

Promotion of Secondary School Teachers by Gender, Experience and School Type, a Case in Kenya

Wokabi Mugweru

Kenyatta University, Department of Foundations of Education, Nairobi Kenya

Abstract

Although the criteria of promotion of secondary school teachers in Kenya is well outlined by the Teachers' Service Commission (TSC) in terms of academic qualifications, length of service and performance on the job, literature shows that many teachers continue to stagnate in one job group. Literature suggests that this has tended to reduce teachers' morale making many of them to seek alternative avenues to achieve professional development and attainment of personal goals outside the school setup. This has raised concerns from teachers through their trade unions, educationists and other stake holders. Literature also suggests that variations of work environments are less considered during promotions despite their great contribution to performance of both teachers and learners which is a criterion of promotion. Also, most studies in Kenya have considered promotion of teachers with less emphasis addressing it in passing as part of perceived major studies while the few specific studies address it in general terms with little concrete evidence to explicitly describe the situation. It is in this context that this study sought to investigate implementation of promotion policies by the TSC in secondary schools using the case of North, West and Central districts of Nyandarua County. The study considered differentiations of teachers along type of school, experience and gender. Descriptive research design was used where the data obtained was generalizable for all the teachers in the three districts. All the teachers in two county schools (former provincial schools), three district boarding schools and eight district day schools out of the forty nine government secondary schools were involved. Thirteen principals from the sampled secondary schools, the three District Education Human resource officers (DEHROs) from the three districts and two officials involved in promotion of teachers in TSC headquarters were involved. Close ended data was made into frequency distribution tables and Percentages of these distributions computed according to the variables in the objectives using years of service as the basis of analysis.

Background to the study

Promotion is advancement of an employee from one job position to another that has a higher job title, higher level job responsibilities, a higher salary range and is associated with higher skills or experience (Heathfield, 2000). It leads to self actualization and fulfillment of one's potential.

According to Cunningham & Cordeiro (2009) successful organizations promote continuous professional development throughout employees' career to achieve intended organizational and individual goals and (Arriaza & Martin, 2006) people take jobs where they are entrusted with important tasks and professional development chances that also lead to personal growth.

As in many other professions (Rabore & Travers, 2000), promotion of teachers is directly linked to an incremental remuneration structure based on hierarchical job groups which determine upward mobility. Wong & Wong (2010) observe that teacher promotion is an important issue particularly because pay levels in education unlike in the business world are relatively fixed leaving promotion as an important reward tool through which teachers can strive to meet standards set by their employers.

Although promotion is a complex issue that may depend on many factors simultaneously, motivational factor is the most dominant outcome. Through promotion, teachers are enabled to find roles which satisfy them at different positions in the job hierarchy reversing possibilities of negative reaction mechanism when teachers are dissatisfied with their current job positions.

A report by South East Asia Ministers of Education Organization (SEAMAO) on achieving EFA goals by year 2015 recognized the great role played by teachers and consequently recommended teacher motivation strategies through pay and regular performance based promotions besides other measures as key component of education development plans (Jeradechakul, 2011).

An OECD, study in SSA (OECD, 2005) observed brain drain of teachers to other professional fields due to 'erosion of their working conditions'. Another Study conducted in SSA focusing on teacher motivation and incentives (Bennel & Akyeangpong, 2007) found that teachers were facing motivation crisis and as a result, learners were not taught properly due to low job satisfaction and motivation levels among teachers. One of the reasons cited was apparent irregular promotions particularly in rural schools. The study further observed comparatively poor donor funding for research on motivation and incentives as an indicator of failure to recognize teachers as critical in EFA goal achievement. A World Bank report (2006) noted few female teachers in leadership positions despite being critical in expansion and improvement of secondary education recommending affirmative action to increase their representation.

A study on secondary school teachers' satisfaction in Transkei, South Africa (Mwamwenda, 2000) found no significant difference between respondents when salary was used as the criteria of satisfaction. There was however a significant difference when promotion was used as the criterion. A similar research done in Eastern Cape of South Africa (Mwamwenda, 2004) made similar observation with 48% satisfaction and 52% dissatisfaction when salary was used as the criterion for satisfaction. More teachers were however for the view of dissatisfaction on using promotion as the criterion of satisfaction compared to salary. They felt that the process of promotion was not fair.

Promotion and teaching experience

Studies on teachers' personal and professional development have produced similar findings described in the form of a life cycle theory. The cycle is perceived to start from the time of employment through mid-career to retirement.

According to Glickman (2009), motivation shifts depending on the age of employees. Young employees thrive on challenge, training and new opportunities while older employees are motivated by freedom, balance in their lives and transferable retirement packages. Leithwood, Begley & Bradley (1994) classify stages of career development in teaching as; launching career,

stabilizing stage, new challenges and concerns, professional plateau and finally preparing for retirement. The first stage is accompanied by reality shock in trying to motivate and discipline students simultaneously. At stabilizing stage, teachers are committed to their work seeking promotions and participation in many school activities. The third stage involves self assessment of success in and out of work after which one group of teachers stops striving for promotions and concentrate on teaching while the other group stagnate, become bitter and disinterested in further professional growth. The first group becomes the pillar of the school while the second is usually critical and frustrated.

Hargreaves & Fullan (1996), observe that experience goes with consolidating achievement and identifying ones career objectives. They associate early career stage with search for status, comfort, and happiness in work, family and friends while the middle age stage provides disillusionment, reflection and reordering priorities according to re-assessment of one's capabilities and available opportunities. Experienced teachers who fail to advance may reduce their input in school work and concentrate on their families, particular interest or alternative supplementary careers.

Levine (1987) places midlife in situation permitting a combination of teaching and administrative responsibilities which expands teachers' authority and mobility without sacrificing their expertise with learners. This can be possible on promotion to such administrative positions but as observed by Simmons (2004), few teachers get to administrative positions due to few vacancies that exist making upward mobility within the school less likely. Appointment of secondary school head teachers in Kenya by the TSC (Okumbe, 1999 and Sang, 2010) is done based on years of service which deter hard working teachers with less experience from pursuing promotion to administrative positions.

Bennel (2004) and Kagoda (2010) observe low prestige, negative image and inadequate appreciation of value of teachers work in most Sub-Saharan countries where many schools do not provide role models to help teachers grow professionally. They attributed this to low motivation of experienced teachers.

Most of the observations made above are broad and cut across the teaching profession in many countries but are not explicit on career paths available to teachers. In Kenya as in many other countries, most teachers have same job, status, and conform to the same routines hence vulnerable to work related stress

Promotion and Gender.

A UNESCO report (2004) on education and gender recommended entrenching gender in education policies and plans to ensure parity suggesting that disparities are prevalent along gender lines. Along the same line an ILO report (2004) on labour standards advocated for equal opportunities in international labour markets to redress 'gender inequality' at work.

According to Honeyford (1982) and Riley (1994), under-representation of women in education management in England and Scotland respectively needs exploration. Riley (1994) observe that Scottish women in education sector gained promotion later than their male counterparts. Complexities of making choices of managing a career and a home were cited as barriers which women have to contend with. The trend is common in many other countries.

Oluoch (2006) and Kagoda (2010) notes that efforts on equal access to education do not translate to equitable outcomes in some districts in Tanzania and Uganda respectively. In Uganda, most district education officers and head teachers are male hence the need for gender action on deployments to

such posts. Findings in Soroti, Kimili, Iganga and Mokono districts in Uganda cited heavy domestic chores (88%) lack of systematic salary increment after upgrading (97%), lack of day care centers, short maternity leaves and leadership positions held mostly by male officers as factors that hamper female teachers' professional development.

Oketch (2003) in a study on factors that contribute to job satisfaction and dissatisfaction among secondary school teachers in Langwe division in Homa bay district of Kenya found more male teachers being dissatisfied than female teachers when pay and promotion were the determinants of job satisfaction.

The Nyandarua District (current Nyandarua County) strategic plan (2005-2010) advocates for a mechanism to ensure equality of participation of both men and women at all levels in all sectors of development which suggest that the disparities along gender lines may be prevalent in most sectors.

Promotion of teachers in Kenya

Schools categorization in Kenyan portraying different status for not only the students but also teachers provides divergent perceptions and attitudes. According to Kamau (2003), secondary school teachers' morale depends in part, on students' achievement with high achievers motivating teachers. Accordingly, admission of students in Kenya to different secondary schools considering their level of academic achievements in primary school may provides a basis of motivation and demotivation respectively particularly due to the ranking of schools according to performance in national examinations which (Republic of Kenya, 2005b) entrenches disparities that condemns some schools. This may explain why most promotions to deputy principal and principals by TSC in Kenya are done through transfer from established schools to less established schools hence less consideration of teachers in 'small schools' with necessary experience and qualifications. Durey (1976) makes an observation on 'uncompetitive promotion' from outside the institution noting that it reduces the morale of the teachers working in the school where the vacancy arose.

With respect to the disparities in schools, KSSHA (Siringi, 2012) advocated for declining to sign performance contracts until the differences were adequately addressed. Differentiation of teachers against Campbell's argument of teachers' dislike for differentiations (Campbell, 1970) is entrenched in secondary schools particularly the perception that learners' performance in national examination indicates teachers' performance in their work. English (2008) notes that students' achievement is inherent to existing schooling operations and therefore as observed by Okumbe (1999), teachers effort does not necessarily lead to performance by learners since performance is greatly influenced by innate abilities, traits and role perceptions.

Most secondary school students in Nyandarua North, (Mwangi, 2010) perform poorly in national examinations. Education inputs both human and physical were found to be un-uniformly distributed amongst schools particularly boarding facilities and laboratories affirming variations earlier discussed.

Kimengi (1983), Shymala (1990), Karugu & Kuria (1991), Sifuna cited in Kamau (2003), and Ngalyuka (2003) found out that low promotion opportunities, advancement, recognition and general difficulties in upward mobility in the teaching profession among Kenyan primary and secondary school teachers was causing job dissatisfaction. For instance, Kimengi's (1983) study on factors determining commitment and non-commitment of primary school teachers in Keiyo, Kakamega and Nyeri district, found promotion opportunities second to salary as a course of job

dissatisfaction while Ngalyuka (1985) found job dissatisfiers amongst teachers as including lack of recognition, poor promotion methods and low chances of advancement.

Studies in Kenyan schools have over the years continued to underscore the link between teacher promotion and teacher satisfaction that potentially enhances motivation to perform better. For instance, a study focusing on satisfaction levels of secondary school teachers in Githunguri division in Kiambu district (Kamau 2003) shows that policies and procedures in promotion were a great source of dissatisfaction among 70 % of the teachers (73% for men and 67% for women). Similar results were confirmed by Oketch (2003) in a similar research in Homa Bay district.

A survey conducted by TSC (Siringi, 2010) to find out employer/customer satisfaction found that teachers wanted among other things faster promotions and review of methods used to reward hard working teachers. Promotion procedures were found to be slow and merit was not adequately considered resulting to stagnation in the same job group which negatively affects teachers' job satisfaction and motivation.

According to Nyongesa, Manduku & Shiundu (2010), application of policy on promotion of secondary school teachers in Kenya does not seem to cater for the variety of school categories, thus eliciting concerns among teachers and stakeholders as to the criteria and consequent role of the promotion process. Further, allocation of vacancies for promotion and selection of a small group of teachers for promotion does not seem to be clear. These sentiments were echoed by the Kenya Education Sector Integrity Report (Transparency International 2010) which observed apparent slow promotions of teachers. The Kenya Union of Post Primary Education Teachers (KUPPET) questioned the value of SMASSE (in-service training program) noting that the program does not earn merit during promotions. Some teachers take up to twenty years before promotion beyond the common establishment grade (L) (Machio, 2011) unsuccessfully attending interviews (Mutungi, 2011) even when qualified and with necessary experience hence, the tendency to seek avenues for upward mobility outside their profession.

The job groups for secondary school teachers employed by the government in Kenya start at J for teachers with a diploma in education and K for teachers with a degree in education. The diploma holders move to job group K after three years and then to L after another three years automatically. The degree holders progress automatically to job group L after three years. Any ascent beyond job group L for all teachers is through interviews held at TSC headquarters. Table 1.1 below shows the financial implication of rise in job groups for secondary school teachers in Kenya.

Table 1: Upper Limits of Secondary School Teachers basic Pay per Job Group in Kenya (2011).

Job group	J	K	L	M	N	P	Q	R
Monthly basic pay (Kenya shillings)	25,895	31,996	35,275	42,877	49,636	81,404	98,947	120,270

Source: Education news, April 17, 2011.

As the table shows, promotions can be linked to teachers' well-being in terms of social-economic stability and therefore the common industrial unrests over pay issues can be addressed if the apparent slow promotion rates (Mutungi, 2011; Transparency international 2010; Wasonga; 2010)

that appears to have negatively affected career, personal development and optimal performance of teachers in their work is addressed.

A report by Kenya Secondary School Heads Association (KSSHA), (Machio, 2011) noted that in year 2008 alone, more than six hundred secondary school teachers left teaching for other jobs citing poor pay and conditions of service as the main reasons. Such attrition increases the workload for the remaining teachers thus reducing their effectiveness. Other teachers combine teaching and other jobs mostly unrelated to teaching (Republic of Kenya 2005a) in an effort to increase their income which negatively affect their performance in teaching.

Promotion opportunities in Kenya have remained relatively few for over two decades (Karugu & Kuria 1991; Oyaro 2010; Otieno 2010; Siringi 2010), suggesting that less attention may have been paid to their potential negative effects on the teaching profession. Furthermore, the use of common criteria of promotion of all teachers regardless of fundamental differentiation of, for example, school types, regional and historical diversities, among other issues, may be seen as in effect, unfair, thus reducing the morale of hopeful teachers, majority of who work in schools that are historically disadvantaged in terms of categorization which ranges from national, county, district boarding and district day schools. The TSC criterion that gives much consideration to students' performance in national examinations as well as extracurricular activities, and recommendations from principals of schools amongst other factors (Nyongesa, Ndiku & Shiundu 2010) seems to favour national and county school teachers whose schools enroll better performing students. In addition, most national and county schools are more endowed with facilities than district schools and therefore their learners may perform better in national examinations and other activities. Poor performance in science and mathematics in many secondary schools (Republic of Kenya, 2005b) also creates potential differences amongst teachers according to their subject specialization. In these contexts as observed by Bennel and Akyeangpong (2007), even well intentioned in-service training programs designed to improve teaching methods and other forms of professional developments are rendered less productive if motivation through promotion criteria which many teachers perceive as insensitive to their working contexts is not addressed.

It is due to these perceptions of presumed inadequate promotions that this study undertook to conduct research driven investigation that includes teachers' voices with the view of yielding findings that could inform the said process in terms of policy and practice that would make it more receptive to the teachers involved.

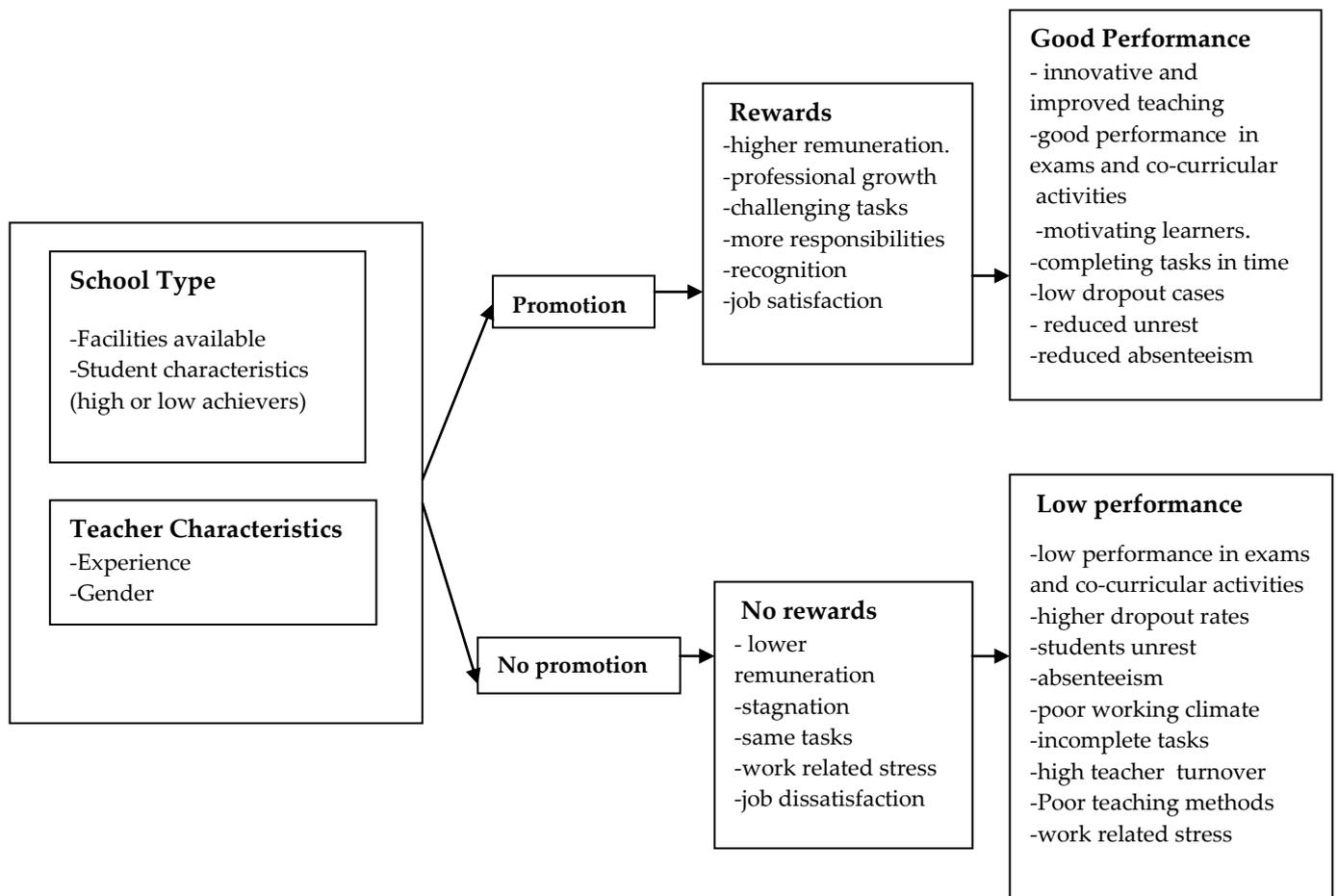
Objectives of the Study

- Investigate whether the type of school was linked to teacher promotion to a higher job group among secondary school teachers in North, West and Central districts of Nyandarua County.
- Find out whether gender played a significant role in determining promotion of secondary school teachers to a higher job group in North, West and Central districts of Nyandarua County.
- To suggest ways of improving the promotion process of secondary school teachers.

Conceptual Framework

Teachers and schools were the independent variables. The gender and school types were the dependent variables whose contribution in promotion rate was investigated. The school type was perceived to determine the facilities availability and student achievement level particularly due to student admission to different secondary schools depending on their level of achievement at primary level thereby determining student performance at secondary level. Upon promotion or lack of promotion, the conceptual framework perceived teachers to perform at different levels due to motivation and de-motivation respectively. Achievement of expected school and education goals by motivated teachers on one hand, leads to promotion, financial rewards and self actualization consequently bringing about more motivation hence a multiplier effect. On the other hand, demotivated teachers were perceived to perform poorly in their duties and stagnate in same job group due to lack of promotion associated to low standards of performance.

Figure 1.2: Conceptual Framework on Promotion of Teachers and its Effect on learning



Research Methodology

Research Design

A descriptive research design was used. This design enabled description of the factors which were considered during promotions and how the promotions were distributed along length of service gender and type of secondary school. Views from teachers', school principals, education officers and the TSC officials were sought on application of promotion policies and procedures. This design was appropriate for determination and reporting current trends (Mugenda & Mugenda, 1995) and giving clues (Mwiria & Wamahiu (1995) for more research aimed at problem solving.

Location of the Study

The study was done in North, West and Central districts of Nyandarua County. Nyandarua County is the largest of the seven counties of the Central province of Kenya covering an area of 3,304 Km² and a relatively low population of 596 268 people hence a population density of 180 people per square kilometer (Nyandarua district strategic plan, 2005-2010). The three districts had thirty eight district day secondary schools, seven district boarding schools, and four county schools which the researcher considered adequate for the study. The biggest proportion of the secondary schools in the three districts encompassed the relatively less established district day schools which were sparsely distributed within the settlement schemes.

Sampling

District Education Human Resources Officers' (DEHROs) and School Principals Sample

All the three DEHROs from the three districts were interviewed since they were critical informants in the study. Thirteen principals from the sampled schools were interviewed.

Schools Sample

Purposive sampling technique was used to sample the schools using criterion of categories which included; county (former provincial schools), district boarding and district day schools. This was because the numbers of schools of each type and teacher population per school varied. The two most established county schools (Nyahururu high school and Nyandarua high school) were purposely sampled because they were presumed to possess the desired characteristics of county schools (big schools) of interest to the study. Three district boarding schools, two with three streams (classes per each level) of which one was for boys and the other for girls were purposively sampled while one mixed school was selected by simple random sampling from the available four mixed boarding schools. This selection catered for heterogeneity of schools and increased teachers' sample size. Most district day schools were either double or single streamed and only double streamed schools were considered. This made it possible to increase the teachers sample significantly. Stratified random sampling was used to get eight district day schools proportionately from the three districts. Nyandarua west and north districts had majority of the day schools and therefore three schools were obtained using simple random sampling from each of the two districts. Two district day schools were randomly sampled from Nyandarua central district for proportionate representation since it had the least number of schools of the three districts under study. Newly

started schools were not studied since they were understaffed and had many teachers with less than six years of teaching experience according to documentary analysis and education officials from district education office.

Teachers Sample

The two county schools under study had four classes per each level (four streamed) and fifty eighth teachers from both schools were involved in the study. Three district boarding schools were three streamed while four were double streamed. Fifty two of the expected one hundred and eighteen teachers were involved in the study from the sampled schools. Double streamed district day secondary schools were preferentially sampled to increase the number eligible teachers. Seventy nine teachers were studied in the eight sampled schools. The respondents in the study had many similarities and therefore responses obtained from sampled teachers was taken to be representative of all the teachers in North, West and Central districts of Nyandarua County.

Data Analysis

The years of teaching experience were put into classes which formed the basis of analysis for the other variables of the study. Class intervals of three years starting from the sixth year of service were used. This was because eligibility for promotion to a higher job group was dependent on working for a minimum of three years in the previous job group whereby the first promotion after recruitment was automatic. The number of teachers in each class interval per each job group and their percentages were tabulated in frequency distribution tables for all the variables.

Presentation and Analysis of Findings

The first objective aimed at investigating whether secondary school teachers' years of teaching experience was important in contributing to their promotion to higher job groups in North, West and Central districts of Nyandarua County. To achieve this objective, teachers responded to questions on their years of teaching experience under the. The findings are presented in the table below

Table 4.1: Promotion and Teaching Experience.

Yrs of teaching	→	6_9	9_12	12_15	15_18	18_21	21_24	24_27	27_30	30_33	TOTAL
Job Group	no	27	19	11	10	13	11	3	2	0	96
L	%	14.3	10.1	5.8	5.3	6.9	5.8	1.6	1.1	0	50.8
M	no	0	10	13	17	17	15	8	8	3	91
	%	0	5.3	6.9	9.0	9.0	7.9	4.2	4.2	1.6	48.2

The table above shows that the years of teaching experience are highly valued during promotions. No teacher with an experience of less than nine years had been promoted to job group M. Most teachers who were promoted had between twelve and twenty seven years of service. Significance of years of experience for promotion however diminished from twenty seven to thirty three years of experience. This can be attributed to the few numbers of teachers with that experience.

The second objective sought to investigate whether the type of school was linked to teacher promotion to a higher job group for the respondents. The teachers answered a question on the type of schools they taught and this was used together with the previous data on their years of teaching experience. The table below shows the number and percentage of teachers in job groups L and M in the three types of schools.

Table 4.3: School Type and Promotion along years of service

Job group	Sch. Type		6_9	9_12	12_15	15_18	18_21	21_24	24_27	27_30	30_33	TOTAL
C	C	no	5	3	2	0	3	1	0	0	0	14
		%	8.6	5.2	3.4	0.0	5.2	1.7	0.0	0.0	0.0	24.1
L	DB	no	4	7	4	3	2	4	0	2	0	26
		%	7.7	13.5	7.7	5.8	3.8	7.7	0.0	3.8	0.0	50.0
	DD	no	18	9	5	7	8	6	3	0	0	56
		%	22.8	11.4	6.3	8.9	10.1	7.6	3.8	0.0	0.0	70.9
C	C	no	0	7	8	9	6	5	4	2	2	43
		%	0.0	12.1	13.8	15.5	10.3	8.6	6.9	3.4	3.4	74.1
M	DB	M	0	2	3	4	5	6	2	3	0	25
		%	0.0	3.8	5.8	7.7	9.6	11.5	3.8	5.8	0.0	48.1
DD	DD	no	0	1	2	4	6	4	2	3	1	23
		%	0.0	1.3	2.5	5.1	7.6	5.1	2.5	3.8	1.3	29.1

Key: C- County school, DB- District Boarding school, DD- District Day school.

74.1% of county school teachers, 48.1% of district boarding schools and 29.1 % in district day schools teachers who responded had been promoted once to job group M. The results indicate that the type of school a teacher works is a factor in determining chances of promotion.

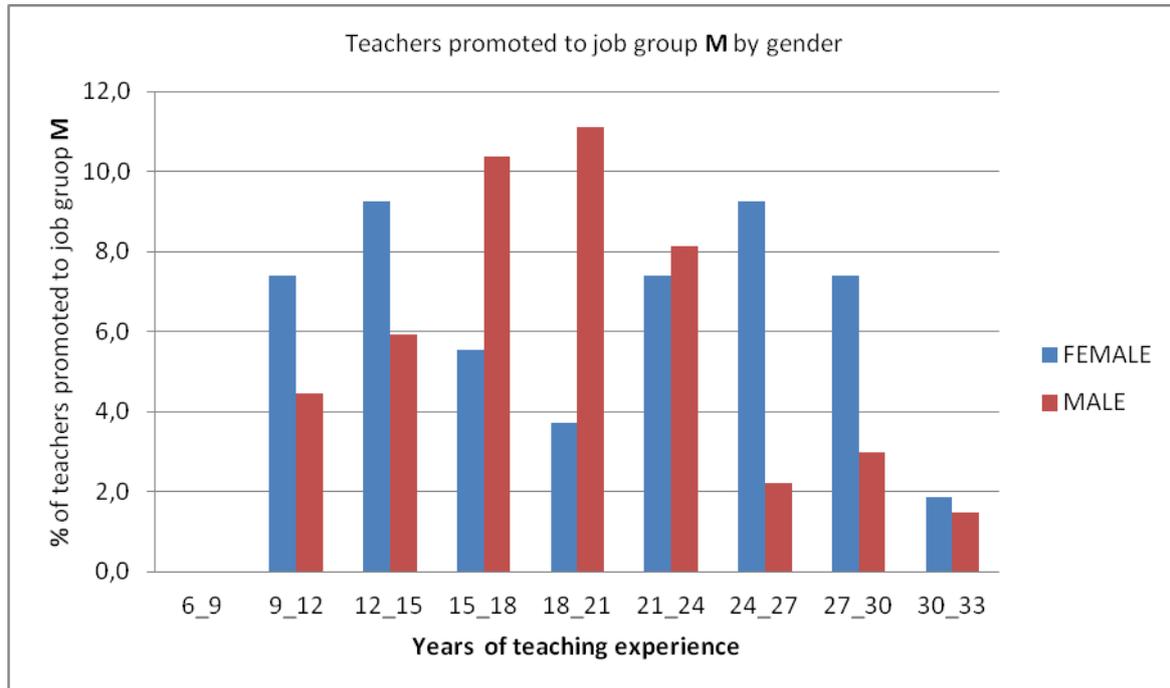
The fourth objective aimed at finding out whether gender played a significant role in determining promotion chances for the respondents. The teachers answered a question on their gender and those in job groups **L** and **M** for either gender were tabulated according to classes of their years of service as the table below shows.

Table 4.5: Promotion and Gender

Job group	GENDER		6_9	9_12	12_15	15_18	18_21	21_24	24_27	27_30	30_33	TOTAL
L	FEMALE	no.	9	2	3	4	4	2	1	1	0	26
		%	16.7	3.7	5.6	7.4	7.4	3.7	1.9	1.9	0.0	48.1
	MALE	no.	18	17	8	6	9	9	2	1	0	70
		%	13.3	12.6	5.9	4.4	6.7	6.7	1.5	0.7	0.0	51.9
M	FEMALE	no.	0	4	5	3	2	4	5	4	1	28
		%	0.0	7.4	9.3	5.6	3.7	7.4	9.3	7.4	1.9	51.9
	MALE	no.	0	6	8	14	15	11	3	4	2	63
		%	0.0	4.4	5.9	10.4	11.1	8.1	2.2	3.0	1.5	46.7

48.1% and 51.9% female and male teachers respectively had not received any promotion through the interview process. 51.9% and 46.7% of female and male teachers respectively had received one promotion to job group M. Between nine and twenty one years of teaching experience the number of male teachers promoted increased continuously, while that of female teachers which was initially increasing dropped steadily. Between 24 and 33 years of teaching experience, the number of both male and female teachers promoted decreased steadily.

Figure 4.1: A chart of percentage of teachers promoted to job group M by gender.



The fifth objective was to suggest ways of improving the promotion process of secondary school teachers. Towards this end, respondents were asked to first rate their current job groups and the promotion interviews they had attended in their career and then suggest necessary changes. The changes suggested shed more light to perceived problems of promotion. The table below shows the results of their responses.

Table 4.6: Teachers rating of their job groups

	Excellent.	Very good	Good	Poor	Very Poor	Total
f	0	2	69	101	9	181
%	0.0	1.1	38.1	55.8	5.0	100

Table 4.7. Teachers' rating of TSC interviews attended

	Excellent	Very Good	Good	Poor	Very Poor	Total
f	2	4	48	73	11	138
%	1.5	2.9	34.8	52.9	8.0	100

52% of teachers rated the interviews conducted by the TSC as poor with 34.78% rating the interviews as good. 7.97% rated them as poor while 1.45% rated them as excellent. The

number of respondent on rating interviews was less than that of job group due to the qualified teachers who had not been invited to attend interviews.

Those who rated their job positions as poor cited method of promotion which required certificates of merit in interschool sports competitions up to district level and above for teams they coached. Teachers who had not coached teams to district level and those with little interest in sports were consequently left out. Teachers with the required certificates and experience however still failed the interviews. Some teachers complained of few sporting activities in their schools due to facilities and expertise required in some sports. Many teachers were concerned with the long period of time of up to two years for vacancies to be advertised and sometimes up to six months to be invited for interviews after applying for vacancies advertised. The long wait before getting results after interviews even with required qualifications and experience de-motivated many teachers. Many qualified and experienced teachers who were not shortlisted for interviews and those who attended interviews but unsuccessful were concerned with lack of feedback. Most teachers suggested regular interviews, merit consideration and prompt results. Many teachers noted that they were required to attend interviews with KCSE results of the examination class they last taught which sometimes were bad reading to lack of consideration. Some teachers who commented on use of examination results for promotion noted that they did not teach the same class for four years and therefore the poor KCSE results could not be wholly associated to them. There was a concern by some respondents that 'small' schools were sidelined since 'big' schools posed better examination results which was confirmed by the study as the proportion of promoted teachers was more in county schools compared to those of district boarding and district day schools. There was also concern on very few interview questions and lack of questions on teacher's area of specialization. In some cases teachers noted that they only presented their testimonials or were asked a single question by a panelist and a requested to wait for results which made them suggest that the interviews results were predetermined. Some teachers were against recommendations by school principals which they considered biased for teachers who may not be in good relationship with the principals. The centralization of interviews in Nairobi was also considered a barrier to promotion by some teachers. Most teachers who had few years of teaching experience decried the long teaching experience requirement for promotion which sidelined them despite their efforts in school activities. Some teachers who were successful cited friendly panelists, straight forward questions merit and experience consideration. They however lamented on lack of new roles after promotion hence no much value of the promotion.

Findings from school principals

Qualifications sought for promotions according to the school principals are; academic, qualifications, experience, participation in co-curricular activities and students performance in the subject taught by the teacher. Degrees and masters qualifications are prioritized. Teachers' performance in school work is highly valued and is obtained from certificates of co-curricular activities and performance of learners in the teacher's subject in KCSE examination. Those who had no examination classes are required to go with the results of the last examination class they had taught.

When asked to rate their views on role of type of school on determining promotion, 5 principals agreed while 8 strongly agreed that the school type determined promotions. Most of them suggested that promotion be pegged on value addition and not just good performance or top grades by classes taught by teachers to avoid biasness on those teachers teaching schools with students with poor entry scores. All principals noted that gender was not considered during interviews.

The principals noted lack of fairness, corruption, few slots for promotion, low funding for promotion, unqualified teachers being promoted, lack of proper information on promotion opportunities and lack option for those who are left out as some of the problems associated with promotions.

Findings from district education human resource officers

The DEHROs cited factors such as; innovativeness, punctuality, efficiency, target achievement in national examinations, teachers' academic qualifications, participation in co-curricular activities, team player, length of stay in one grade, principals' recommendations, amongst other factors. Each panelist award scores to the teachers and then an average is worked out. The type of school and gender had no affect on promotions since other factors beside performance were considered. Performance index (students scores) checked against the type of school with district day schools teachers required to have less grades than provincial and district boarding schools due to admission criterion of students to secondary schools. Teachers who feel left out can launch a formal complaint to the secretary of the TSC

The DEHROS noted very few vacancies and a large number of qualified teachers as a handicap to effective promotions making many qualified teachers not to attend interviews.

Findings from TSC Officers

There are two types of promotion. Common cadre promotion which a teacher gets automatically after every three years from job group of appointment up to job group L. This is dependent on satisfactory performance devoid of indiscipline cases. Besides three years of teaching experience, high job groups from P and above require a university degree as the minimum requirement. R is the highest job group in teaching. The high number of qualified teachers compared to few promotion vacancies available due to low funding by the treasury, compels the TSC to increase the years required for promotion beyond the minimum required three years during the actual exercise.

The TSC caters for School categorization and hardship areas. National schools and county schools are usually expected to get high scores than day schools. For teachers who were not teaching an examination class, examination results of the class they taught last is used. Teachers whose students improve the mean score of performance in their teaching subjects in KCSE examination from previous years are awarded more marks in promotion interviews. This performance in examination has the most scores in all the interview items. Other items include performance in co curricular activities, years of teaching experience, discipline record and questions in the actual interview. All teachers are treated equally and therefore gender factor is not considered during promotions. Besides the teachers' annual

appraisals, performance on the job is also accessed through a confidential report written by school principals.

There is no provision for Teachers who feel left out during promotions. Though some teachers write appeal letters, they can only wait for the next promotion interviews. The commission keeps on reviewing the tools used in the interviews every year to make them more effective.

Previously, performance on the interview questions alone formed the basis of promotion. The TSC has with time made changes such that the bulk of scores are awarded on the apparent teachers' performance on the job.

The number of promotion vacancies is dependent on government budgetary allocation for a specific year. The TSC notifies the ministry of finance the number of teachers eligible for promotion to each job group every year for allocation of funds. The number of vacancies advertised therefore depends on funds allocated. Promotion vacancies are not shared regionally. All qualified teachers apply and the most qualified are short listed. The number of vacancies for heads of departments in a school is not considered. Promotion is purely on merit for all teachers nationally.

All teachers are asked similar interview questions on education management regardless of their areas of specialization. The questions asked are however more specific as the job group becomes higher. Communication of interview results is done after a period of about three to four months. Though promotion should be an annual exercise sometimes it takes longer. The teachers who are not shortlisted and unsuccessful ones are not communicated to directly by the commission. Service chatter provides a time frame for the whole process of interviews but sometimes the number of teachers involved is overwhelming and therefore takes longer. Most teacher management issues will be devolved to county level an example being the previous promotions.

Summary and Recommendations

The study showed that one promotion to job group M is the main promotion for secondary school teachers who do not move to education management and administration in their career. There is therefore a need to increase the 'stairs' in the job group ladder vertically and laterally. The job title of HOD (head of department) for the job group M needs to be reviewed since in some schools, the teachers in this job group are more than the departments. This implies that some of them do not perform the expected duties of HODs. In such cases, there is need to introduce an officially recognized head of subject job title with its own job group. In addition, most schools have other fully functional department like examination departments and career guidance and counseling separate from guidance and counseling, dean of studies and clubs and societies patrons which are not formally recognized by the employer. There is a need for the employer to recognize and formalize such departments which are created by necessity to broaden promotion avenues and reward overall effort to achieving school goals. Automatic promotion after predetermined time for job group M to cater for teachers who have worked for many years in job group L without promotion this should be subject to satisfactory performance of duties. Over emphasis on

mean scores of students' performance in national examinations in a subject and sporting activities as key criteria for teachers' promotion to be reconsidered since some schools do not achieve good results for promotion purposes for reasons beyond teachers' control. Teachers' appraisal to be strengthened and a data bank created for all information on the past and current duties and responsibilities. This will put more weight on the job performance and also cater for responsibilities of teachers on acting capacity like heads of departments, deputy principals and principals amongst other responsibilities.

The interviews venue to be moved from TSC headquarters in Nairobi and provincial headquarters to county headquarters to increase attendance, reduce expenditures and also cater for diversity of school environments. Interviewers to involve officials from the counties besides those from TSC headquarters so as to involve individuals with firsthand experience of teachers' working conditions. Interview questions on teachers' areas of specialization to be part of the interview besides general questions. Interviews should be periodical to make them predictable and therefore more effective in motivating teachers. There should be a quick feedback mechanism after interviews at most two months instead of the current indefinite period to act as a motivation for teachers. Interviews results with scores in each item of interview to be posted in TSC website to formerly inform teachers on their score in each area with an aim of identify their areas of weakness.

Work environment to be reconsidered to take care of teachers who work in difficult conditions. Reduction of years of teaching experience lowering expected students scores when awarding marks in interviews will motivate such teachers. The TSC should consider women during promotions with the view to increase their promotion chances particularly during mid career period. This is the period that most of them have family concerns that make them not to have some of the requirements that their male colleagues may have e.g. certificates of participation in numerous co-curricular activities. Promotion beyond job group N to require advanced academic qualifications and more years of experience. Additional academic qualifications to be accompanied by a specified automatic qualification as a motivator for continuing education. Advance and clear information on requirements for the promotions to each job group given to teachers and promotions made based on performance towards achieving these pre-determined expectations. Questions on teachers field of work to form the bases of the interview.

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