachers complained and associated that to connections such as favouritism and bribes. It is also questionable how such teachers were employed in the Public Service. These ill social vices compromised educational standards. Probably, with the establishment of the Teaching Council of Zambia such teachers would not be registered and consequently not given teacher practicing

certificates. This would bring sanity to the profession. The Teaching Council of Zambia was established as a result of the enactment of the Teaching Profession Act No.5 of 2013 whose role was to restore and maintain public confidence in the teaching profession among other responsibilities (Teaching Council of Zambia, 2016). However, some teachers had been submitting photocopied certified copies. Such files were sent back because submitting a photocopy of a certified document was not permissible. There was a gap in that most teachers and Head teachers did not know of that rule. There was need that stakeholders were sensitized. Like a teacher from School A said:

I do not trust the system on matters of promotions, confirmation and recruitment -they are not genuine. Because of this the image of the profession has been highly questioned. People take pride in doing nothing but drawing salaries. There is no accountability, probably with the coming of the Teaching Council of Zambia maybe the image of the profession will be enhanced.

Thirdly, a teacher had to be recommended for by his or her immediate supervisors. For example, at school level a teacher has to be recommended or appraised by a Senior Teacher/ Head of Department, Deputy Head teacher and/or Head teacher. A teacher had to receive a positive assessment as outlined in Annual Performance Appraisal System (APAS) form. However, during two focus group discussions, teachers revealed that recommendations/appraisals for confirmations were not done on merit, but based on favouritism, tribalism, bribes and connections.

Such vices were enemies to development because teachers were not appraised according to performance. Milgrom (1988) observed that appraisals were sometimes decided under the guise of other administrative rules such as loyalty, favouritism, influence, personal relationships etc. however, there was a danger of abuse of 'administrative' rule if the process was to be the sole bedrock of promotion as some supervisors might develop a tendency to over value and overrate unfamiliar employees (teachers) and undervalue the know ones. This view was supported by Topel and Prendergast (1996) who argued that 'subjective supervisors' judgment of employees' performance when selecting potential candidates to promote ...is...open to favouritism or bribes. Once that filtered in public domain employees (teachers) might develop resentment for their work and performance gradually get to be affected.

Fourthly, when a teacher was recruited into the Ministry of General Education, he or she had to be on probation period of six months. During that period, a teacher had to serve the Ministry of Education diligently without any adverse reports. Teachers were on six months' probation period to determine their suitability for confirmation to permanent and pensionable establishment (GRZ, 2003). This is in line with Seti (2012: 69) who observed that, "Offenders still on probation usually have their appointment terminated forthwith at first breach of any offences without a formal case hearing and where it is deemed necessary, the erring employee is charged with an offence". The probation period was temporal as it was meant to assess a teachers' suitability for permanent employment in the Ministry of General Education. During that period a teacher's performance had to be good.

In keeping with what was considered for teacher confirmation, other criteria which were not in conformity with Teaching Service Commission requirements had infiltrated the education system. Based on Focus Group Discussions of teachers and Head teachers in Luano and Ngabwe Districts, it was revealed that the social vices had greater influence on confirmation practices. Those vices were connections, tribalism, corruption and many other social evils which determined who was confirmed faster as a teacher in some cases. Teachers who had connections from Head teachers, officers from District Education Board offices were favoured and confirmed faster irrespective of whether they worked hard or completed the six months' probation period. Those connections came in form of who knows who, giving of bribes, belonging to the same faith or church and to some extent soliciting for sexual favours. Those bad social vices compromised education standards in that those teachers who were not suitable for confirmation were confirmed leaving deserving and hardworking teachers. That frustrated deserving teachers. Teachers who had been involved in such issues were capable of transferring those vices to learners by way of negative transfer of learning. The other issue was that some head teachers did not know when to begin processing recommendations for teachers on probation which caused delays in teachers getting confirmed. This observation was in line with Nawiza (2013) who said that there many factors that contribute in delaying teachers' confirmation.

In addition, Teachers had to complete and submit all the required documents for confirmation purposes. Based on information from questionnaires, semi-structured interviews and Focus Group Discussions, the following were the necessary documents for confirmation as a teacher; Original TS form 1- application for employment (for Secondary

school teachers), TS form 2-application for employment (for Primary school teachers), certified copies of professional and academic qualifications, a copy of Annual Performance Appraisal System (APAS), original standards monitoring report, TS form 8-original letter of recommendation for confirmation, TS form 3-letter of appointment, Accounts form 81-Arrival Advice and Payment of Salary, photocopy of ZP form 83A-finger print report, original CSB 31- form of medical examination, original CS form 26- form of vital statistics, original CSB form 25- Acknowledgement of liability for loss or damage of officers personal effects and certified copies of Green National Registration Card.

The documents above had to be in four sets. Looking at all those documents they were too many. It was expensive for a teacher to have those documents acquired and photocopied, coupled with bureaucratic processes contributed to further delays in the promotion and confirmation process. Some of the documents like finger prints were gotten from police headquarters in Lusaka. It should also be noticed here that bureaucratic leadership developed over a long period of time because it seemed to suit the needs of large scale organisations. Those organisations developed bureaucracies that carry out administrative services. In order to run a national system of education numbers of workers must be organized so that all the necessary tasks were done well on time. However, that was not the case with the issue of finger prints because a person had to be screened to ascertain if one was involved in any criminal activities or offences. The only problem associated with the issue of finger prints was the centrality of the certification which was only done in Lusaka at Police Headquarters making it expensive as teachers were meant to travel to have finger prints certified. However, that was a latest development and requirement which was not there before 2003; it was included during the Restructuring process in the Ministry of Education. The screening

exercise took a long time as observed by a male teacher from School K. Further bureaucracy involved the rationalisation and means to calculate the uses of resources for the achievement of a particular goal. Bureaucratic organisations were characterized by specialization, hierarchical authority, systematized codified rules, impersonality, and secure and meritocratic career structure which was meant to enhance the degree of efficiency and effectiveness (Seti, 2012; 138).

The confirmation of teachers could be decentralised to the district level to avoid the long bureaucratic procedures which are followed then. Confirmation forms are filled in at school by teachers. They are signed by head teachers who either recommend them or not depending on their performance during the probation period. The head teacher then takes the forms to the District Education Board Secretary's (DEBS) office where the DEBS also fill in their parts. From the DEBS office the forms go to the Provincial Education Office (PEO) and the Ministry of Education Headquarters where the same procedures are repeated. These are then sent to the Teaching Service Commission where they are also processed. It is important that government in their strategy also review the role of the Teaching Service Commission (Ministry of Education, 1996: 129).

5.3 Factors Considered for Promotion of Teachers by the Teaching Service

Commission

The process for promoting teachers was not all that different with the confirmation process. The considerations for promoting teachers as outlined by the Teaching Service Commission bordered on the number of years in service a teacher had served in the system or position (at least 4-8 years), good teacher performance report, attitude shown towards work and recommendations from the immediate supervisors (Ministry of Education, 2015).

For one to be considered for promotion, an officer should have served for at least 4-8 years. This is so because an officer is considered to have gained minimum required experience in service. This is according to Teaching Service Commission advertisement circular No. PEOLP1 of 2013. Number of years and experience mattered.

An officer recommended for promotion should have rightful qualifications in that position. For instance, a teacher to be promoted as senior teacher at Primary school should have a Primary Diploma, for a Head of Department at Secondary school she/he should have a minimum of a degree in that area. This was in line with information collected from questionnaires, semi-structured interview guide and focus group discussions of teachers and head teachers.

The other requirement of promotion was existence or justification of a vacancy. Promotion positions are limited in the Teaching Service. As such a vacancy shall rise through promotions, at least resignation, transfer to other ministries or secondment to other institutions, transfer to other government agencies. Immediately a position was declared vacant with a PMEC ID it should be filled in through advertisements. According to Semi-

structured interviews with a Teaching Service Commission official, positions to be advertised ranged from salary scale seven upwards. Salary scales below should be advertised and filled in within the District/Province. The idea was to enhance transparency in the Ministry (GRZ, 2003).

However, it was observed that some positions were not advertised as people preferred to fill them internally. During semi-structured interviews a female Teaching Service Commission Official was asked if vacant positions were advertised by the Teaching Service Commission.

In response she said:

The problem is with Ministry of Education Headquarters, they hide vacant positions from us as such they are not advertised. They opt to fill them in internally which brings a lot of suspicions as it is a fertile grounds for corruption and bribes. They used to give us vacant positions in schools and districts. Now they have stopped.

What the Teaching Service official was indicating was the issue of transparency and fairness in the manner promotions were done. The issue of inefficiency at Ministry Headquarters also came out. The other issue was that teachers were promoted locally to fill in positions of Head of Department of Schools, Deputy Head teachers and Head teachers in the 22 newly upgraded Secondary (combined) schools in Central Province. That caused much more frustrations as teachers could not be substantively promoted due to non-existent of payroll vacancies as they had no treasury authority.

For acting appointment and promotion, the officer should complete and submit all the required documents. The following were the documents; Teaching Service form 9-Confirmation in appointment, accounts form 81-arrival advice, academic and professional qualifications, recommendation from District Education Board Secretary, Provincial Education Officer and Permanent Secretary, Evidence of availability of vacancy and track record of performance (Teaching Service Commission, 2016).

A teacher has to be recommended for by his immediate supervisors. For example, at school level a teacher has to be recommended or appraised by a senior/ Head of Department, Deputy Head teacher and/or Head teacher. A teacher had to receive a positive assessment as outlined in APAS form.

However, during two focus group discussions, teachers revealed that recommendations/appraisals for confirmations were not done on merit, but based on favouritism, tribalism, bribes, and sexual favours. Such vices are enemies to development because teachers were not appraised according to performance. That observation was in line with Milgrom (1988), who observed that appraisals were sometimes decided under the guise of other administrative rules such as loyalty, favouritism etc.

Complaints from teachers that some were not recommended for promotion on merit was signal of de-motivating factors especially on the deserving teachers. Basing promotions on corruption, bribes, connections, favoritism, and sexual abuse of some female teachers and some teachers promoted were not hard working but super ceded other hardworking senior officers. In the rural and remote schools was a de-motivating factor for teacher. It is therefore cardinal that promotions are done on merit. The positive perception of promotion

based on merit is supported by Rupia *et al* (2012) who revealed that the perception of civil servants towards promotion on merit reveals that civil servants in general had positive perception towards promotions based on merit.

However, teachers and head teachers during interviews and Focus Group Discussions revealed that corruption and bribes, connections- who knows who, tribalism, favoritism, and 'payment in kind' heavily influenced recommendations for promotion in positions of higher responsibility. Some teachers without recommendations from their Head teachers or DEBS had been promoted. That scenario dampened the morale of senior and hardworking teachers. Promotions and confirmations are a preserve for hardworking and higher achievers in an organization. In Ministry of General Education, promotions and confirmations are performance based and the Annual Performance Appraisal System (APAS) was relied upon to give a perfect rating picture with steps and instructions as shown in appendix 2.

5.4 Teachers' Perceptions of Confirmation Practices and their Influences on Teacher Performance

Confirmation took long especially for teachers in rural/remote schools/districts. Bureaucracy made confirmations take long and delay. This observation was in keeping with Nawiza (2013) who noted of bureaucracy, inefficiency and understaffing at DEBS office in Lusaka district. Problems of inefficiency that arise when administrative structures are highly centralized and bureaucratic, such as was the case with Ministry of Education then. The decision making authority was found at Headquarters in Lusaka which lead to inefficiencies, delays and lack of accountability (Kelly, 1999). Kelly also observed that there were long lines of communication and decision making, resulting in inefficiencies. The confirmation

and promotion of teachers was characterized by protracted bureaucratic procedures that discourage the exercise of initiative and contribute to low morale among teachers. The Teaching service Commission, which performs these functions, was centrally located and had the mammoth task of serving the needs of about 50,000 teachers and other education staff (Kelly, 1999; 202). Confirmation in schools, districts and province were influenced by connections (who knows who), tribalism, corruption, favouritism and sexual favours. The influence of some of the vices above determined the rate at which one was confirmed or promoted. These illegal additional confirmation/promotion requirements had adversely affected teachers. Some teachers had served for so long without confirmation. The other problem was paper work. There were a lot of documents that were filled in for purposes of confirmation. Because of bureaucracy coupled with too many papers needed some papers ended up missing in teachers' files. The other issue was inconsistencies by Teaching Service Commission on required documents. There were changes on required documents. Some documents were introduced and others were done away with. For instance, annual confidential report (TS Form 6) was done away with for reasons of subjectivity among other reasons. Annual Confidential Report was replaced with APAS. The other inclusions were finger prints report, damage or loss/reliability forms and non-inclusion of a photocopy of certified copy. The latest requirements were sometimes not communicated to some head teachers in time more especially remote or rural schools. In line with the fore going, some people said the education system (from school to Ministry Headquarters) was ineffective, inefficient and corrupt. Schools were informed at short notice on the sitting of the Teaching Service Commission thereby making it difficult for them to submit teachers' files with all the necessary documents more especially rural or remote districts where communication and

road networks were bad. Finger print reports were done centrally by police at police Headquarters in Lusaka that made it difficult for teachers to meet this requirement which took long to come out.

The Teaching Service Commission was effective as shown on the ratings in chapter four.

More participants comprising mainly male participants rated the Teaching Service Commission as good at disposing off of teacher confirmation cases. More participants rated the Teaching Service Commission as hardworking and keen in following teachers cases laid down to them. However, there were few concerns from the teachers and head teachers that much needed to be done to improve the commissions' efficiency by increasing the number of sittings to accommodate more confirmation and promotion cases. The number of times the Teaching Service Commission sat to consider confirmations was not enough compared to the number of teachers in the country that caused a backlog of cases sometimes. Faced with this situation, there was need to decentralise cases of confirmation to districts/or provinces to speed up the process with close supervision of Human Resources and Registry officers in handling of teacher confirmation and promotion cases. There was also need to form committees handling and tabling confirmation and promotion of teacher cases for the sake of transparency. Teachers who worked long without confirmation got de-motivated. Equally junior teachers who got confirmed earlier superseding their seniors owing to connections frustrated old teachers. The DEBS (Five out of six) representing 83.3% indicated that there was too many cases considered at one sitting owing to inadequate and delayed funding to institutions by government. The District officials complained that they were not permitted to take cases to Teaching Service Commission directly. In addition, Teaching Service Commission was understaffed. The situation was similar to those

categories of participants who rated the province, district and school management at working on teacher confirmation cases. The ratings decreased from the province to the district though increased at school level. This entails that there were problems of delays dealing with teacher confirmation and promotion cases at province and district levels that were rated fairly and satisfactory. The findings were in line with Nawiza (2013) who found that more delays were at district level as a result of understaffing of Human Officers as compared to the number of teachers in the district who were at about 8 000 then. Comparatively, in this study, it was revealed that there also delays at province due to delays in submission of cases from the districts. However, the schools were rated higher than districts and province implying that schools were more efficient in processing teacher confirmation and promotion cases though there were also lapses from some head teachers who did not understand the process of confirmation and promotion. The situation made some teachers not being confirmed or promoted in time despite working hard and meeting all the requirements. Lack of induction of newly appointed and promoted head teachers contributed. Nawiza (2013) observed that year in year out new head teachers were appointed or promoted who needed proper induction. It was revealed that some Head teachers were not conversant with handling of confirmation cases as such some forms missed or were filled in incorrectly. There was need for orientation seminars for Head teachers on the requirements of confirmation and promotion cases which contributed to disappointing promotional prospects for teachers at almost all levels (Sidhu, 1996; 123).

In addition, it was revealed that some education officers were lazy and corrupt more especially Human resource and Registry officers. These officers were not properly supervised by their supervisors which made them hide files or remove certain documents from files so that they could demand for payment as captured from teachers in Focus Group A.

5.5 Teachers' Perceptions of Promotions and their Influence on Teacher Performance

From questionnaires, Semi-structured interviews and Focus Group Discussions of participants, 48 out of 62 teachers (77.4%) and 10 out of 12 head teachers (83.3%) indicated that promotions were not done on merit and that de-motivated deserving teachers. The 48 teachers (18 females and 30 males) representing 77.4% and the 10 head teachers (eight males and two females) representing 83.3% further revealed that there was a lot of corruption, bribes, favoritism in schools, districts and province for some teachers to be considered for promotion.

Owing to the above situation, deserving teachers for promotion lost self-respect and become maladjusted in every way. Friends, parents and members of the community looked upon them as incompetent persons which developed into inferiority complex, and left schools as soon as possible with very bitter feelings (Kochhar, 1970: 181).

Literature has shown that corruption occurred in work places in so many ways and in most cases it was the recruitment process which was compromised because the Human Resources Managers had to recruit relatives or friends or just merely soliciting for some money in order to employ the person in question. This was a poor human resources practice and if the integrity was to be protected, the best remedy is to refrain from such scourge (Seti, 2012).

The observation points to the fact that only competent and deserving persons should be promoted in a formal way and no confusions about it. The main focus is to enhance productivity in an organisation. Employing of incompetent friends and relatives through corruption and nepotism compromise standards as undeserving personnel get positions thereby causing frustrations to the deserving ones. That was seen as the reason that made the DEBS or PEO not advertise vacant positions but filled them internally making the system or process not transparent.

The submission from 38 out of the 62 teachers (61.3%) and 7 out of the 12 head teachers (58.3%) in both interviews and questionnaires from the rural and remote schools claimed not considered in promotions at the expense of urban teachers and head teachers. Teachers were promoted from either Kabwe or Kapiri Mposhi districts to fill in positions of HODs, Deputy Head teachers and Head teachers in rural or remote newly created districts (Luano and Ngabwe) when teachers with same qualifications were there. The majority participants were males (28 male teachers and 10 female teachers) and all the head teachers were males.

The ideal situation was that promotions were to be given to hard working, experienced and suitably qualified persons, through advertisements. Promotions were to be done when a vacancy existed with a Payroll Management and Establishment Control (PMEC) Identity Number. However, it took long for some officers to be substantively promoted. Some officers were not promoted on merit but through 'who knows who'- connections, corruption and bribes, favoritism, sexual favours etc. in some cases promotions were delayed as such positions were frozen. Districts and province received officers from other districts/regions on promotion when they had officers in districts or provinces with same qualifications.

There was need for improvement in the conditions of promotion. The promotional prospects for teachers at almost all stages were extremely disappointing (Seti, 2012). It should be suggested that qualified and trained teachers should get the same opportunity for promotion as Senior teachers, Heads of departments of schools, Deputy Heads and Head teachers regardless of whether they are in rural or remote schools. Based on the researcher's experience as an education administrator, there is currently massive drift from urban schools to remote or rural schools scrambling for positions. While the idea is good and well come as it improve staffing levels in remote schools, care and caution should be there that deserving and suitably qualified people were promoted to those positions.

However, it was noted that promotion positions were fewer and were only created through deaths, resignations, secondments to other institutions, retirements, transfer to other government agencies and dismissals as noted by Lawler (1986) and Rupia *et al.* (2012). The observation was that the structures of all institutions were of pyramid in nature, broad at the base and thins out at the apex. That in itself entailed that there had to be one person to manage, be it at a section, a department, and/or an entire institution at a time. But the process of selection for promotions ought to be systematically managed. This means only those that deserve to be promoted should be promoted without any bias and favour much to the detriment of others. That therefore meant that promotion should be on merit, taking into account; seniority, capacity, education qualifications, experience among many others.

There were numerous influences of non-promotion and confirmation of teachers on their performance. Those influences were either positive or negative depending on the circumstances or status surrounding a teacher (confirmed or not confirmed).

In order to further verify the influence of confirmation and promotion practices on teacher performance, further investigations were conducted that involved analysis of final examinations results of classes that were taught by confirmed and unconfirmed teachers. Six teachers were randomly selected for this exercise (four male and two female) in English, Geography, Civic Education, Mathematics, Religious Education and History. Three were confirmed and three were not confirmed. The pass rate for subjects taught by confirmed teachers was generally good that was English (65.2%), Civic Education (53.3%) and Geography (48.6%) although it was discovered that their working documents were inadequate but performance at final examinations was good. On the other hand, subjects taught by unconfirmed teachers had a poor pass rate although they were generally good at lesson preparation. The subjects were Mathematics at 13.0%, History- 5.88% and Religious Education- 38.1% as shown in Figure 4.6.4. The poor performance in subjects taught by unconfirmed was attributed to their inexperience as their documentation were in some cases in place and the newly employed were still laying the foundation in the teaching profession. While in some cases it was the nature of the subjects like mathematics (13%) pass rate which was generally unpopular by most pupils in National analysis year in year out. National Result Analysis for 2015 rated mathematics subject poor in performance as announced by the Minister of General Education during his tour of the nation in provincial and district indabas of April 2016. In Central Province it was at Angelina Tembo Secondary School. This was in line with the MOE (2010) which affirmed that provision and use of textbooks was a major factor in ensuring adequate learning by pupils. However, the picture portrayed in schools regarding the availability of textbooks in English, Mathematics, Zambian Languages and possibly other learning areas, and low staffing levels leaves much

to be desired. The findings in the 2008 National Assessment of Learning Achievement indicated that the supply of textbooks in schools was inadequate and that the situation had worsened in the last couple of years (Nawiza, 2013). But difficult to understand was 5.8% pass rate in History, a subject where pupils were generally able to perform well. As a result issues of experience and inexperience come. What should be understand is that lesson preparation and delivery were two different things as one can prepare very well but fail to delivery (implement) while another could not prepare adequately but able to deliver. However, it is standard guideline that all teachers prepare for teaching and learning in the Ministry of General Education (Ministry of Education, 2015).

5.6 Summary

This chapter presented interpretation and discussion of results from teachers, Head teachers, DEBS, PEO and Teaching Service Commission official on teachers' perception of confirmation and promotion practices and their influence on teacher performance in selected schools of Central Province. The chapter discussed that there were a lot of requirements taken into consideration when confirming and promoting teachers. However it was also discovered that other factors not in line with Teaching Service Commission requirements influenced confirmation and promotion practices. These illegal additional vices were such as bribes, connections and sexual favours. These in some cases determined who was confirmed or promoted faster. Confirmation and promotion practices had influence on teacher performance in schools. Teachers were de-motivated, frustrated, requested for transfers and some went for further studies despite not being on training plan. The situation affected pupil performance at public examinations for grade 7, 9 and 12. Equally, reading levels in schools were low. Schools or departments were understaffed. This is in with Maslow's hierarchy of

needs that human needs are managed in a series of levels, a hierarchy of importance. Teachers are wanting beings, they always want more and what they want depends on what they already have. If their needs are not met in terms confirmations and promotions, they demotivated hence affecting their performance. The next chapter presents conclusions and recommendations to the study.

CHAPTER SIX

CONCLUSIONS AND RECOMMENDATIONS

6.1 Overview

The previous chapter discussed the research findings according to the research objectives and this chapter presents the conclusions and recommendations arising from the findings of the study. The objectives of the study were; to establish what the Teaching Service Commission took into account when confirming teachers, to establish what the Teaching Service Commission took into account when promoting teachers, to investigate teachers' perceptions of confirmation and promotion practices and their influence on teacher performance in selected schools of Central Province and to analyse teachers' perceptions of promotion and confirmation practices and their influence on teacher performance in selected schools of Central Province, Zambia.

6.2 Conclusions

The study revealed that the Teaching Service Commission took into account a lot of requirements when confirming and promoting teachers. Among them were good performance, recommendations from supervising officers, completion of six months' probation period, certified copies of academic and profession certificates including certified National Registration Card, positive Annual Performance Appraisal system assessment, application for employment form (TS form 1/2) and original standards monitoring reports, original letter of recommendation for confirmation- TS form 8, letter of appointment TS form 3. Others were Arrival Advice and Payment of Salary- Accounts Form 81, copy of finger print report- ZP form 83A, form of medical examination- original CSB 31, form of

Vital Statistics- original CS form 26, acknowledgement of liability for loss or damage of officers' personal effects- original CSB form 25. There were relatively so many forms required as they were required in four sets.

The study further revealed that requirements for promotion were: the number of years in service of at least 4-8 years, good teacher performance report, good attitude shown towards work, recommendations from immediate supervisors, justification of the vacancy with a PMEC ID, confirmation in appointment- TS form 9, Arrival Advice and Payment of Salary- Accounts Form 81, certified copies of academic and profession certificates including certified National Registration Card, positive Annual Performance Appraisal system assessment.

Other perceptions alluded to included that some confirmations and promotions were not done on merit which eventually demotivated deserving teachers.

However, on teacher perceptions of confirmation and promotions, the study discovered confirmation and promotions took long especially in the rural and remote schools due to bureaucratic procedures, inefficiency, and understaffing in some district offices. Other teacher perceptions brought about vices not in line with Teaching Service Commission requirements which included bribes, corruption, connections, tribalism, favouritism and sexual favours. The alluded to vices on confirmation and promotion practices negatively influenced on teacher performance in schools. Teachers were de-motivated, frustrated, requested for transfers and some went for further studies despite not being on training plan. The situation affected pupil performance at public examinations for grade 7, 9 and 12.

On the whole, research results revealed that there was need for a larger study involving a representative sample of unconfirmed teachers, confirmed teachers, educational administrators and Teaching Service Commission officials' population to establish teachers' perceptions of confirmation and promotion practices and their effects in selected schools of Central Province. The sample size of 12 schools out of 609 public schools was used in the study. The number was small to have the results generalised. This study concluded that confirmation and promotion practices had effects on teacher performance in schools. Some of the perceived effects were; dampening morale of some teachers at classroom lesson delivery and general school activities, some teachers requested for school or regional transfers, some went for further studies to increase career and promotion prospects due to frustrations in spite of not being on school/district training plan. This situation made some schools understaffed, thereby compromising quality. Some teachers became withdrawn and psychologically disturbed. The above issues negatively affected on pupil performance such as lowering reading levels, increasing absenteeism rates, rampant early drop outs and consequently poor attendance and performance at public National examinations for grades 7, 9 and 12 as shown on table 4.6.2 and 4.6.4. Some teachers became problematic to authorities, absenting themselves from work without any reasonable cause. This scenario affected teacher-pupil contact time in that most of pupils' learning time was spent settling teacher disciplinary cases. This situation is against National Policy on Education-Educating Our Future (MOE, 1996). However, some teachers who received confirmations and promotions on time worked hard. Interestingly to note was also that, not all those who received confirmations and promotions on time worked hard. To some it was business as usual. It was this observation which raised complaints from other teachers that those

teachers were not confirmed or promoted on merit. Furthermore, it was noted that some who were not confirmed or did not receive any promotion worked harder than those who received positive assessment. They prepared their lesson plans, taught their learners and assessed them regularly as shown on checklist table 4.5.4. The study further revealed that, apart from official documents needed for confirmation and promotion purposes by the Teaching Service Commission, through Ministry of General Education, other factors influenced confirmations and promotions. These were having a lot of connections like tribalism, bribes, belonging to the same religion or church and to some extent soliciting for sexual favours. These factors were determinants of who should receive confirmation or promotion earlier and faster among teachers. The study indicated that vacant positions were filled in internally by administrators instead of advertising them first. These actions are contrary to Ministry of Education Standards and Evaluation Guidelines (Ministry of Education, 2016). The findings affirm Maslow's hierarchy of needs that teachers like any human being are wanting beings, they always want to be recognised by being confirmed and promoted which ultimately makes them happy and improve on their performance.

6.3 Recommendations

Based on the findings, the following were the recommendations:

1. The Government needs to devolve powers to confirm, promote and discipline to districts and provinces to avoid delays.
2. The Government needs to fund the Teaching Service Commission adequately so as to increase the number of sittings per year from once or twice to thrice or four times and recruit more officers to the commission.

3. There was need for the Teaching Service Commission through Ministry of General Education to reduce on a lot of paper work by adopting electronic teacher confirmation system.
4. There was need for supervising officers such as head teachers and District Education Board Secretaries to recommend teachers for confirmation and promotion on merit.
5. There was need for the Teaching Service Commission to allow schools/districts to process and take cases directly to the Teaching Service Commission to reduce on bureaucracy in the ministry.
6. There was need for the Ministry of General Education to introduce fast tract teacher confirmation system on teachers who have served more than three years.
7. There was need by DEBS and PEOs to enhance close supervision of Human Resources and Registry officers in handling of teacher confirmation and promotion cases to avoid corruption tendencies.
8. There was also need to form committees at Districts and Provinces when handling teacher confirmation and promotion cases for the sake of transparency.

6.4 Future Research

- a) Factors contributing to delays in substantive promotion of teachers.
- b) An Evaluation of the implementation of Annual Performance Appraisal System in the Ministry of General Education.
- c) Benefits of Incremental Performance Appraisal System and its implementation in the Ministry of General Education.

6.5 Summary

This chapter has concluded that there was need for a larger study involving a representative sample of unconfirmed teachers, confirmed teachers and educational administrators to establish teachers' perceptions on confirmation and promotion practices and their influence on teacher performance in schools. But for now, we may have to be content with what the data here has suggested. This study has revealed that confirmation and promotion practices have influence on teacher performance in schools. Some of the perceived influences were; dampening morale of some teachers, some teachers requested for transfers, some went for further studies to increase career and promotion prospects due to frustrations in spite of not being on the training plan. This situation made some schools understaffed, thereby compromising quality. Recommendations based on research findings were made and further suggested the future research.

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THE UNIVERSITY OF ZAMBIA

DEPARTMENT OF EDUCATIONAL ADMINISTRATION AND POLICY STUDIES

APPENDIX 1: SEMI – STRUCTURED INTERVIEW GUIDE FOR HEAD

TEACHERS

1. What type of school are you at?
2. Are you substantively promoted in your appointment?
3. What is your substantive promotion?
4. Are there teachers NOT confirmed in your school?
5. If the answer to question 4 is yes, how many are they?
6. How long have they been serving?
7. Do you have teachers acting in their appointments?
8. If the answer to question 7 is yes, how many are they? Specify.....
9. Do you recommend your teacher for confirmation?
10. Do you recommend your teacher for promotion?
11. What do you consider when recommending teachers for confirmation?
.....
.....
12. What do you consider when recommending teachers for promotion?
.....
.....
13. How effective is the Teaching Service Commission at confirming and promoting teachers?
.....
.....
14. To what extent does teacher perception on promotion and confirmation practices affect teacher performance in schools?

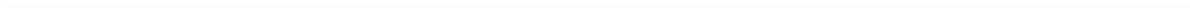
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THE UNIVERSITY OF ZAMBIA

DEPARTMENT OF EDUCATIONAL ADMINISTRATION AND POLICY STUDIES

APPENDIX 2: SEMI – STRUCTURED INTERVIEW GUIDE FOR

PROVINCIAL EDUCATION OFFICER



1. How long have you been in this province?
2. Are you substantively promoted in your appointment?
3. How many teachers are in your province? Specify by gender number.....Male..... Female.....
4. Are there teachers who are NOT confirmed in your province?
5. If the answer to question 4 is yes, how many are they? Specify by gender. Total number.....Male.....Female.....
6. Do you have teachers in acting appointments in your province?
7. If the answer to question 6 is yes, how many are they? Specify.....
.....
8. What do you consider when recommending teachers for confirmation?.....
.....
.....
9. What do you consider when recommending teachers for promotion?

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

10. How do you rate the Teaching Service Commission in terms of effectiveness of confirming and promotion teachers?

.....
.....

11. How are confirmation and promotion cases handled in your province?.....

.....
.....

12. Does teacher perception on promotion and confirmation practices affect teacher performance in schools?

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

THE UNIVERSITY OF ZAMBIA

DEPARTMENT OF EDUCATIONAL ADMINISTRATION AND POLICY STUDIES

APPENDIX 3: SEMI – STRUCTURED INTERVIEW GUIDE FOR

DISTRICT EDUCATION BOARD SECRETARY

1. How long have you been in this district?
2. Are you substantively promoted in your appointment?
3. How many teachers are in your district? Specify by gender number.....Male..... Female.....
4. Are there teachers who are NOT confirmed in your district?
5. If the answer to question 4 is yes, how many are they? Specify by gender. Total number.....Male.....Female.....
6. Do you have teachers in acting appointments in your district?
7. If the answer to question 6 is yes, how many are they? Specify.....
.....
8. What do you consider when recommending teachers for confirmation?.....
.....
.....
9. What do you consider when recommending teachers for promotion?.....
.....
10. How do you rate the Teaching Service Commission in terms of effectiveness of confirming and promotion teachers?
11. How are confirmation and promotion cases handled in your district?.....

.....
.....

12. Does teacher perception on promotion and confirmation practices affect teacher performance in schools?

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

THE UNIVERSITY OF ZAMBIA

SCHOOL OF EDUCATION

DEPARTMENT OF EDUCATION ADMINISTRATION AND POLICY STUDIES

APPENDIX 4: QUESTIONNAIRE FOR HEAD TEACHERS.

1. Sex

Male Female

2. What was your age on your last birth day?

a) 30 – 40 years c) 51 – 60 years
b) 41 – 50 years d) 61 and above

3. What type of school are you heading?

a) Primary Senior Secondary – Boarding
b) Junior Secondary Senior Secondary - Day

4. How long have you been at this school?

a) 6months – 1 year 7 years
b) 2 – 4 years years and above

5. How old are you in service?

a) 5 – 10 years c) 16 – 20 years
b) 11 – 15 years d) 21 – 30 years e) 31 years and above

6. When were you lastly promoted?

a) 1 – 3 years ago c) 7 – 9 years ago
b) 4 – 6 years ago d) 10 years and above

7. What is your substantive position?

a) Head of Department c) Head teacher
b) Deputy Head teacher

8. How old were you in service when you were lastly promoted?

- a) 4 – 8 years 14 – 18 years
b) 9 – 13 years 19 years and above

9. Is your promotion substantive?

- a) Yes b) No

10. What position are you currently holding?

- a) Acting HOD e) Acting Head teacher
b) HOD f) Head teacher
c) Acting Deputy Head teacher
d) Deputy Head teacher

11. How long have you been serving in your current school?

- a) 1 - 2 years c) 5 – 6 years
b) 3 – 4 years d) 7 years and above

12. How are confirmation practices in your school?

- a) Good c) Poor
b) Fair e) Very good

13. How are promotion practices in your school?

- a) Outstanding c) Good e) Bad
b) Very good Fair poor

14. Do confirmation practices affect teacher performance in this school?

- a) Yes b) No c) Not sure

15. Do promotion cases affect teacher performance in this school?

- Yes b) No c) Maybe

16. To what extent does teacher perception on confirmation practices affect teacher performance in the schools?

- a) Extremely Low c) High
b) Low d) Extremely High

17. To what extent does teacher perception on promotion practices affect teacher performance in the schools?

- a) Extremely Low c) High
b) Low d) Extremely High

18. Why does it take long for some teachers to be confirmed?

- a) They are lazy and problematic
b) The system is ineffective
c) They do not submit all the required documents
d) All the above

19. Why does it take long for some teachers to be substantively promoted in their positions?(Tick items applicable)

- a) The teaching service is ineffective
b) The District Education Board office is ineffective
c) The Provincial Education office is ineffective
d) The whole education system is ineffective, inefficient and corrupt

20. What strategies would you suggest to the teaching service commission to make it effective, efficient and responsive to needs of teachers?(Tick items applicable)

- a) Devolve some of the powers to district and provincial
b) To restructure the teaching service commission
c) To work together with the teaching council
d) To allow school take cases directly to the teaching service

21. Do you recommend your teachers for confirmation and promotion?

- a) Yes b) No c) Sometimes

22. What do you take into account when recommending teachers for confirmation?(Tick items considered)

- a) Number of years in service g) Attitude shown towards work
b) Teacher performance h) Corruption and bribes
c) Job knowledge i) Team work
d) Quality of work j) Accountability

e) Dependability

k) Adaptability

f) Loyalty

l) Management / Supervisory skills

23. What do you consider when recommending teachers for promotion? (Tick items considered)

a) Number of years in service

m) Attitude shown towards work

b) Teacher performance

n) Corruption and bribes

c) Job knowledge

o) Commitment to work

d) Quality of work

j) Accountability

e) Dependability

k) Adaptability

f) Loyalty

l) Management / Supervisory skills

24. What is your rating of the Teaching Service Commission at confirming and promoting teachers?

a) Very good

c) Fair

b) Good

d) Poor

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APPENDIX 5: QUESTIONNAIRE FOR TEACHERS

RESEARCH TITLE: TEACHERS' VIEWS ON PROMOTION AND CONFIRMATION PRACTICES AND THEIR EFFECTS ON TEACHER PERFORMANCE IN SCHOOLS: A CASE STUDY OF SELECTED SCHOOLS OF CENTRAL PROVINCE, ZAMBIA.

BACKGROUND.

Dear Respondent,

We humbly request that you fill in this questionnaire for us. This information will help us write the research paper which is a partial requirement for the award of a Masters of Education in the Educational Administration and Management degree by the University of Zambia.

Kindly be informed that you have been randomly selected to participate in the study. We would be grateful if you could be kindly assisting us by responding truthfully to the question in this questionnaire. Please be assured that your responses will be treated with the highest degree of confidentiality and the information you give would be purely for academic purposes.

Thanking you in anticipation for your co-operation

Instructions:

1. Do not write your name on this questionnaire.
2. Tick in an appropriate box where the tables have been provided.
3. Some questions require you to answer by filling in the blank spaces.

4. Answer all questions straight to the point. All the questions are important and are meant for academic purposes.

1. Sex

Male Female

2. What was your age on your last birthday?

(a) 30-40 years (c) 51-60 years
(b) 41-50 years (d) 61 and above

3. What type of school are you teaching at?

Primary Junior Secondary Senior Secondary

4. Are you confirmed? Yes No

5. If your answer to question (4) is yes, how long did it take you to be confirmed?

(a) 6 months – 1 year (c) 6 – 10 years
(b) 2-5 years (d) 11-15 years

6. How long have you been in teaching service?

(a) Half – 1 year (c) 6-10 years (e) 16 years and above
(b) 2-5 years (d) 11-15 years

7. How effective is the Teaching Service Commission at confirming teachers?

a. Very effective c. poor
b. effective d. Very poor

8. Is it important for a teacher to be confirmed in appointment?

a. Yes b. No

9. Do your supervising officers recommend you for confirmation?

- a. Yes b. No

10. Do you also aspire to be promoted?

- a. Yes b. No

11. What does the Teaching Service Commission take into account when confirming teachers in appointment (tick items you think are considered)

- a. Number of years in service
b. Performance
c. Academic and professional certificate
d. recommendation from supervising officers

12. What does a supervising officer consider when recommending a teacher for appointment? (tick items you think are considered)

- | | | | |
|---|--------------------------|--------------------------------|--------------------------|
| a. Number of years in service | <input type="checkbox"/> | b. Teacher performance | <input type="checkbox"/> |
| c. Job knowledge | <input type="checkbox"/> | d. Quality of work | <input type="checkbox"/> |
| e. Promptness in completing assignments | <input type="checkbox"/> | f. Dependability | <input type="checkbox"/> |
| g. Accountability | <input type="checkbox"/> | h. Initiative and creativity | <input type="checkbox"/> |
| i. Tact and courtesy | <input type="checkbox"/> | j. Attitude shown towards work | <input type="checkbox"/> |
| k. Adaptability | <input type="checkbox"/> | l. Team work | <input type="checkbox"/> |
| m. Corruption and bribes | <input type="checkbox"/> | n. Favoritism | <input type="checkbox"/> |

13. What does a supervising officer consider when recommending a teacher for promotion?

(Tick items you think are considered)

- | | | | |
|---|--------------------------|--------------------------------|--------------------------|
| a. Number of years in service | <input type="checkbox"/> | b. Teacher performance | <input type="checkbox"/> |
| c. Job knowledge | <input type="checkbox"/> | d. Quality of work | <input type="checkbox"/> |
| e. Promptness in completing assignments | <input type="checkbox"/> | f. Dependability | <input type="checkbox"/> |
| g. Accountability | <input type="checkbox"/> | h. Initiative and creativity | <input type="checkbox"/> |
| i. Tact and courtesy | <input type="checkbox"/> | j. Attitude shown towards work | <input type="checkbox"/> |
| k. Adaptability | <input type="checkbox"/> | l. Team work | <input type="checkbox"/> |

m. Corruption and bribes

n. Favoritism

14. Do confirmation and promotion practices affect teacher performance in schools?

a. Yes

b. No

15. To what extent does teacher perception on promotion and confirmation practices affect teacher performance in schools?

a) Extremely Low

c) High

b) Low

d) Extremely High

16. How effective are supervising officers at recommending teachers for confirmations and promotions?

a. Very effective

b. Effective

c. Slightly effective

c. not effective

17. What are your general comments or suggestions on?

a. Confirmation practices in schools and the district?

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b. Promotion practices in schools and the district?

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APPENDIX 6: QUESTIONNAIRE FOR HEADS OF DEPARTMENTS

RESEARCH TITLE: TEACHERS PERCEPTIONS ON PROMOTION PRACTICES AND CONFIRMATION IN APPOINTMENT AND THEIR EFFECTS ON TEACHER PERFORMANCE IN SCHOOLS: A CASE STUDY OF SELECTED SCHOOLS IN CENTRAL PROVINCE, ZAMBIA.

BACKGROUND.

Dear Respondent,

We humbly request that you fill in this questionnaire for us. This information will help us write the research paper which is a partial requirement for the award of a Masters of Education in the Educational Administration and Management degree by the University of Zambia.

Kindly be informed that you have been randomly selected to participant in the study. We would be grateful if you could kindly assisting using by responding truthfully to the question in this questionnaire.

Please be assured that your responses will be treated with the highest degree of confidentiality and the information you give would be purely for academic purposes.

Thanking you in anticipation for your co-operation.

Instructions:

1. Do not write your name on this questionnaire.
 2. Tick in an appropriate box where the tables have been provided.
 3. Some questions require you to answer by filling in the blank spaces.
 4. Answer all questions straight to the point. All the questions are important and are meant for Academic purposes.
-

1. Sex:

Male Female

2. What was your age on your last birthday?

(a) 30-40 years (c) 51-60 years
(b) 41-50 years (d) 61 and above

3. What type of school are you teaching at?

Primary Junior Secondary Senior Secondary

4. How old are you in service?

(a) 5-10 years (c) 16-20 year (e) 31 and above
(b) 11-15 years (d) 21-30 years

5. When were you lastly promoted?

(a) 1 - 3 years ago (b) 4 - 6 years ago
(c) 7 - 9 years ago (d) 10 years ago and above

6. What is your substantive position?

(a) Head of Department (b) Deputy Head teacher
(c) Head teacher

7. How old were you in service when you were lastly promoted?

- (a) 4 - 8 years
- (b) 9 - 13 years
- (c) 14 - 18 years
- (d) 19 years and above

8. Is your promotion substantive?

- Yes
- No

9. What position are you currently holding?

- (a) Acting HOD
- (b) HOD
- (c) Acting Deputy Head teacher
- (d) Deputy Head teacher
- (e) Acting Head teacher
- (f) Head teacher

10. How long have you been serving in your current position?

- (a) 1 - 2 years
- (b) 3 - 4 years
- (c) 5 - 6 years
- (d) 7 years and above

11. How do you rate promotion and confirmation practice in this school?

- (a) Good
- (b) Bad
- (c) Poor

12. Do confirmation and promotion practices affect teacher performance in this school?

- (a) Yes
- (b) No
- (c) Not sure

13. To what extent does teacher perception on promotion and confirmation practices affect teacher performance in schools?

- a) Extremely Low
- b) Low
- c) High
- d) Extremely High

14. What suggestions do you have on?

(a) Confirmation practices in the district/province

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(b) Promotion practices in the district/province

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APPENDIX 7: INTERVIEW GUIDE FOR TEACHING SERVICE COMMISSION OFFICIALS

1. How often does the Teaching Service Commission meet to confirm and promote teachers in a year?

2. What does the Teaching Service Commission take into account when confirming teachers?

- (a)
- (b)
- (c)
- (d).....
- (e)
- (f)

3. What does the Teaching Service Commission take into account when promoting teachers?

- (a)
- (b)
- (c)
- (d).....
- (e)

4. What are some of the duties and responsibilities of the Teaching Service Commission?

- (a)
- (b)
- (c)
- (d).....
- (e)

5. Does teacher perception on promotion and confirmation practices affect teacher morale in Schools?

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6. How do you rate the Teaching Service Commission in terms of efficiency and effectiveness at disposing off teacher cases?

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7. What causes backlog of cases sometimes?

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9. What strategies are you putting in place?

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10. How many teachers have been confirmed in central province in the last one year?

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11. How many teachers have been promoted in central province in the last one year?

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APPENDIX 8: FOCUS GROUP DISCUSSION GUIDE FOR TEACHERS

1. What do you understand by the terms *confirmation in appointment, promotion, substantive promotion and Acting for Administrative Convenience only*?
2. Is it important to be confirmed in appointment? Give reasons for your answer.
3. What are your views of confirmation and promotion practices in the Teaching Service?
4. What are the effects of confirmation practices to teaching and learning in schools in the Ministry of General Education?
5. What are the effects of promotion practices to teaching and learning in schools in the Ministry of General Education?

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APPENDIX 9: FOCUS GROUP DISCUSSION GUIDE FOR HEADTEACHERS

1. What do you understand by the terms *confirmation in appointment, promotion, substantive promotion and Acting for Administrative Convenience only*?
2. Is it important to be confirmed in appointment? Give reasons for your answer.
3. What are your views of confirmation and promotion practices in the Teaching Service?
4. What are the effects of confirmation practices to teaching and learning in schools in the Ministry of General Education?
5. What are the effects of promotion practices to teaching and learning in schools in the Ministry of General Education?