

CHAPTER ONE

1. INTRODUCTION

This chapter explains the background to the study. It also discusses the statement of the problem, purpose and objectives of the study. It further gives us the research questions, the significance and theoretical framework of the study. Finally, it looks at definitions of terms and limitations of the study.

1.1 Background to the Study

One major concern in the teaching profession today is the delay in confirming teachers appointed to the teaching profession. According to the terms and conditions of service for the public service (GRZ, 2003) which include teachers, all probationers are eligible for confirmation after working for six months from the date of appointment. An officer appointed to the Public Service on probation shall not be admitted as an Established Officer until he or she has completed a minimum of six months of satisfactory service. When this period has elapsed, and the officer has performed unsatisfactorily, then his or her probation is extended.

However, despite these clear guidelines, most teachers who are eligible for confirmation in their appointment as established officers are still on probation. For example, in Lusaka urban alone, there are many teachers who are unconfirmed despite having successfully completed the minimum recommended period for probationers. This has led to a lot of frustration among the affected teachers as they are not eligible for promotion and cannot go for further studies.

The delay to confirm teachers creates anxiety among the teaching fraternity where teachers are left to wonder whether their performance meets the grade. This breeds

despondency. There is also the fear of being dismissed at any time, according to the story carried by the (*Times of Zambia*, (20/01/10)). These fears have been echoed by teachers in Kitwe. The 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 have recommended them for confirmation. The Minister blamed the Teaching Service Commission (TSC) for its failure to speed up cases of confirmation. The TSC in turn blamed head teachers who they said did not recommend teachers for confirmation on time.

The process of confirmation has at most five stages namely, the School level, the District Education Board Secretary's (DEBS) Office, The Provincial Education Officer's Office, (PEO's) the Ministry of Education (MoE) Headquarters and the Teaching Service Commission. 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. This is after the teacher has been monitored for two or three 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 HQ, where a similar process occurs. The final stage is the TSC, where the teacher is finally confirmed. From the TSC the process goes down through the same stages back to the teacher. The process, which is supposed to take at the most six months, ends up taking five years. (*Times of Zambia* 20/01/10).

It is from these structures that we need to identify where the delay occurs and rectify it. 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. Teachers as stakeholders play a big role in this.

Head teachers as managers of the schools have managerial roles to play. They have to manage the human resource well. 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).

MoE HQ 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 (Educating Our Future, 1996: 127). This was after realizing that the structure and organization had a problem on the management of education.

According to Kelly (1999: 238), '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, (Conners, 1991). The same is highly recommended for head teachers at schools in Zambia where heads will have to deal with newly deployed teachers. From this research it was hoped that gaps would be identified in the process of teacher confirmation. As no systematic research had been conducted in Zambia on the issue of factors contributing to delays in teachers' confirmation in appointment, this study hoped to fill this void.

1.2 Statement of the Problem

Relevant literature shows that there are clear guidelines on issues of confirmation in appointment for probationers in the Public Service, including the Teaching Service. Most teachers who have been confirmed in their appointments have received their confirmation letters much later than the expected period. At the moment the causes of the delays in the teachers' confirmation in appointment are not known. Therefore, this study sought to investigate factors contributing to delays in teachers' confirmation in appointment.

1.3 Purpose of the Study

The present study sought to investigate factors contributing to delays in teachers' confirmation in appointment.

1.4 Objectives of the Study

The objectives of the study were to:-

- i) Establish the major causes of delays in teachers' confirmation in appointment.
- ii) Assess the effect of these delays in confirmation on teachers' performance.
- iii) Find out teachers' expectations on confirmation cases and their recommended solutions.

Research Questions

The following were the research questions:-

- i) What are the major causes of delays in teachers' confirmation in appointment?
- ii) What were the effects of delays in confirmation on teachers' performance?

- iii) What were teachers' expectations on confirmation and their recommended solutions?

1.5 Significance of the Study

It is hoped that the findings of this study will motivate the teaching profession as a whole. This is likely to raise teacher's morale as they would stand chances of being promoted, getting loans and going on vacation and study leave. The school head teachers will also realize the importance of sensitizing the new teachers and thoroughly checking all submitted documents. The government will ensure that a smooth confirmation process is put in place, which will save time and financial resources for all stakeholders. The findings will also benefit the system as teachers will gain confidence in their employer and industrial harmony will prevail. The policy makers are likely to strategize on possible actions to speed up cases of confirmation for teachers. The causes of delays in confirmation in the appointments of teachers are likely to be reduced.

1.6 Theoretical framework of the Study

This study was guided by Maslow's hierarchy of needs. This attempted to explain that peoples' needs are met and satisfied one after the other. According to the Basic Needs Theory, "people's needs are arranged in a hierarchy, in which basic needs generally have to be satisfied before higher needs come into play. The basic needs include physiological and safety needs, followed by social and affiliation needs. The higher needs include esteem and self-actualisation" (Cole, 1995: 125).

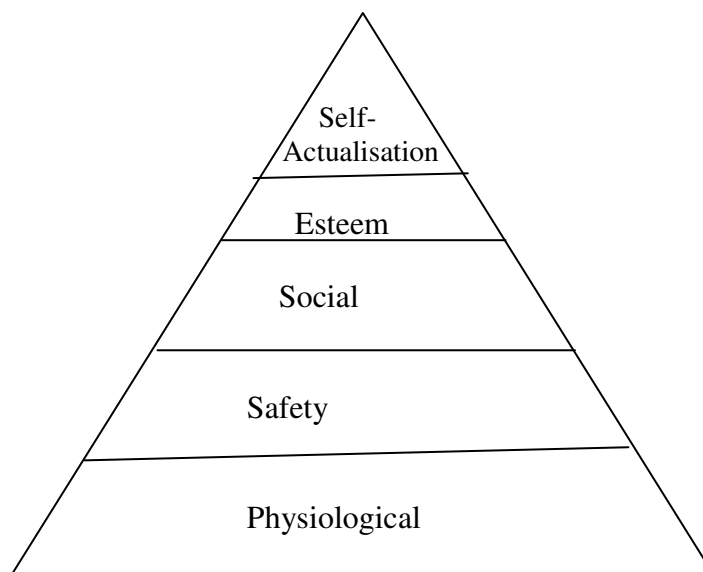
In order for one to attain the next need, the lower need must be met. Physiological needs include hunger, thirst, shelter, sex and other bodily needs. Safety needs deal with protection from physical and emotional harm. Social needs are found or acquired in society. These involve personal acceptance by others, friendship and having a sense of belonging. Esteem needs are a desire for recognition, gaining self respect and

achievement. The last need is self actualization, which is a drive towards self-fulfillment, a drive to become what one is capable of becoming.

In cases of unconfirmed teachers, the basic needs, which include physiological, safety and social needs have already been met. Esteem needs are the next level of need to be achieved. These have to do with among other things, recognition at work. Though the study looks at factors that contribute to delays in teachers' confirmation in appointment, this theory is applicable as it looks at the effects of delays in teachers' confirmation. One major effect that resulted from the delay in confirmation in appointment was de-motivation.

According to Robbins and Judge (2009), "As each of these needs become substantially satisfied, the next need becomes dominant". A substantially satisfied need no longer motivates. Maslow alludes to the fact that you need to understand ones level before you can motivate them. It would be pointless to motivate someone on third level with physiological needs.

The figure below shows Maslow's hierarchy of needs.



Source: Robbins and Judge (2009: 210)

The study therefore attempted to show that the delay in confirming teachers in their appointment led to the esteem need not to be fulfilled. This resulted in teachers being demotivated.

1.7 Definitions of Terms

Factors

Prevailing conditions or atmosphere and incidents that cause delay or influence the confirmation of teachers on time.

Probation

A period in which a newly deployed officer works in MoE before being confirmed in appointment. The stipulated time is six months.

Confirmation in Appointment

After the stipulated six months, an officer who completes the period satisfactorily is admitted as an established officer.

Primary school

A teaching and learning institution, which has pupils from Grades 1 to 7. Pupils by law should be aged between 7 and 13 years.

Secondary school

A teaching and learning institution, which has pupils from Grades 8 to 12. Pupils by law should be aged between 14 and 18 years.

High school

A teaching and learning institution, which has pupils from Grades 10 to 12. Pupils by law should be aged between 16 and 18 years.

Basic school

A teaching and learning institution, which has pupils from Grades 1 to 9. Pupils by law should be aged between 7 and 15 years.

Termination of Appointment

The termination of a probationary appointment, agreement, discharge or dismissal as a result of unsatisfactory performance.

Teaching Council

A council in many countries which has the responsibility of the recruitment, confirmation, disciplining, promotion and retirement of teachers.

1.8 Limitations of the Study

The research findings were limited to Lusaka district due to inadequate time and resources. This means that the findings of the study may not be 100 per cent generalisable to other districts and provinces across the country.

CHAPTER TWO

LITERATURE REVIEW

This chapter reviews literature relevant to the topic under study. It defines and describes probation in the teaching profession. It further looks at issues of quality and effectiveness of unconfirmed teachers. In addition, it looks at other relevant issues such as motivation, human resource management, decentralization, bureaucracy, planning, schools as systems and policy issues in education.

2.1 Definitions of Probation

Probation may be defined as a trial period during which your character and abilities are tested to see whether you are suitable for work or for membership (<http://wordnetweb.princeton.edu/rl/webwn>).

In a workplace setting, probation is a status given to new employees of a company or business. This status allows a supervisor or other company managers to closely evaluate the progress and skills of the newly hired worker, determine appropriate assignments and monitor other aspects of the employee such as how they interact with co-workers, supervisors or customers ([http://en.wikipedia.org/wiki/Probation_\(workplace\)](http://en.wikipedia.org/wiki/Probation_(workplace))).

Probation is also seen as a period of time when a person occupies a position only conditionally and may easily be removed for poor performance (<http://en.wiktionary.org/wiki/probation>). Amour and Stevens (1996) define probation as a test period, a trial time in which you can examine the worth of a new member of staff, a period after which you are committed or not committed to keeping the person in the post.

It is important that newly deployed teachers understand and know the meaning of probation. However, it is not enough for teachers to be at their best performance during

probation and thereafter, once confirmation takes place, they resort to unacceptable behaviour. The behaviour they exhibit in performance during probation should be continued.

2.2 Purpose of Probation

In teaching, probation acts as a way of establishing the suitability of one's conduct and performance before taking up the permanent job of a teacher. According to Bracken (2006), the purpose of the probationary period is to establish whether your conduct and work performance meet the standards required of all teachers (in Victorian government schools) before the full rights and responsibilities of ongoing tenure are confirmed.

It is also regarded as part of your training. The Local Education Authority (LEA) which appoints you to your first post is responsible for seeing that you are suitable and at the end of the year the same authority will inform the Ministry that you have come through successfully or that your time of probation should be extended or that you are not fit for teaching at all (Walter, 1962).

From the above explanation of Walter, teachers on probation should to some extent understand that some people are born teachers while others are not. Despite all the theoretical training they go through, the practical aspect is different. Probation helps a teacher to decide if teaching is their career or not.

2.3 Probation requirements

Probation is an inevitable and important issue for Newly Qualified Teachers (NQTs). This period varies from country to country. However, when a teacher joins the teaching profession, he or she must be informed of the minimum period of service. This ranges from six months to two years. The teacher must also be inspected during the probationary period and must satisfy the inspectorate.

A teacher on probation has just graduated from being a student and is transiting into being a teacher. According to Dawo (2011), ‘This transition from being a student of teachers to being a teacher of students can pose real emotional, social, mental and psychological pressure. Wanzare (2007) described the first year of teaching as critical in beginning teachers’ decision to make a commitment in teaching and remain in the profession.

Induction, as simple as it sounds, is a complex activity whereby diverse approaches may be 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.

Edmonds (1968) observes that it is important that teachers on probation should be placed in schools where working conditions are favourable to their success and where head teachers or experienced members of staff can advise and help them in their work.

The foregoing explanations of the requirements of probation must be carried out by any well meaning administrator. The work environment at school must be conducive to a teacher on probation as this will help him or her to settle down. An unfortunate scene would be one where the teacher is left to fend for him or herself without any mentor, teaching and learning materials. In the event of those missing, the teacher can be proactive and request for them from administrators.

2.4 Expectations During Inspection or Monitoring

According to Bracken (2006), an inspector or education standards officer will visit a teacher during the probationary period in order to monitor progress, to provide advice and guidance and to report on his or her performance in teaching the range of curricular areas and subjects appropriate to the teaching setting.

During an inspection or monitoring visit, the inspector or education standards officer will observe teaching and learning as it goes on in class. He or she will also examine the preparation and progress records, and evaluate samples of pupils' work by checking their class and homework books. He or she may also interact with the pupils and question them on particular elements of the curriculum. The inspector will want to see normal, day-to-day work taking place and will evaluate the quality of teaching and learning accordingly.

At the end of the visit the inspector will discuss aspects of the work and offer advice and recommendations for development. The length of each visit and the number of visits may vary depending on several factors. These will be explained under the following headings:

- planning, preparation and recording of progress;
- classroom management and organization;
- quality of teaching throughout the curriculum; and
- quality of pupils' learning.

Normally, during the second half of the probationary year, the inspector will make arrangements for carrying out a general inspection. This usually occurs over the course of a full school day, and a teacher is entitled to a minimum of three days written notice in advance of the inspector's visit.

Following this inspection, the inspector furnishes to the Department of Education and Science a general report (Bracken, 2006). This report provides evaluative commentary and a copy of this will be given to the teacher and the school in British schools. Teachers should forward a copy of the letter confirming that they have been probated to the Teaching Council, so that they can be fully registered.

It is important that teachers know what is expected of them. They are required to be ready at all times with records of work, teaching materials and schemes of work. In addition, teachers should be ready for criticism from inspectors or education standards officers and mentors. They should be ready to objectively reflect on the discussion made with inspectors on reports and other issues.

2.5 Benefits of Probation

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 schools 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 mandatory that all primary teachers undergo a probationary period and register for probation when appointed to any post recognised for probationary purposes in primary schools. According to Bracken (2006), satisfactory completion of probation is a pre-requisite for full recognition as a primary teacher and is a contingent upon fulfillment of both services and professional requirements. In addition, a teacher is eligible to apply for career, entitled to appropriate panel rights, eligible for job-sharing and qualifies for teacher exchange scheme.

Most importantly, probation helps the system to establish the suitability of the teacher in the profession. It further helps the probationer to put into practice what they learn in colleges and universities before they can be accepted in the system. In addition it gives teachers an opportunity to gauge themselves whether they should stay in the system or leave. It further exposes teachers on probation to interact with experienced teachers in the system.

2.6 Challenges during probation

All probationers experience challenges during the probation period. These challenges lead teachers to have a poor entry perception into teaching, orient them to poor teaching strategies, and force them to seek transfers to other stations of teaching, or even to make them abandon teaching altogether (Dawo, 2011). In his research, Indoshi (2003) classified the challenges faced by NATs into four:-

- Students: - were described as naughty, lazy, dishonest, disrespectful and undisciplined among other things.
- Colleagues: - The more senior teachers who were supposed to be their mentors were reserved, uncooperative, uncaring, discouraging and dishonest.
- The principal: - Not open, uncooperative, withdrawn, uncaring and not interested in academic excellence.
- The School: - Poor working conditions, hostile community, remoteness, lack of resources and uncooperative parents.

According to Wanzare (2007), new teachers faced the following challenges: work overload, inadequate professional support, cultural shock, classroom management, and inadequate resources.

From the above studies, it is important that teachers on probation appreciate the fact that it will not be rosy in the field as they may have perceived at college. Diverse challenges can have negative effects on their teaching career such as being discouraged. The challenges are diverse and can be from pupils, teachers, management and the school environment, including lack of teaching and learning materials.

2.7 Probationary Issues in the Zambian Context

Subject to the constitution of Zambia, appointments to the Public Service are done by the President or by a Service Commissioner acting in the name and on behalf of the President. In the case of appointments to the Teaching Service (TS), the Teaching Service Commission, like other Commissions, also does it in the name and on behalf of the President. Other examples of commissions are the Police and Prisons Service Commission, Judicial and Public Service Commission.

Except where authority to make appointments has been delegated by the Service Commission, no appointment can be made without prior approval of the Service Commission (GRZ, 2003). All appointments to the Public Service are made:

- a) On probation with a view to admission as an Established Officer,
- b) On agreement providing for a fixed period of full or part-time service,
- c) On temporary service for a limited period.

It is important to note that no person below the age of 18 years or above the age of 45 shall be appointed on probation. On appointment to the Public Service, an applicant may be required to pass public service obligatory examinations or any other examination as may be deemed necessary. A letter of appointment shall be issued and the date of appointment shall be the date the officer reports for duty.

An officer appointed to the Public Service on probation shall not be admitted as an Established Officer until he or she has completed a minimum of six (6) months satisfactory service. It is the duty of the supervising officer to ensure that officers on probation are given adequate opportunity to qualify for admission as Established Officers.

Probationers should understand and be availed the Regulations for Public Service. This will help them to position themselves with the knowledge of what is expected of them whilst they are on probation.

2.8 Confirmation of Teachers on Probation

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.

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)

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.

2.9 Termination of appointment

A Service Commission may terminate the appointment of a probationer in Division 1 at any time by giving the officer one (1) month's notice in writing, exclusive of leave or by paying the officer one (1) month's salary in lieu of notice, while those in Division 2 and 3 may be dismissed by the Responsible officer at any time by giving them one (1) month's notice in writing or by paying them a salary of one (1) month in lieu of notice (GRZ, 2003).

The above information is important for probationers. They should know how and who can terminate their appointment and the associated payments after termination of employment.

2.10 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 recognized 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 motivated teachers.

Different scholars define motivation differently:

Wlodkowski (1985) defines the term as those processes that can:

- (i) arouse and instigate behavior,
- (ii) give directions or purpose to behavior,

- (iii) continue to allow behaviour to persist, and
- (iv) lead to choosing or preferring a particular behaviour.

Matlawe (1986) defines motivation as a complex internal state that activates and moves an individual as well as the process governing individual choices among different forms of voluntary activities. In case of teachers, their motivation, according to Matlawe, will come from their inner being and it will be their choice to work according to their preference.

Hoy and Miskel (1991) define motivation as a combination of factors that start and maintain work-related behaviour towards the achievement of goals. Their 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 (2005) says motivation is essentially about what drives a person to work in a particular way and with a given amount of effort and enthusiasm. In a book published earlier, 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.

Motivation is also described as the process whereby an individual is given an opportunity to satisfy his needs by pursuing certain objectives. This process involves people creating and sustaining the desire to work to attain goals in an organization. Human beings who portray motivated behaviour direct this towards satisfaction or reduction of needs.

Different things, however, motivate different people. If a pay rise motivates worker A, worker B might be motivated by being recognized. There are several theories of

motivation which managers should apply to assess which ones are applicable and appreciated by their subordinates.

According to MoE (1992: 87) other factors of importance for the motivation or morale of teachers relate to the professional and administrative support with which they are provided and to their standing as professional and community leaders. But teachers also stand in need of efficient and prompt administrative support. Although the procedures for postings and transfers and for dealing with requests and grievances are well established, the administrative machinery often fails to function smoothly and in consequence many teachers lack confidence in the administrative system that supports them.

Bauleni (2005: 69) lists some positive effects of motivation on staff. These include:

- High staff morale (enthusiasm)
- hard work (conscientiousness)
- high productivity/quality service
- Creates confidence /trust in the senior management by junior staff

Carysforth and Rowlinson (1996) argue that the key motivating factors for everyone are factors such as being rewarded for effort and results and they include guidelines on motivation such as making sure good performance is recognized through any company scheme.

In any work place, employees apply for and accept jobs upon being satisfied with the conditions of service. It is every employee's wish to have the conditions of service met. Conditions of service in the public service include among others: "The duty of a supervising officer is to ensure that officers on probation are given adequate opportunity to qualify for admission as Established Officers" (MoE, 2003: 9). Contrary to this,

officers work for years without being confirmed. Most times reasons for not confirming them are not even availed to them. This is contrary to section 16 of GRZ (2003) which states that: “An officer on probation who is not suitable for admission, as an Established Officer shall be informed of the reasons why he/she has failed to qualify for confirmation and given time to make representations”.

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.

2.11 Quality Issues in Education

According to MoE (1996, 26), one of the main purposes of the school system is to provide quality education to all students. This is because a nation’s economic prospects follow the learning curve of its children, and in this case quality is emphasized. However, quality in education has become a growing concern in Zambia. Because of its importance, it should involve all stakeholders in the education sector as explained below:

Quality, a word used almost every day, is very difficult to define.

Quality may reflect individual values and interpretations.

Quality is often multi-dimensional; it may subsume equity and efficiency concerns.

Quality is dynamic; it changes over time and context.

Quality may be assessed by either quantitative or qualitative measures.

Goals of quality may conflict with efficiency, equity or other goals.

The meaning of quality is grounded in values, cultures and traditions;

It may be specific to a given nation, province, community, school, parent or individual student (<http://pdf.usaid.gov/pdfdocs/PNACA245.pdf>).

Quality is defined differently by different scholars and it has different interpretations. Armstrong (1999) defines quality as “All characteristics of a product or service that make it possible to satisfy a given need”. Kelly (1999: 299) says quality can imply efficiency in meeting set goals or as something more in relation to the pursuit of excellence and human betterment. In this vein quality can be attributed to inputs and outputs from the educational system. Inputs include pupils, financial resources, teachers and materials whereas outputs include pupils with skills learnt or wasted. So quality plays a major role in the delivery of learning. In this case it is viewed in terms of process or achieving excellence in respect of a particular characteristic that is thought to be valuable. This will assist to multiply and diversify human competencies that are required to sustain the ideal of autonomous active participation in the development process, (Kelly 1999, 80).

However, Kelly (1991) and Chipindi (2009: 9) are quick to point out that the benchmarks of quality in the educational system may include the size of the classes, teacher morale, availability of teaching and learning resources, the length of contact between instructors and learners.

Many nations, Zambia inclusive, witnessed the construction of schools and increased class enrolments without the expected improvement in pupil performance (MoE, 1992, 11). The quantitative expansion of schools, colleges and universities has been achieved, however at great educational cost. In other words, the price that has been paid for the quantitative developments that are so striking is a serious deterioration in the quality of education. This was so because access to education led to over enrolment. It was the government’s policy to see every eligible child in school. However, there were too few schools to cater for the growing populations. MoE (1996:15) alludes to this when it says, “the lower and middle basic school system is able to admit about 90% of the children aged between 7 and 13 years. This relatively high gross enrolment ratio has declined since 1985, when the schools could admit 95% of the children. The decline is due to the failure to expand school infrastructure to match the needs of the rapidly growing child population”.

Despite the satisfaction of seeing enrolment rates and years of school attainment rise, these education quantity indicators had limited impact on economic outcomes. Recent findings in economic growth accounting research reveal that it is the quality of a school system – measured by the cognitive skills attained by the students that primarily contribute to a country’s economic growth. A country’s performance on international learning basements – covering reading, math and science – accounts for 64% of the variation in economic growth trends over decades. A 10% increase in the history in share of students reading basic literacy translates into a 0.3% point higher annual growth rate for that country (Hanushek and Woessman, 2009).

This unfortunately was not the case in Zambia. The over enrolment of pupils in schools, led to a serious lack of teaching and learning materials and added an extra load on teachers. MoE (2010) affirms this when it wrote that “Provision and use of text books is 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, 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.

The above scenario led to frustration amongst teachers who not only had inadequate teaching and learning materials but also faced the challenge of having to teach a large number of pupils and had more books to mark. This led to further frustration especially for unconfirmed teachers who saw their efforts as not appreciated by government.

Educational quality also includes recognition of student progress in meeting or exceeding appropriate standards. These standards evolve from agreed-upon learning objectives in specified knowledge, skills, attitudes and values. Student achievement, particularly in numeracy and literacy must be set in measurable terms (MoE, (2008: 24). In other words at a certain point pupils should be able to meet certain levels of attainment in numeracy and literacy. The achievement levels remain low in the country across all provinces. There is

need therefore to address the challenge of quality. The same energy with which the country fought to improve access should be the same energy it should use to achieve quality.

To echo Kelly's words, from the above study, a teachers' morale is of utmost importance. If the teachers' morale is low, then automatically the quality of teaching will be poor as already alluded to. This study, therefore, hopes to find a remedy to delays in teachers' confirmation in appointment so as to boost their morale.

2.12 Human Resource Management

a. Management

Management is a process of efficiently getting activities completed with and through other people. The management process includes the planning, organizing, leading and controlling activities that take place to accomplish objectives (De Cenzo and Robins, 1998).

Kreitner (1995) defines management as the process of working with and through others to achieve organizational objectives in a changing environment. He states that central to this process is the effective and efficient use of limited resources. Blandford (2004) defines management as the achievement of institutional objectives through other employees.

Bauleni (2005: 6) defines management as a process of running any given institution and accomplishing its tasks through the tasks of other people, for example teachers, clerical and auxiliary staff in the institutions of learning.

Mullins (2007: 411) regards management as taking place within a structured organizational setting with prescribed roles directed towards the attainment of aims and objectives through the efforts of other people using systems and procedures.

We can therefore define management generally as the process of planning, organizing, leading, coordinating and controlling the resources of the organization to achieve stated organizational goals as efficiently as possible. Since it involves using people, it is important that they are motivated in order to realize institutional objectives.

b. Managing Human Resources

Human Resource Management (HRM) is concerned with the 'people' dimension in management. Since every organization is made up of people, acquiring their services, developing their skills, motivating them to higher levels of performance and ensuring that they continue to maintain their commitment to the organization are essential to achieving organizational objectives.

According to Cheatle (2001: 3), good human resource management is highly influential in affecting key business decisions and forming strategies about new products and markets. Apart from securing the right human resource it also provides effective in-house management. It also needs to be seen to be adding value to the organization's effectiveness. This can be done in several ways such as hiring, training, promoting, motivating, disciplining and firing. Mastering human resource management is often the key to business and organizational success as people are increasingly an organization's most expensive, valuable and challenging asset.

Human resources are the key reasons for development in any organization. Without them, the organization would not be able to deliver any meaningful product or service to their clients. Human resource like any resource can be used wastefully or underutilized, below their potential. On the other hand, human resource can be used to inspire people to be highly productive after motivating them. This drives an organization to achieve its objectives. Human resource

management is what drives people to give their best in today's turbulent working scenarios.

Kelly (1999: 73) also alluded to the importance of human resource management when he said that people are more important than natural, industrial or financial resources. The importance of balanced integral development of human potential is recognized universally. Many factors are needed in order to maximize human resource management.

One of them is good leadership. Cheatles' words come in handy when dealing with this sensitive issue of delays in teachers' confirmation. The negative aspect is de-motivation. If teachers are confirmed on time, it will enhance a positive attitude towards work. The key objective of a teacher will be achieved as performance will improve and it will lead to a high degree of effectiveness.

c. Leadership

Robbins and Judge (2009: 49) define leadership as the ability to influence a group toward the achievement of a vision or set goals. Unfortunately not all leaders are able to lead effectively. They fail to achieve set goals because of the poor leadership qualities. However, in today's world, we need leaders who should challenge the status quo and create visions of the future and to inspire organizational members to yearn to achieve their visions. This, coupled with other leadership qualities, will help lift any organization to greater heights.

Cole (1995: 194) says leadership is a social process, in which one person in a group harnesses the knowledge, skills and motivation of the other members in the attainment of group goals. Leaders play an important role in any organization.

In view of the above, in today's world, we need leaders who should challenge the status quo and create visions of the future and inspire organizational members to

yearn to achieve their visions. This coupled with other leadership qualities will help lift any organization to greater heights. Head teachers can take a leaf from this and be exemplary leaders by following laid down procedures and not to underplay the importance of the confirmation process.

d. Human Resource Development

Nadler (1984) defines Human Resource Development (HRD) as organized learning activities conducted within a period of time to increase the possibility of improving job performance and enhancing individual and organizational growth. Employees must be seen as people who have their own needs, desires and values and their self worth must be maintained.

According to Kamwengo in Msango (2000: 174), the unprecedented growth of HRD during the last three decades has demonstrated the need for effective and efficient management. After all, the success of developmental human resource depends a great deal upon management. As earlier alluded to, management is there to control, coerce, motivate and encourage. If management is weak, it is inadequate and ineffective and this will be seen in the way workers carry out their activities which will bear little fruit. It will actually be difficult to achieve institutional goals.

Teachers play a significant role in the education sector. They are important stakeholders who must be well looked after in order for them to deliver quality education. Denying teachers their basic conditions of service is tantamount to human rights violation. It is therefore important that teachers are well motivated and have good leadership in their schools if high performance in the delivery of the educational system is to be achieved.

2.13 Bureaucracy

Bureaucracy comes from the word *bureau* (a French word borrowed into Germany and English) which means a desk or an office. Bureaucracy is a rule conducted from a desk or office by the preparation and dispatch of written documents. The major advocate of bureaucracy was Max Weber, (<http://www.humanities.mq.edu.au/Ockham/y64109.html>).

It is a concept in sociology and political science which refers to the way that the administrative execution or enforcement of rules and regulations is socially organized. This office organization is characterized by regularized procedure, formal division of responsibility, hierarchy and impersonal relationships.
<http://en.wikipedia.org/wiki/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.

a. Elements of Bureaucracy

For us to understand how a bureaucracy works it is important to mention a few of its principles.

Cole (1995: 29) lists down the following elements:-

- A continuous organization of functions bounded by rules
- Specialized spheres of competence i.e. specialization of jobs and limited allocation of authority.

- A hierarchy of offices, where jobs at one level are subject to the authority of jobs at the next higher level.
- All appointments are made on the basis of technical competence.
- The officials of the organization are separated from its ownership.
- Offices exist in their own right, and job-holders have no rights to a particular office.
- Rules, decisions and actions are made explicit and recorded in writing.

One major weakness of a bureaucracy is obsessive concern with the rules. There is no modification when new cases arise, meaning that, officers only deal with problems that have previously been encountered and programmed rules have been established.

b. Criticism

Though bureaucracy has its advantages, it also has its limitations. These have been echoed in many organizations. A vertical hierarchy of authority can become chaotic and conflicts of competencies can occur. There have also been documented cases of nepotism, bribery and corruption among other vices. Anarchy, can counter the rule of impersonality and recruitment and the promotion system will not be based on merit. Officials in a bureaucracy also try to avoid responsibility by avoiding documentation of some procedures.

Other common problems in bureaucracy include overspecialization, rigidity and inertia of procedures in making decisions slow or even impossible or simply delaying change. In the extreme examples, bureaucracy can lead to the treatment of individual human beings as impersonal objects. This unfortunately is the scenario obtaining on the ground in the Teaching Service. There have been numerous complaints by teachers and other workers about cases of missing files, files not worked on and not being attended to on time. This leads to a loss in working hours and de-motivates the teachers. It may also provide fertile

ground for corruption. The government must address these issues quickly in order for the Civil Service to operate smoothly.

2.14 Educational Planning

Planning is defined differently by different scholars. Dror (1971: 3) described planning as the process of preparing a set of definitions for action in the future. In this context planning is directed at achieving goals by optimal means. Kaufman (1972: 6) views educational planning as a projection of what is to be accomplished to reach valid and valued goals.

Educational planning can take place at either the macro or micro level. Planning at these levels may involve either budgeting or forecasting of activities.

Planning is a continuous process and it involves systematic stages. It is a rational approach which involves proper resource mobilisation and utilisation. Planning is important as it helps to achieve effectiveness, efficiency and help an institution achieve set goals or objectives.

Bauleni (2005: 79) likens planning to navigation. In this the navigator lays out a plan and sets a course towards an objective. The navigator should constantly recheck the position as he or she proceeds towards the goal, and correct any errors or unforeseen circumstances.

Kelly (1999: 75) alludes to the fact that education cannot make meaningful development unless, it is planned. In his own words, Kelly says: “The Addis Ababa Conference notes that education cannot make its fullest contribution to economic development unless it is particularly geared to the needs of economic development”. Planning is an integral part of national development. It is a management process and is a catch word in our daily lives. Planning ensures that there is an orderly approach to carrying out activities.

In this context, use of statistical data by the Ministry of Education is important. The Ministry of Education should know how many teachers are deployed yearly. After a year

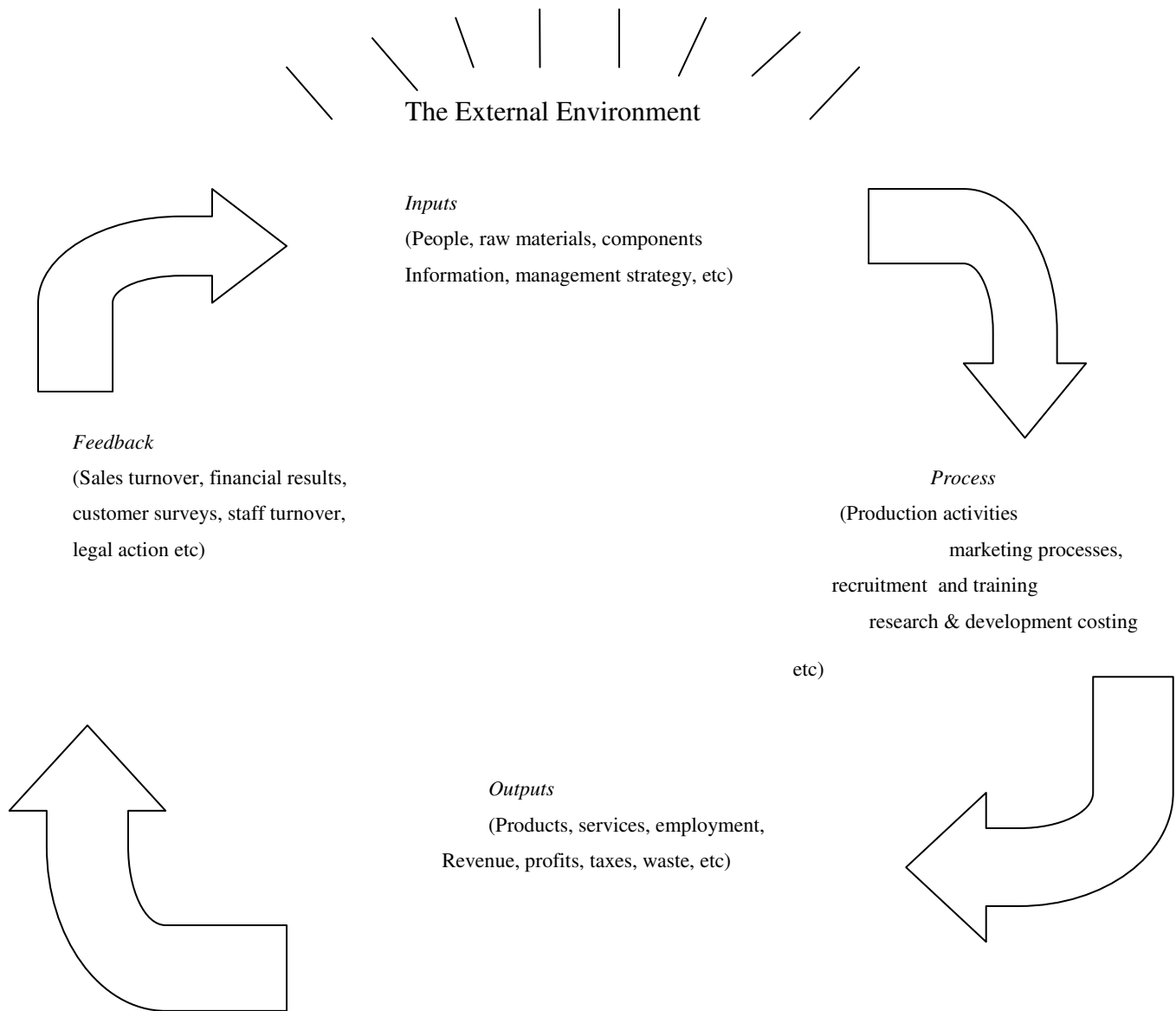
an analysis could be done to see how many of those teachers who were deployed the previous year had been confirmed and necessary action can then be taken. This could avoid a backlog of unconfirmed teachers as is the case at the moment.

2.15 Educational Institutions as Systems

Cole (1995: 51) defines a system as a collection of interrelated parts forming a whole. A typical example of a system is the human body or any machine. These are made up of different parts yet these integrate with each other in the production of desired outputs. Systems may be closed or open. Closed systems are those which are effectively self-contained and do not interact with their environment. Most systems, however, are open, in which interaction with the environment is crucial to their operation. Such systems absorb inputs from their environment, convert them and return them into the environment. Organizations are systems because they are divided into different parts or sections or departments. Likewise, schools as institutions are systems because they operate alone and independently, yet they also integrate with the Ministry of Education, while the Ministry of Education is also a subsystem of the Government.

Schools are known as open systems as they interact a lot with their environment on which they rely for obtaining and discharging their essential inputs and outputs. All human organs, schools inclusive, are open subsystems as they deal within the larger social system. They receive inputs in the form of human and material resources from the larger system, while giving out outputs in the form of products, services or rewards to its members as well as the larger system.

In the systems theory, there are four main parts, namely: inputs, conversion or transformation process, outputs and feedback. Feedback of results is an important aspect of organizational systems as they endeavour to supply the needs and demands of their users (Cole 1995: 51). In relation to schools, feedback during the confirmation process will be of utmost importance as teachers will know why their confirmation cases take long or the documents needed by higher offices.



Source: Cole (1995: 52)

The open system is of paramount importance as an organization can only be effective and efficient if it recognizes the above order and realizes that no single part is of little significance and that whatever happens in one part affects the other parts.

Amongst these is motivation. Motivation as we know, affects the teacher's performance. 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. This will in turn enable them to go on study leave, get loans and be promoted. In turn, when teachers are confirmed, chances are that their teaching will improve, resulting in positive gains for pupils and the education system at large.

According to Cole, when this theory is applied to schools, teachers and pupils can be singled out as inputs. How management treats the teachers refers to conversion/transformation process. These organizations' managerial and technological abilities are applied in order to turn inputs into outputs. The inputs (teachers) and conversion process (pupils) are the foundation stages of organization activity and the way these two combine greatly affects the quality of outputs (pupils). So many factors play a role in the conversion /transformation process. It is most important that management attends to all needs of teachers in order to achieve quality outputs.

2.16 Decentralization

Kelly (1999: 236) defines decentralization as the process whereby decision-making and other functions are transferred from the more central structures to local structures of government and its ministries to local level structures. Kelly goes on to explain this as simply letting the lower level do for themselves what they can do alone (not allowing the higher level to do for lower level what they can do for themselves). Accordingly, the government adopted the policy of decentralized control and management of the education systems. This was affected through the establishment of Education Boards at school, college and district levels (MoE, 1996: 127).

It is therefore true that in larger organizations decentralization is necessary. Mbamba (1992) argues that decentralization is the delegation of certain decisions to lower levels. However, there should be one central point in the organization which exercises overall directional control of all its parts called centralization.

In the case of the Ministry of Education, it is imperative that decentralization is carried out immediately. Stannard (1970: 70) alludes to this fact when he says officials of the Ministry of Education are aware of the poor reputation which it has in schools with regard to efficient or systematic personnel management. He says the MoE has been the direct consequence of the huge expansion of the school system which has not been accompanied by any corresponding expansion at the MoE establishment. As a result of this expansion the Ministry of Education is overwhelmed by the amount of work that it has to carry out. The confirmation of teachers can be decentralized to the district level to avoid the long bureaucratic procedures which are followed at the present. 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 HQ 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 TSC (MoE 1996: 129).

Kelly's observation on decentralization ably fills in the gap. Government, in its desire to decentralize, should carry it out in areas where there are problems. School boards were created and the essence of this was to carry out, among other activities, the confirmation process effectively. However, some areas have not yet been fully decentralized and they need urgent attention. This will not only be cheaper to the MoE but to all other stakeholders in the ministry.

2.17 Policy issues in education

Many scholars have come up with different explanations as to what a policy is. According to <http://www> the free dictionary, a policy is a plan or course of business, intended to influence and determine action and other matters”. It is based on the way things are and how they should ideally be. Policies express the power of the state which has the authority to establish practices.

According to <http://> encyclopedia, “education policy refers to the collection of laws or rules that govern the operation of education systems”. Systems include among others primary schools, high schools, colleges and universities. Therefore, educational policy can directly affect the education people engage in at all stages. A policy in education is normally a response to a problem or set of problems in the education sector. For example, in the past there had been problems of many girls dropping out of school prematurely due to pregnancies. This necessitated the introduction of the re-entry policy which allows girls to get back into school after delivery. The other problem encountered in the education sector was the low completion rates by pupils and low enrolment. This prompted the government to introduce free education in 2000.

The main objective of policy in education is to bring about an idealized solution to a problem in an identified area of the education system. Policies in education manifest the authority and power of the government. One of the powers a policy can express is to pronounce or initiate new practices. The problem at hand is the delay in teachers’ confirmation in appointment. This problem was acknowledged by the then Minister of Education, Dora Siliya, when she directed the Permanent Secretary to confirm teachers (*Times of Zambia*, 20.01.10). She directed the Teaching Service Commission to ensure that teachers were confirmed. She said that in government a person was supposed to work for six months only before he or she was confirmed. It was therefore shocking that there were a lot of cases where people worked for more than six months without being confirmed. She went on to say: “If we see that certain things are not working well, then we should change them. Mistakes are made by people and so they can be corrected by people”.

According to <http://www> the free dictionary, a policy is a plan or course of business based on the way things are and how they should ideally be. In the real sense, confirmation should not take more than a year. However, this is not the case in the education sector. The government has the power and the right to change the policy. This takes us back to the issue of creating a policy that will eliminate a problem that has been identified, and in this case the delay in confirming eligible teachers in appointment.

This chapter reviewed relevant literature related to professional requirements of a teacher on probation. It also defined and described probation in the teaching profession. It further looked at issues of quality and effectiveness of unconfirmed teachers as well as other relevant issues such as Motivation, Human Resource Management, Decentralization, Bureaucracy, Planning, Schools as Systems and Policy Issues in Education. All these issues are directly related to education in general and the teacher in particular. The next chapter will discuss the research methodology used in the study.

CHAPTER THREE

METHODOLOGY

The last chapter reviewed literature related to the study. This chapter presents the research methodology. The elements presented and explained here include research design, target population, sampling procedures, research instruments, procedures for data collection, the process of data analysis and ethical considerations.

3.1 Research Design

The study was designed in form of a survey. According to Becker and Harnet (1987), a survey is a research method which employs questioning as a strategy to elicit information. This design was adopted because it allowed a collection of small amounts of data in a standardized 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. The study used both qualitative and quantitative methods. The qualitative method was used in order to verify and further probe quantitative data provided by the respondents in the questionnaires. The researcher also used both primary and secondary data. Primary data were obtained using questionnaires while secondary data were obtained from the internet, reports, books and newspapers.

3.2 Target Population

According to Kombo and Tromp (2006: 77), a population is a group of individuals, objects or items from which samples are taken for measurement. It also refers to an entire group of persons or elements that have at least one thing in common.

The target population of this study consisted of all basic and high school teachers in Lusaka Urban District. Lusaka Urban District was chosen because it is the biggest district in Lusaka Province. At the time the research was being conducted, there were 117 basic and high schools with 8,545 teachers, (GRZ, 2011). The population consisted of all basic and high school head teachers and human resource officers from the DEBS, PEO, MoE HQ Offices, and Commissioners from TSC.

3.3 Sample Size

A total of 128 respondents were selected from all the schools and offices as follows:

- 96 teachers from basic and high schools
- 24 head teachers from basic and high schools
- 2 officers from DEBS office.
- 2 officers from PEO's office.
- 2 officers from MoE HQ
- 2 officers from TSC.

3.4 Sampling Procedures

In order to come up with the required 24 schools, the names of both basic and high schools from each of the eight zones were written down alphabetically, and whichever school came first in the alphabetical order was picked in that zone. In each zone, there was a zonal school and all the eight zonal schools were purposively selected.

Head teachers from both the basic and high schools selected were purposively picked and became part of the study sample. Four teachers were selected from each of the twenty four selected schools to give us the required number of ninety six. This meant picking two confirmed teachers and two unconfirmed teachers from each school. Two Human Resource personnel from the DEBS, PEOS, MoE HQ were picked as well as two commissioners from the TSC.

Where there were more than two teachers in the each category, teachers' names were written down alphabetically and whichever names came first in the alphabet, were picked. The researcher also gave equal chance to both genders. In cases where teachers' names began with the same letter, the highest number of teaching years was considered.

3.5 Research Instruments

Different questionnaires were distributed to different target groups as each group represented a different interest group. These were confirmed and unconfirmed teachers, head teachers, the DEBS officers, the PEOS officers, MoE HQ officers and the TSC. Questionnaires were used in order for the respondents to give their independent responses in the way they saw things.

The study used semi-structured interview guides and focus group interview guides as well, for all target groups, in order to act as a follow up to the responses that they had provided in the questionnaires.

3.6 Data Collection

Most questionnaires were administered in person to the intended groups in order to clarify any queries that the respondents may have had and to ensure that all questionnaires reached all intended target groups and were collected in person. However, the researcher left questionnaires with the head teachers for those teachers who were not

available. Proceedings of semi-structured interviews and group discussions were recorded electronically using a phone recorder and then transferred to the computer hard drive for amplification during playbacks.

3.7 Data Analysis

Data analysis was done both qualitatively and quantitatively. Quantitative data were put into different themes as different groups gave different responses from one another. These themes were then entered on excel computer programme in order to come up with tables that helped to analyze the data from questionnaires and to convert them into percentages.

Qualitative data were recorded electronically on the phone memory using a phone recorder and were interpreted from the point of view of the researcher and respondents: in the way they understood the questions asked to them. These were confirmed/unconfirmed teachers, head teachers, human resource officers and Teaching Service Commissioners.

3.8 Ethical Considerations

Regarding issues of ethical nature, consideration was made to keep the names of respondents anonymous. Consent was also obtained from the participants before allowing them to participate in the study or taking their photos. They appended their signatures on the questionnaires as proof of freely consenting to participate in the study.

This chapter looked at the research methodology. These are the methods that were applied when carrying out the research. The chapter also looked at the instruments used in data collection. The next chapter looks at the findings of the study. These were derived from the questionnaire, FGI and observations.

CHAPTER FOUR

FINDINGS OF THE STUDY

The previous chapter looked at the research methodology. This chapter presents the findings of the study which aimed at investigating the factors contributing to delays in teachers' confirmation in appointment. The findings are presented based on the objectives of the study.

4.1 Major causes of delays in teachers' confirmation in appointment

The main purpose of this study was to investigate what causes the delays in confirming teachers in their appointment as Established Officers. The data clearly revealed that the factors that contributed to delays in teacher confirmation were basically, late submission and failure to submit all required confirmation documents, different information on different forms, forms not duly completed and signed, missing documents at DEBS Office and shortage of HRO at DEBS Office. Other factors included lack of feedback to teachers, forged certificates, teachers' passiveness, failure by unions to intervene and lack of orientation of head teachers.

4.1.1 Late submission of forms and failure to submit all forms

A notable factor delaying the confirmation of teachers was the late submission of forms. One head teacher consented to this and said that the common challenges he encountered were late submission of documents by teachers who complained of the cost of photocopying especially when they were asked to re-submit the forms.

The other challenge he mentioned was that the appraisal forms and letters of appointment were complicated and not easy to understand. (See appendix L and N). The HR officer at DEBS office mentioned that the paramount challenge at her office was missing documents from schools which were not submitted to her office. In her opinion, this was as a result of too many documents that had to be completed. She cited other public services which had as few as three documents unlike the eleven documents which the TS had. She went on to say that teachers filled in these documents when they were deployed, so it was just a repetition to fill them in again before confirmation. The HR officer at MoE HQ however disputed this and said that every appointing authority had its own processes and procedures. However, there were plans to have TS Form 1 and 2 replaced by one form. These are used by primary and secondary school teachers (see appendix P and Q).

Teachers failed to submit all required documents when head teachers requested them to do so because some teachers did not have some required documents such as academic certificates. They also lacked Accounts Form 81 or arrival advice forms, medical forms and other required documents. Yet another factor was inadequate qualifications. What was happening was that, those who did not have the qualifications ended up submitting forged certificates or even other peoples' certificates. These were inevitably rejected and resulted in a delay.

The common mistakes that TSC officers came across when they toured provinces were that some head teachers did not forward all qualifications of their teachers because of alleged petty jealousies. As a result, teachers missed opportunities to be promoted. The other mistakes were missing documents such as copies of National Registration Cards (NRCs), police reports and certificates. Accordingly, the process cannot proceed if any document was missing. Immediately they noticed that there were documents missing, the TSC wrote a report to the PS outlining all anomalies for onward transmission to schools.

4-1.2 Different names and dates of birth on documents

In some instances, information on different forms submitted to higher offices differed. For example, on the academic certificate the name might be different from the name on the professional certificate. In most cases there was no evidence to show, in the cases of females, that they were married and used their spouses' names. These names were usually counter checked on TS. Form 2 (see appendix Q). This form is supposed to be signed by college principals before a teacher is deployed but this was usually not done. Another example was different dates of birth on different documents. This made it difficult to know which date to follow. If one was born on 20th September, 1988, the same date was supposed to appear on all the other documents. However, according to the HRO at PEOs Office, this was not the case; hence the delay as the forms had to be sent back to the teachers for correction. She also talked of computer errors where officers copied and pasted the letters on the computers. In the process, they forgot to change some particulars of teachers. For example, the name would be correct but the T.S number would be wrong and vice versa.

4.1.3 Missing documents at DEBS Office

The problem of missing documents at DEBS Office seemed to be the biggest challenge faced by head teachers. Head teachers interviewed said that the missing of documents had so many negative repercussions. It was costly and time wasting to name a few. This is whereby documents are filled in by teachers, recommended by head teachers for confirmation and then forwarded to DEBS Office for onward transmission to higher offices. While schools were waiting for confirmation letters to come, they did get instead, letters from DEBS Office requesting them to re-submit the same documents. The previously submitted documents were usually nowhere to be found. This greatly upset the teachers affected.

4.1.4 Shortage of human resource officers at DEBS Offices

In Lusaka Province, Lusaka District is the biggest district with 117 schools and over 8,000 teachers with only two qualified HR officers. These were inadequate, as these officers not only dealt with confirmation cases, but other cases as well such as recruitment, placement, transfers, promotion and staff welfare. They also had to attend to other clients and other cases apart from the teachers, which left them completely exhausted and overwhelmed with the amount of work. The officer said that from time to time, teachers were asked to assist in the department, but these were not trained and could not handle all matters.

4.1.5 *No feedback*

In any situation, feedback is important. Yuki (2006) defines feedback as messages or information that is sent back to the sources from where the message came. In the case of teachers, when confirmation forms are submitted to DEBS Offices for onward transmission to higher offices, it is imperative that teachers are given feedback in cases where their forms are not processed. When teachers were asked if they were given any feedback during a FGI, they all said that no reason had been given to them for the delay in confirming them. They feared that they could be repeating the same mistakes as they submitted the forms again and again. Most teachers were in the dark concerning their cases as shown in the table below. When asked if the DEBS Office gave feedback to schools, the HR officer confessed that there was communication breakdown between the DEBS Office and schools. However, she was quick to point out that head teachers were to blame as they were the immediate supervisors to the teachers so they should know which teachers were not confirmed and follow up their cases.

Table 1: Have you been given any feedback? (Unconfirmed)

<i>Response</i>	<i>Frequency</i>	<i>Percent</i>
<i>YES</i>	<i>04</i>	<i>8.3</i>
<i>NO</i>	<i>44</i>	<i>91.7</i>
<i>Total</i>	<i>48</i>	<i>100</i>

In table 1, the respondents were asked to indicate in the questionnaires if they had been given any feedback as to why they were not being confirmed. Four (8.3%) were given feedback while 44 respondents representing (91.7%) were not given any feedback. In other words, they were not told why they were not being confirmed.

4.1.6 Teachers' passiveness

On the question of how many times teachers had submitted forms for confirmation, the majority cited more than four times. This was quite surprising as teachers are supposed to submit forms once for confirmation and wait for a feedback. However, in schools there were situations where teachers were asked to re-submit forms and they did so. One possible reason for this could be the trust and confidence teachers have in their supervising officers. It was noticed that no follow-up procedures or steps were taken to ensure that the forms sent earlier were worked on or to find out the reason why there was no feedback.

Table 2: No of times submitted forms (unconfirmed and confirmed)

<i>Duration</i>	<i>Frequency</i>	<i>Percent</i>
<i>Once</i>	<i>33</i>	<i>34.4</i>
<i>Twice</i>	<i>19</i>	<i>19.8</i>
<i>Three times</i>	<i>12</i>	<i>12.5</i>
<i>Four times plus</i>	<i>23</i>	<i>23.9</i>
<i>Missing</i>	<i>03</i>	<i>3.1</i>
<i>Unspecific</i>	<i>06</i>	<i>6.3</i>
<i>Total</i>	<i>96</i>	<i>100</i>

Table 2 shows the number of times, both the confirmed and unconfirmed respondents submitted their documents for processing. Thirty-three (representing 34.4%) respondents submitted their forms once. Nineteen (19.8%) submitted their forms twice, while 12 (12.5%) submitted theirs three times. There were 23 (23.9%) respondents who submitted their papers four times or more and 03 (3.1%) did not indicate how many times they submitted their forms. Six (6.3%) of the respondents did not specify the number of times they had submitted the documents.

Lack of Teacher Unions' Intervention

Table 3: Unions teachers belong to/Action taken by union (unconfirmed)

<i>Union belong to</i>	<i>Frequency</i>	<i>Percent</i>	<i>Done something</i>	<i>Done nothing</i>	<i>Percent</i>
<i>BETUZ</i>	<i>09</i>	<i>18.8</i>	<i>0</i>	<i>09</i>	<i>18.8</i>
<i>SESTUZ</i>	<i>12</i>	<i>25</i>	<i>0</i>	<i>14</i>	<i>29.2</i>
<i>ZNUT</i>	<i>18</i>	<i>37.5</i>	<i>0</i>	<i>18</i>	<i>37.5</i>
<i>NONE</i>	<i>09</i>	<i>18.7</i>	<i>0</i>	<i>06</i>	<i>12.5</i>
<i>MISSING</i>	<i>-</i>	<i>-</i>	<i>0</i>	<i>01</i>	<i>2.0</i>
<i>Total</i>	<i>48</i>	<i>100</i>	<i>0</i>	<i>48</i>	<i>100</i>

The data above revealed that 09 (18.8%) belonged to BETUZ whereas SESTUZ had 12 (25%) members. ZNUT had 18 (37.5%) members and 09 (18.7%) did not belong to any union. Teachers' responses to what unions had done about their problems were all in the negative.

4.1.7 Lack of orientation for new head teachers

In any organization, turnover of workers is inevitable. This is also not uncommon in MoE. Head teachers retire or die and new ones are appointed. However, the two human resource officers at DEBS Offices confirmed that new head teachers who are appointed are not oriented on the confirmation process. If new head teachers are not informed about the process, then there are bound to be delays as they will not know where to begin from or what forms their teachers need to submit.

4.2 The Effects of Delays in Confirmations on Teachers' Performance

The second objective of the study was to assess the effects the delay in confirmation in appointment had on teachers. The teachers pointed out that the delay in confirming them in appointment de-motivated them in several ways.

Firstly, unconfirmed teachers could not go on paid study leave; neither could they go on vacation leave. This meant that they could not even be offered any scholarship to study locally or abroad. Secondly, they could not compete for promotion as only those confirmed in appointment were eligible for promotion. This resulted in their salaries being static.

Thirdly, unconfirmed teachers wasted time and spent money photocopying documents, going for medicals and having fingerprints taken at Police Stations. This delay left most of the teachers frustrated. It led them to lose morale hence affecting their input to work. Above all it made them lose confidence in their employer. Graduate teachers said that they could not apply for recruitment and retention allowance as they had not been confirmed.

All in all, unconfirmed teachers felt that their jobs were insecure as they could be fired at any time. The delay in confirmation resulted in de-motivated teachers. Their input at work was reduced. They also lost trust in their supervisors who they accused of 'sitting on' or keeping the forms in their offices, especially when they were asked to re-submit the forms.

4.3 Teachers' expectations and their recommendations

The third objective of the study was to find out teachers' expectations on confirmation and their recommended solutions. Teachers on probation had a lot of expectations on issues concerning their confirmation in appointment. In both questionnaires and during focus group interviews, they were asked to indicate their expectations and their

recommendations on the best way to speed up their confirmation in appointment. Below are some of their expectations and suggested solutions.

4.3.1 Teachers to be confirmed within six months

Teachers expected as per conditions of service for the confirmation process to take place within six months. They expected this to be made mandatory for all officers on probation.

4.3.2 Decentralize the confirmation process

They alleged that the process of confirmation was too long and suggested that the process be decentralized and all confirmations to take place at the DEBS Office. The TSC should just ratify the confirmations.

4.3.3 DEBS Office to be split into two.

Lusaka District has 117 schools. These are manned by two HROs. Teachers felt that for the district to function effectively, it must be split into two. This will create room for efficient services. Other respondents felt that there was need for DEBS Office to increase the establishment of HR officers to cater for the many schools in the district.

4.3.4 Creation of an electronic data base for teachers' record management

The confirmation process involves a lot of paper work. The management of this paper work can be a challenge. It can also pose a threat to the safe custody and retrieval of the required information. A number of respondents proposed the establishment of an electronic database for teachers at schools, at the DEBS, the

PEO, the MoE and the TSC Offices to have a database for all new teachers and use that instead of asking teachers to submit documents for confirmation.

4.3.5 *Feedback*

While a number of confirmation forms were completed and submitted to the TSC through proper channels, a number of teachers did not receive feedback as to why they were not being confirmed. They suggested that it was important that DEBS Offices informed them of the reasons why they were not being confirmed.

In this chapter, the findings of the study in terms of views of respondents about factors that cause delays in teachers' confirmation in appointment and the effects of the delays on teachers were presented. The following chapter will discuss the findings in order to further analyze the major causes of delays in teachers' confirmation in appointment.

CHAPTER FIVE

DISCUSSION OF THE FINDINGS

In the last chapter, the findings of the research study were presented. This chapter discusses the findings of the study in depth. The discussion is based on the objectives of the study which were as follows:

1. To establish the major causes of delays in teachers' confirmation cases in appointment.
2. To assess the effects of delay on teacher's performance.
3. To find out teachers' expectations on confirmation cases and their recommended solutions.

5.1 Causes of delays in confirmation

This study revealed that there were six major causes of delay in the confirmation of teachers. These were:

- Late submission of confirmation documents.
- Failure to submit all documents.
- Forms not duly completed and signed.
- Missing documents at DEBS Office
- Forged certificates.
- Different dates of birth and names on different documents.

- Lack of orientation of head teachers.
- Human Resources Officers shortages at District Education Board Secretary's Offices.

There were other minor causes but the study concentrated on the major ones only or those which came out strongly from all the respondents. These are now discussed in detail below.

i) Late submission of confirmation document

The Teaching Service Commission carries out its work like any other public office. During their working hours, they work on teachers' cases, which include retirements; confirmations and deployment (see Chapter 4). The District Education Board Secretary's Office from time to time wrote circulars to schools, requesting them to submit cases of recommendations for confirmations. This was to allow the District Education Board Secretary to work on the cases (for all teachers who were eligible for confirmation) and forwarded them to the Provincial Education Officer. What came out was that when teachers were requested to submit their application letters for confirmation, they did not submit at the time they were requested to do so. Head teachers alluded to this. From the findings, the reason for this was short notice given to them to do so. The process was also quite long and expensive. For example, they needed to have some documents certified and this was at a fee. They also had to go for medical checkup, which was expensive, just as they had to have fingerprints taken, which was also at a fee. In addition to that, they had to submit five sets of documents. These requirements delayed the submission of confirmation papers by teachers. This delay made the District Education Board Secretary to work under intensive pressure and this delayed the process even further.

ii) Failure to submit all documents

For the confirmation process to take place, there are eleven documents that have to be attached to the application letter. These forms are listed in the table below:-

Documents required for confirmation of teachers in appointment

<i>No.</i>	<i>Document attached</i>	<i>Status</i>
1	Academic and Professional certificates	Certified copy
2	Annual Performance Appraisal System (APAS) Form	Original
3	Standards Monitoring report	Photocopy
4	Recommendation for Confirmation (TS Form 8)	Original
5	TS Form 3 (letter of appointment)	Original
6	Arrival Advice Accounts 81	Original
7	TSC Form 1 or TSC Form 2	Original
8	Police (CID) clearance Report (ZP Form 83A) i.e. Finger prints report	Photocopy
9	CS Form B26 (Form of Vital Statistics)	Original
10	CS Form B25 (Form of Acknowledgement of Liability for loss or damage of Officers' Personal Effects)	Original
11	National Registration Card (NRC)	Certified Copy

Most of the officers interviewed in the study mentioned that not all of the above documents were attached to the letter of application. Unfortunately if any document was missing, the files for the officers had to be sent back to school. This usually took time and consequently resulted in delays. The human resource officer at DEBS Offices complained of too many forms required for submission. She was actually justifying the reason why

some teachers omitted some forms. However, when procedures are put in place, they must be followed in order for the system to run smoothly.

iii) Forms not duly completed and signed

A further issue of concern was the fact that not all documents presented to the higher officers were duly completed and signed. In the documents, there were parts for supervising officers to sign. If five sets had to be handed in, then all the five sets had to be signed by an officer. What happened was that, some documents were discovered not to have been signed as they went to higher offices. The researcher wants to echo the Teaching Service Commissioner's lamentation that head teachers were not being supervised constantly and had tended to relax. The head teachers in this case had a vital role to play. According to Edmonds (1968), "it is important that whilst on probation teachers are given the necessary help so that they can successfully complete the probationary period".

iv) Forged certificates

Another unfortunate development that led to delays in the confirmation of teachers in appointment was the presentation of forged certificates or certificates not presented by teachers on appointment. The Human Resource Officer at the Provincial Education Office said previously teachers could be confirmed as long as they had professional certificates from colleges or UNZA. This was because it was believed that everyone who entered college had the right qualifications. Unfortunately as years went by, people became sophisticated and started entering college without the minimum qualifications. This prompted the government to start checking both their academic and professional qualifications. As these documents were scrutinized, it was discovered that some applicants did not meet the minimum academic qualifications but resorted to forging or falsifying certificates. They did not even have them certified, though it was recommended

that they do so. Naturally, when such anomalies were discovered the documents were not processed, hence delaying the process. Government demanded that a teacher should have a minimum of three merits and two credits. However, all was not lost for the teachers who did not have the minimum qualifications. The teachers were given chance to rewrite Grade 12 as General Certificate of Education (GCE) candidates and they could present the latest certificates as they applied for confirmation.

v) Different dates of birth and names on documents

Some teachers were found to have submitted documents with different dates of birth and names on each document. The dates required included date of birth, first appointment and arrival date. When documents were checked by higher offices it was discovered that the dates did not tally. For example, on one document, the date of birth would be 12th February, 1985, whereas on another document it would be 12th February, 1986. Such forms were returned to school so that corrections could be made by the owners. The HR officer at PEO's Office said anomalies concerning names were very common especially among women. Ts form 2 (see appendix Q) guided the officers as it requested them to indicate their first, middle and family names. In case a female officer got married, the Vital Statistics Form (see appendix R) guided higher offices. What was prevailing was that some female teachers got married to avoid serving in the rural areas (marriage of convenience). When they came to urban areas, they reverted to their maiden names. This created discrepancies and such documents were not processed, thus causing delays. In some other instances, female teachers had their maiden names on their academic certificates. After pursuing further studies, as married women, they used their husbands' names on the certificates. If during the confirmation process, their documents bore the different names they would be rejected.

vi) No orientation of head teachers

It was further revealed by the HRMO at DEBS Office that they did not orient head teachers on what procedures to follow when handling confirmation cases. However, it

was imperative that MOE office drew up a programme on orientation of heads teachers and other stake holders on procedures for the confirmation of teachers in appointment.

vii) Human Resources shortages at DEBS Office

Another common cause for delays that emerged from the study was the HR shortage at DEBS Office. In the interview, the HR officer, lamented that Lusaka Urban District was too big to be manned by only two HR officers. On record Lusaka District had 117 basic and high schools, and over 8, 000 teachers. She said that it was not only cases of confirmation that the officers dealt with, but they also dealt with cases of placement, retirement and promotion among others. In addition, they had to attend to teachers, head teachers and other officers on a daily basis. She, however, alluded to the fact that from time to time, teachers were seconded to the District Education Board Secretary in the Human Resource Department, but this was of little help as the teachers were not trained in HRM and so they could not handle all issues.

5.2 The effect of delays in confirmation on teachers

i) De-motivation and unpaid study/vacation leave

One of the effects that the delay had on unconfirmed teachers was de-motivation. Teachers were de-motivated because of several factors such as, the inability to go on vacation and study leave due to being unconfirmed. This study was guided by Maslow's principle of hypothesis which states that human beings have common groups of needs which tend to be satisfied in a more or less hierarchical way (Cole, 1995). This study was particularly interested in the fourth need, which is self esteem. These are the desires for self respect and respect or recognition from others. Any organization or institution (in this case the Ministry of Education) helps to satisfy an employee's esteem needs by matching the skill and abilities of the employee to the job. The Ministry of Education can fulfill the esteem needs of

teachers by showing workers that their work was appreciated. This can be done by confirming teachers in their appointment in employment. However, the current trend was that teachers worked for years without the Ministry officially recognizing them by way of confirmation. This de-motivated the teachers greatly.

Another effect of delays in confirming teachers was that they could not go on vacation or paid study leave. According to the *Conditions of Service in the Civil Service* (2003), an officer serving on probation is not eligible for paid study leave except with the express approval of the Secretary to the Cabinet.

This greatly affected the teachers as most of them had seen the importance of further studies and would love to upgrade themselves. However, as the conditions stipulate most of these cannot go on leave if they are not confirmed. This has potential to distress the teachers, who see continuing education as a spring board for promotions.

ii) *Insecurity*

Responses from the questionnaires revealed that there was a feeling of insecurity among unconfirmed teachers. The teachers felt that if one was on probation, they could be fired at any time. According to the *Condition of Service in the Civil Service* (2003),

When at any time a Responsible officer becomes aware that the performance or conduct of an officer on probation is unsatisfactory, the Responsible officer shall immediately warn the officer in writing if they needed to improve. If after such warning the officer is unable or unwilling to improve, the Responsible officer may after giving the officer an opportunity to make representation terminate the

probationary appointment in the case of a Division II or III officer or recommend Termination of the Probationary appointment to the Service Commission, in the case of a Division I Officer.

This is contrary to their confirmed counterparts' conditions of service which stipulate that where it is necessary, to issue a formal warning to an officer that his or her work or conduct is unsatisfactory; the warning shall be as follows:

- a) Verbal warning
- b) Written warning
- c) Severe warning
- d) Final warning.

iii) *Poor performance*

The respondent head teachers and teachers both alluded to the fact that teachers whose confirmation in appointment delayed became ineffective and performed poorly. The reasons for this differed. Some said that despite their effort in teaching to expectations, Government did not recognize their hard work. This led to a lot of them becoming frustrated and withdrawing their labour.

A number of contact hours were lost as they spent time photocopying, doing medicals, and going to Police stations to have their finger prints taken. The contact hours lost in this way are difficult to make up and may result in poor performance by pupils in the final examinations.

5.3 Teachers' expectations on confirmation and their recommendations

A lot of suggestions were put forward some of which were that confirmation should be mandatory.

Other teachers called for the decentralization of the confirmation process. This is in line with Kelly (1999) who calls for decentralization as a way of leading to greater efficiency and effectiveness. According to Kelly

Decentralization empowers local bodies and individual to take the initiative and to make decisions for activities and programmes that affect their own lives. It also should lead to greater efficiency and effectiveness, by overcoming problems of inefficiency that arise when administrative structures are tightly centralized and bureaucratic such as is the case to the Ministry of Education at present. Stakeholders have very little to say in decisions affecting them. There are long and uncertain lines of communication, leading to teacher frustration with delays in handling of cases.

Splitting of the Lusaka District Education Board Secretary's Office into two was another recommendation by the respondents. In 2011, Lusaka district was the biggest. However, there were only two Human Resource Management Officers to deal with all the cases pertaining to Human Resource.

As it is well known Human Resource Management in any organization manages the human resources of the organization. Some of the duties of the Human Resource Management are to motivate, discipline, and manage conflict, staffing and training. However, with so many employees in Lusaka District, it is difficult to effectively cater for all of them, hence the recommendation to split DEBS Office into two.

Some teachers expected the MOE to be dynamic. They expected all teachers' information to be stored so that at the click of a button, all the needed information could be availed. The best way to do this was to computerize the system. Teachers expected to be informed on how far processes of their documents had reached. No wonder teachers trekked to DEBS Office everyday in search of answers. If there was a more effective way of informing them on how far their cases were, then there would be fewer disturbances from the teachers.

The last chapter discussed the findings of the study in depth. The main objective of the study was to investigate factors that contributed to delays in the confirmation of teachers in their appointment. The next chapter concludes the study and makes recommendation

CHAPTER SIX

CONCLUSION AND RECOMMENDATIONS

This chapter covers the conclusions and recommendations of the study.

6.1 Conclusions

The purpose of the study was to establish the factors that contribute to delays in teachers' confirmation in appointments, assess the effect of these delays in confirmation on teachers' performance and find out teachers expectations on confirmation and the recommended solutions. The investigation was carried out in Lusaka District. Qualitative and quantitative research methods were used. Questionnaires and interviews were used as data collection tools. From the study, the following conclusions were drawn:

- i. Late submission of application forms for confirmation by teachers led to delays. They also failed to submit all required documents that are mandatory.
- ii. Different information appeared on different documents such as different dates of birth or first date of appointment.
- iii. Missing confirmation documents at the DEBS Office was also a contributing factor to the delays in the confirmation of teachers in appointment.
- iv. Presentation of forged certificates by teachers led to the documents being rejected and redirected to the owner causing delays

- v. Lack of feedback from higher offices down to the teachers in the schools on reasons why they were not being confirmed. Teachers were not informed of the mistakes they had made when filling in the application forms.
- vi. Teachers' passiveness in that they were not proactive in following up their unconfirmed cases, but made submissions each time they were asked to do so.
- vii. There was also a lack of teacher union intervention. All the three teacher unions did not follow up the cases of unconfirmed teachers despite having members who were not confirmed.
- viii. There was also a lack of orientation of the new heads teachers on how to deal with cases of confirmation.
- ix. The officers in the human resource department were not adequate to deal with the many confirmation cases at DEBS Offices.
- x. De-motivation, lack of access to paid study leave and vacation leave, feelings of insecurity and poor performance are some effects of delayed confirmations of teachers.
- xi. Decentralization of the confirmation process to enhance efficiency, electronic storage of information on teachers to make it easily accessible when needed and prompt feedback to teachers on the progress of their confirmation applications were some of the teachers expectations

6.2 Recommendations

Based on the findings of the study the following are recommended:

- i. The Ministry of Education must orient all stakeholders involved in the confirmation process so as to avoid delays and non submission of relevant forms.
- ii. The TSC must stock schools adequately with all the documents required for the confirmation process so as to allow teachers to readily access them.
- iii. The establishment in the human resource department at DEBS Offices should be increased proportionately to the number of schools in Lusaka District.

- iv. There must be feedback from the higher offices right down to the schools so that the short comings identified at higher levels can be attended to.
- v. The long bureaucratic procedure in the confirmation process should be cut. The confirmation documents from the schools can go to DEBS Offices and then straight to the TSC.
- vi. The TSC, who are employers, must adhere to and own the confirmation process. They must rise to the occasion and wipe out the challenges faced by unconfirmed teachers. Measures can be put in to address the delays. They can come up with a deliberate policy to speed up the confirmation process such as confirming teachers at the districts.

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