



# Challenges Faced by Human Resource Department Regarding Teachers' Promotions and Salary Upgrading: A Case of GA West Education Directorate of the Greater Accra Region of Ghana

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## Authors' contributions

This work was carried out in collaboration among all authors. All authors read and approved the final manuscript.

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## ABSTRACT

Promotion is among the essential human resource functions carried out in any organization. The study assessed challenges of processing teachers' promotions and salaries in Accra, Ghana. The sequential explanatory design was used for the study. The population for the research comprised teachers and officials of the human resource departments of the Ga West Education Directorate.

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The study used simple random and purposive sampling techniques. Questionnaires and interview guides to collect data. A number of significant challenges were encountered by human resource departments in processing promotions and salary upgrading. These were large number of teachers due for promotion, ineffective implementation of promotion leading to number of complaints from teachers, low funding for processing promotions and salary upgrading, poor record management of promotions and salary upgrading and unfairness and corruption. The study further revealed that good promotion policy, adequate information on promotion opportunities, adequate provision of funds for processing promotions and salary upgrading, proper record management on promotions and salary upgrading are measures that could be adopted to solve problems of promotion and salary upgrading of teachers. The study recommended that all teachers who are due for promotion should be promoted and have their salaries upgraded on time. Proper records of teachers must be kept by the Ga West District Education Directorate and Ghana Education Service to ease the promotion process.

*Keywords: Challenges; promotions; salary upgrading.*

## 1. INTRODUCTION

Promotion has been everyone's dream in any field of life. Civil, public and other workers in the formal and informal sectors of the economy apply for promotions when due. This promotion comes about as a result of advancement in education or long service in one's profession. However, teachers in the Ghana Education Service in all levels of education – first and second cycle – obtain promotion when due. These promotions when obtained are expressed in ranks. These ranks determine the levels of teachers and amount of salary such teachers will earn in a month [1].

The management of promotion needs to be done in the required manner for the purpose of increasing employee morale to work effectively and efficiently and in turn leading to the achievements of organizations set goals. The concept of promotion has been defined by different scholars in different ways; however, their definitions are more or less the same with similar meanings: According to Gupta [2] promotion refers to the advancement of an employee to a higher post carrying greater responsibilities, higher status and better salary. It is the upward movement of an employee in organization's hierarchy, to another job commanding greater authority, higher status and better working conditions. When an employee is assigned a higher-level job with more pay and power, he is said to be promoted. Promotion may be temporary or permanent depending upon the needs of the organization. When an employee is assigned to a higher level job without increase in pay, it is called "dry" promotion. Promotion is the transfer of an employee to a new position that commands higher pay, privileges or status

compared with the old. In other words it is vertical move in rank and responsibility [3]. Myers and Pigours [4] defined that, promotion involve change of job with increase in status, authority and salary. It is the movement of an employee to a higher level job with increase in authority, status and pay where it is done vertically as a motivating tool to the employee. Promotion is an act of moving an employee up to an increase in responsibility and status and a better pay remuneration package. It is linked with the upward career progression and usually arises as a result of excellent performance.

Promotion is the advancement of an employee from one job position to another job position that has a higher salary range, a higher-level job title, and, often, more and higher level job responsibilities. It is an upward movement of an employee in the organization's hierarchy. This can also mean ability to command, more responsibilities, better working conditions and better working environment. Prasad [5] argues that, promotion is one of the internal human resources mobility (movement to higher hierarchical levels). The need for this kind of internal mobility of personnel arises to satisfy the expectations of existing personnel. It is an essential feature of an individual career. It is advancement in the organisation which involves a change from one job/position to another that is better in terms of status and responsibility. It is normally accompanied with increased monetary compensation privileges. A successful organization largely values the role of its employees through promoting them; promotion procedures must be properly implemented to avoid the negative attitudes among employees towards the organization like reduction of work morale and sense of belonging to employees,

increase in labour turn over, lack of competent and suitable employees for some positions which may result into the failure of an organization to properly deliver that service. Employees who are properly promoted are highly needed in today's organizations because they help organization to survive, they are more productive, and to be effective, organizations are supposed to have clear policy and procedure for promotion. Promotion facilitates the achievement of corporate goals in both private and public organization. Promotion is adopted by organizations for various purposes including rewarding and motivating employees for their job performance. Unfair promotion practices and policies cause labour turnover, also lack of promotion opportunities creates discontents and frustrations among employees. This in turn leads to low output, indiscipline and absenteeism [2]. Jordan [6] in his study about promotion discovered that, in order to make the promotion exercise effective; transparency, proper records and finance should be available in the entire organization. Nyoni [1] points out that, promotion procedures in the public organizations have not been correctly open to some of the employees. In the case of the Ministry of Foreign Affairs and International Cooperation, he discovered that many employees were not aware that after three years of services in the same position the particular employee has to be promoted. He also discovered that, factors that hindered effectiveness of promotion in that organization was lack of transparency, outdated circulars, poor records, financial constraints, lack of qualifications to the employees and lack of vacancies to be filled by promoted servants. Promotion opportunities have also been facing a lot of challenges in the education sector at the global level, continent and in the country of Tanzania at large.

Mugweru, [7] promotion of teachers is directly linked to an incremental remuneration structure based on hierarchical job groups which determine upward mobility. Wong & Wong (2016) 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. There are two main category of promotions; real and nominal promotion. A real promotion results in a person being assigned substantially higher levels of responsibilities in the hierarchical structure of the company. Real promotions are given based on existence of vacant posts to which a person is promoted, and on the assessment of ability of individual employee to handle the enhanced responsibilities. The vacancies for promotion are created in several ways including promotion or transfer of persons at higher posts, expansion in operations of company, and people at higher posts retiring or resigning from the company. The assessment of ability of candidate for promotion is determined by his or her current performance, as well as level of capability as demonstrated in the current position. A nominal promotion on the other hand, results in changes of elevating the person to a higher level of employment grade that determines the persons pay and other benefit, but is not accompanied by any significant increase in responsibilities. The researcher sought to explore and deal compressively on the various challenges faced by the Ghana Education Service in processing teacher's promotions and salary upgrading.

## 2. STATEMENT OF THE PROBLEM

There have been various discussions surrounding the processing of teachers' promotions and upgrading to reflect on the pay slip and other relevant document for financial uplift. Promotion and upgrading letters of teachers are often delayed by the District or the Municipalities, Regional and the Headquarters of Ghana Education Service (Onah, 2014). Without adequate, skilled and well-motivated workforce operating within a sound Ghana Education Service, development of education is not possible.

Teachers also do not stay in the classrooms as they would have to follow up their promotion and upgrading letters. This leads to loss of instructional hours thereby affecting the academic performance of students in schools. This is one of the reasons why there is mass failure in schools, as teachers do not stay in their schools to teach the children.

In most cases, teachers upon receiving promotion letters think that is the end. Ones the letter is received the next stage is to reflect on

the salary, forgetting the stages it must pass through to have it documented to the financial status of the national budget for payment. Processing, promotions and upgrading of teachers comes in two folds. Using academic certificates and long-term service of competency for the promotions and upgrading. The promotions for non-teaching staff starts from junior rank to senior rank is by interview while for teaching staff starts from superintendent to Principal Superintendent. The stages of processing teachers' promotions starts from supervision of classroom work through to the official application letter to that effect, filling of personal record forms, receiving establishment warrant which gazettes the promotion for payment from the National budget.

The researchers' interaction with some teachers in the Ga West Municipal revealed that, they are dissatisfied with how issues concerning their promotion and salary upgrading are handled by the Ga West Education Directorate. Some complained that when they are due for promotion it takes about 3 to 5 years before they are promoted. Others said they become frustrated and abandon the process along the line. Those who are lucky to get promoted also complain of delays in processing their salary upgrading. Four teachers complained that some officials from human resource department of Ga West Education Directorate demanded money from them in order to facilitate their promotions and salary upgrading. The situation has resulted in low morale and low levels of commitment to their work.

## 2.1 Purpose of the Study

The study assessed challenges of processing teachers' promotions and salaries in Accra, Ghana.

## 2.2 Objectives of the Study

The specific objectives of the study were:

1. To examine the challenges faced by human resource department of the Ga West Education Directorate in processing promotions and salary upgrading of teachers.
2. To identify measures that can be put in place to solve problems of teachers'

promotion and salary upgrading of teachers in the Ga West Municipality.

## 2.3 Research Questions

The following questions guided the Study:

1. What are the challenges faced by human resource department of the Ga West Education Directorate in processing promotions and salary upgrading of teachers?
2. What measures can be put in place to solve problems of teachers' promotion and salary upgrading of teachers in the Ga West Municipality?

## 2.4 Significance of the Study

The study would be used as a guideline for policy makers such as government, the Ghana Education Service, Non-Governmental Organizations and others who deal with education in evaluating educational objectives and goal, in this will in the long run influence most of the decisions with regard to teachers promotions and upgrading by Ga West Municipality in particular and Ghana in General, and the extent these objectives have been achieved.

The information gathered would be used in academia and contributes to managerial implication in the human resource department in the Ghana Education service and sister educational institutions to ensure successful operation in upgrading and promotion of teachers so that the challenges faced by the human resource departments would be minimal if not totally eradicated.

The information gathered will be used in future research. That is the outcome of the research will be used as basis for further research work for departments, individuals and organizations dealing in similar field, this will go a long way to facilitate solutions to the challenges faced by the human resource.

The researchers observed that some teachers lost interest of their profession because of the challenges Ghana Education Service face in processing promotions and salary upgrading. With this in view, the researchers intends to suggest solution some solution to assist policy makers in their quest to deal with human

resource in their upgrading and promotions. The study will assist educational authorities defining what causes teachers to leave classroom to follow their promotion and upgrading and to identify ways to encourage teachers to be in the classroom during instructional hour.

### 3. REVIEW LITERATURE

#### 3.1 The Concept of Promotion

The management of promotion needs to be done in the required manner for the purpose of increasing employee morale to work effectively and efficiently and in turn leading to the achievements of organizations set goals. The concept of promotion has been defined by different scholars in different ways; however, their definitions are more less the same with similar meanings: According to Gupta [2] promotion refers to the advancement of an employee to a higher post carrying greater responsibilities, higher status and better salary. It is the upward movement of an employee in organization's hierarchy, to another job commanding greater authority, higher status and better working conditions. When an employee is assigned a higher-level job with more pay and power, he is said to be promoted. Promotion may be temporary or permanent depending upon the needs of the organization. Promotion is the transfer of an employee to a new position that commands higher pay, privileges or status compared with the old. In other words, it is vertical move in rank and responsibility [3].

Myers and Pigours [4] define that, promotion involve change of job with increase in status, authority and salary. It is the movement of an employee to a higher-level job with increase in authority, status and pay where it is done vertically as a motivating tool to the employee. Promotion is an act of moving an employee up to an increase in responsibility and status and a better pay remuneration package. It is linked with the upward career progression and usually arises as a result of excellent performance (Herry, 2001:286-287). Sisk and Williams (2015) perceives promotion as involving change from one job to another that is better in terms of status and responsibilities. Ordinary, increased pay and privileges accompany the change to a higher job. When a worker has his salary increased in often loosely referred as promotion although strictly speaking, that person should be doing some other job it is really a promotion. Promotion involves a change of status and usually means

appointment to higher grade-post with greater responsibilities (Denyer, 2014). Stoner (2017) also considers promotion as a type of transfer which deals with the shift of people to higher positions in the hierarchy, usually with added salaries, status, authority and opportunity. Graham (2013) defines promotion as a move of an employee to jobs within the company which has greater importance and usually higher pays.

Promotion is the advancement of an employee from one job position to another job position that has a higher salary range, a higher-level job title, and, often, more and higher-level job responsibilities. It is an upward movement of an employee in the organization's hierarchy. This can also mean ability to command, more responsibilities, better working conditions and better working environment. Prasad [5] argues that, promotion is one of the internal human resources mobility (movement to higher hierarchical levels). The need for this kind of internal mobility of personnel arises to satisfy the expectations of existing personnel. It is an essential feature of an individual career. It is advancement in the organisation which involves a change from one job/position to another that is better in terms of status and responsibility. It is normally accompanied with increased monetary compensation privileges.

A successful organisation largely values the role of its employees through promoting them; promotion procedures must be properly implemented to avoid the negative attitudes among employees towards the organisation like reduction of work morale and sense of belonging to employees, increase in labour turn over, lack of competent and suitable employees for some positions which may result into the failure of an organization to properly deliver that service. Employees who are properly promoted are highly needed in today's organisations because they help organisation to survive, they are more productive, and to be effective, organisations are supposed to have clear policy and procedure for promotion. Promotion facilitates the achievement of corporate goals in both private and public organization. Promotion is adopted by organisations for various purposes including rewarding and motivating employees for their job performance (Scarborough, 2016).

Unfair promotion practices and policies cause labour turnover, also lack of promotion opportunities creates discontents and frustrations among employees. This in turn leads to low

output, indiscipline and absenteeism [2]. Jordan [6] in his study about promotion discovered that, in order to make the promotion exercise effective; transparency, proper records and finance should be available in the entire organization. Nyoni [1] points out that, promotion procedures in the public organizations have not been correctly open to some of the employees. In the case of the Ministry of Foreign Affairs and International Cooperation, he discovered that many employees were not aware that after three years of services in the same position the particular employee has to be promoted. He also discovered that, factors that hindered effectiveness of promotion in that organization was lack of transparency, outdated circulars, poor records, financial constraints, lack of qualifications to the employees and lack of vacancies to be filled by promoted servants.

Promotion opportunities have also been facing a lot of challenges in the education sector at the global level, continent and in the country of Tanzania at large. As in many other professions promotion of teachers is directly linked to an incremental remuneration structure based on hierarchical job groups which determine upward mobility [7]. Wong & Wong (2016) 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. Haq and Islam [8] in their study about teacher motivation and incentives in Bangladesh identifies that Promotion prospects for most teachers are very limited. Consequently, only around 5-10 percent of teachers manage to get promoted to higher positions during their careers. This impacts teachers' performance since teachers' motivation is crucial for effective delivery of education. They comment that a demotivated teaching force is a liability to the education system as well thought through reforms will remain sterile in the hands of teachers who are not committed to the goals of educational reform.

### 3.2 Teachers' Promotion

As in many other professions Rabore and Travers (2000), points out that promotion of teachers is directly linked to an incremental remuneration structure based on hierarchical job groups which determine upward mobility. Wong and Wong (2016) observe that teachers' 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. Promotion in teaching on the other hand usually involves movement out of teaching into positions of management and administration. In secondary schools there are complex structures of senior and middle management which give career and promotion opportunities to many teachers. The head teacher position is currently the peak, the top management post in schools (Evetts, 2015) 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 (SEMAO) 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). 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 and Bradley (2014) 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 stop 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. The 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 labor standards advocated for equal opportunities in international labor markets to redress „gender inequality“ at work.

### 3.3 Promotion and Upgrading in the Ghana Education Service

According to Ofei (2011) promotion has been everyone's dream in any field of life. Civil, public and other workers in the formal and informal sectors of the economy apply for promotion when due. This promotion comes about as a result of advancement in education or long service on one's profession. However, teachers in the Ghana Education Service in all levels of education - first and second cycle - obtain promotion when due for (Ofei 2011). This promotion when obtained is expressed in rank. This rank determines the level of a teacher and the amount of salary such a teacher will earn in a month and a year. For instance, a newly trained teacher from any of the Teacher Education Colleges in Ghana is automatically qualified to be promoted to the rank of Senior Superintendent II (SNR. SUP II). He or she is therefore placed on level 14.2 on the current single spine salaries structure (SSSS).

Furthermore, a teacher who obtains a bachelors degree in education or in any related field of study is qualified for the rank of a Senior Superintendent (SNR. SUP) automatically. However, Teachers who have taught for long years in the service could also qualify to the rank mentioned, but can obtain the rank only through an interview. Teachers who attended interviews in order to gain promotion to the ranks of Senior Superintendent (SNR. SUP).

Assistant Director (A.D) and Deputy Assistant Director (D.A.D) are often disqualified by the interview panelists set up to grant deserving teachers the ranks stated. They sometimes disqualify them not on the grounds of that they performed abysmally at the interview, but simply

because of government's policy to cut down the number of teachers who qualify to be promoted to the ranks of senior superintendent and above. This is affecting the moral of teachers to rise up to the top in their teaching career. The most painful thing is that one could attend the interview several times without success.

Getting promotion to any rank in the Ghana Education Service is the first step. The second is that, after acquiring the letter promoting one to a rank, he or she needs to undergo what is popularly referred to as upgrading which means he or she would have to go through tough bureaucracy in the Ghana Education Service in order to be graded to the rank and be placed on scale to attract the corresponding salary to the said rank. The system of upgrading, begins from the District or Municipal level then to the Regional Education Directorate and finally to National. That is the headquarters of the Ghana education service. This bureaucratic system that exists in the Ghana Education Service is not the best for teachers. It makes processing of promotion and upgrading very tiresome to teachers.

However, each level of assessing promotion and upgrading by teachers in the Ghana education service require some bureaucratic difficulty. Each level involves some level of payment in the form of a bribe to personnel charged to assist teachers process their promotion and upgrading documents. For instance, teachers' pay money to persons who are charged with the responsibility of ensuring that teachers' promotion and upgrading is done demand some amount of money before processing their documents. Therefore, teachers who refuse to pay anything do not have their documents processed (Ofei 2011). Even those teachers who are able to pay the money demanded at the end do not receive their promotion letters and not put on the right scale. For instance, it could take a teacher two years in order to go through the promotion and upgrading process. This discourages teachers to remain in the teaching service as his colleagues in the civil and public services go through promotion and upgrading with ease. They only have to submit all needed documents to enable officials in charge to process them. It could last for a month or two to have it processed. However, this payment of money at the District or Municipal level through to the Regional and National level before promotion and upgrading letters are processed should be avoided. One could not say that money is not involved at all levels. This constitutes bribery and corruption.

There are too many corrupt people in the Ghana Education Service. Promotion and upgrading letters of teachers are often delayed by the Districts or the Municipalities, Regional and the National (headquarters of the Ghana Education Service). Teachers also do not stay in the classrooms as they have to follow up their promotion and upgrading letters. This leads to loss of instructional hours thereby affecting the academic performance of school children in schools. This is one of the reasons why there is much failure in schools, as teachers do not stay in their schools to teach the children. However, it is suggested that officials of the government of Ghana help address these challenges of delayed promotion and upgrading of teachers (Ofei, 2011). One of the G.E. S's report states that its personnel management at the basic education level in respect of recruitment of trained teachers begins with the admission of students to the teacher training colleges (now colleges of education), since the successful completion of the courses offered at these colleges guarantees appointments for graduates. In addition, vacancies in the intermediate grades are filled by promotion. In addition, non-teaching staff and untrained teachers are recruited through advertisements, interviews etc. It is further stated that at the lower level grades of the education service, the staff establishments are clearly specified and consequently, the numbers of vacancies are known and appropriate steps are taken to fill those vacancies at higher levels in the G.E.S., that is, Assistant Superintendent to Assistant Director positions; however, there are no clear defined staff guidelines.

It also stated that any certificated teacher who has spent at least three (3) years in one grade becomes eligible, by the provisions of the scheme of service, for promotion to the next higher grade. From the Directors level upwards, some element of strict selection is introduced as eligible candidates attend interviews.

Moreover, it states also that apart from G.E.S. staff who are performing teaching functions, most of the staff working in offices have no job descriptions spelling out their responsibilities. "Without job descriptions there is no basis for performance appraisal as without spelling out the functions to be performed, any assessment of a particular employee's performance would be without any objective basis. Some assiduous Directors have, therefore, prepared job descriptions for Assistant Directors working under them." This document also stated that new

trend of keeping even Assistant Directors in the classroom must be encouraged, as in the past, good teachers were being pushed to take up jobs in the offices which, they were not interested in and also had no competence in working in those offices. It concluded that one "aspect of personnel management that is badly performed in the sector is supervision. Heads of institutions have teaching duties in addition to their managerial roles, external supervisors such as Circuit Supervisors have been assigned two or three more groups of schools than they can effectively supervise and there are some challenges such as competence, camaraderie and inadequate resources such as funds for fuel which have to be taken into consideration. These have contributed to the lack of effective supervision. This has resulted in indiscipline, laziness, lack of punctuality and absenteeism in the system. Even for those who are staff of G.E.S., the publication of the code of professional conduct for teachers agreed upon between GNAT and G.E.S. has not had much impact (Ministry of Education, 2007)

### **3.4 Challenges/Problems with Employees' Promotion**

According to Jordan [6] there are two problems of promotion as follows; Disappointment: Some employees who are not promoted will be disappointed when their colleagues with similar qualification and experiences are promoted either due to favoritism or lack of systematic promotion policy. Employees may develop a negative attitude and reduce their contribution to their organization and individual advancement. Refusal of promotion: Normally an employee accepts promotion when promoted. But there are several incidents where employees refuse promotion. The incidents include promotion with transfer to remote places, promotion to that level where the employee feels that he will be quite incompetent to carry out the job, delegation of unwanted responsibilities and when trade union leaders feel that promotion causes damage to their position in trade unions. Jordan [6] points out that even when promotions are fair and appropriate, they still have a number of problems; Organizational members bypass promotion; frequently feel resentful and it may affect their morale. A staff report may contain an assessment of what an individual is doing rather than what the individual is capable of doing. The different skills and knowledge on professional jobs should be identified in advance.



### 3.5 Measures to Solve Problems of Employees' Promotion

Jordan [6] suggests that an organization should provide a uniform distribution of promotion opportunities throughout the organization. It means the ratio of internal promotions to external recruitment must be the same in all departments. Otherwise there will be discouragement and frustrations in the department where this ratio is lower, therefore equal opportunities for promotion should be provided to all categories of jobs in all the departments. The basis of promotion should be clearly specified. Criteria should be laid down for judging length of service, merit and potential. The assessment and responding should be objective. Also, appropriate authority should be entrusted with the responsibility of taking decision on promotion and the function of promotion should rest with the concerned line executive; the personnel department should only suggest the names along with their records. Suitable training and development opportunities should be provided so that employees can prepare themselves for advancement. Lastly but not least, the promotion policy should be in writing and should be communicated to the employees. The policy also should specify that wherever senior person is not selected for promotion he/she will be told the reason.

### 3.6 Promotion Policy

Gupta [2] suggests that, every organization should formulate a sound policy regarding promotion of its employees. The company that has no recognized promotion policy is likely to have frustrated and restless employees as they have no opportunity for advancement. The main features of a good promotion policy are as follows; It must provide for a uniform distribution of promotion opportunities throughout the company. It means the ratio of internal promotions to external recruitment must be the same in all departments. Otherwise there will be discontent and frustration in the department where this ratio is lower. Therefore, equal opportunities for promotion should be provided to all categories of jobs in all the departments. It must tell employees the avenues of advancement available to them. Multiple chain promotion charts may be prepared for this purpose. In such a chart each position is linked to several other positions to which promotions can be made.

The charts showing ladders or path of advancement or promotion routes are called opportunity charts or fortune sheets. Dead end jobs should be labeled and the upward path should be well marked on the chart. The basis of promotion should be clearly specified. Due weightage should be given to seniority, merit and future potential of an employee. Clear cut norms and criteria should be laid down for judging length of service, merit and potential. The assessment and reporting system should be objective. Also, appropriate authority should be entrusted with the responsibility of taking decision on promotion. The final authority to sanction a promotion should rest with the concerned line executive [2]. The human resource department should only suggest the names along with their records. Again, suitable training and development opportunities should be provided so that employees can prepare themselves for advancement and detailed records of service and performance should be maintained for all employees. More importantly, the policy should be fair and impartial. Arbitrariness, favoritism, etc. should be eliminated and it should be consistent, i.e., it should be applied uniformly irrespective of the person concerned.

Also, it should be correlated with career planning. Sudden spurt of promotions (bunching) and long period of no promotions (promotion draught) should be avoided. However, a suitable system of follow-up, counseling and review should be established. All promotions should be on a trial basis and the progress of the promoted employee should be monitored to ensure that all is going on well. Counseling and guidance should be provided to the employees rejected for promotion. Alternatives like up gradation may be provided for deserving candidates. A provisional for appeal against the management's decision and its review should be made. This is necessary to satisfy employees who accuse management of being biased.

Provision should be made for timely release of the promoted employees from his present superior. In addition to, the promotion policy should be in writing and should be communicated to the employees. The policy may also specify that whenever a senior person is not selected for promotion, he will be told the reason for his suppression and the policy should be flexible. Internal staff should be given a fair chance of promotion before higher level posts are filled from outside.

## **4. METHODOLOGY**

### **4.1 Research Design**

Sequential explanatory design was used. The sequential explanatory design consists of first collecting quantitative data and then collecting qualitative data to help explain or elaborate on quantitative results [9]. The design implies gathering and analysing survey data followed by an interview data in a sequential manner to ensure in-depth understanding of the phenomena under study [10]. The sequential and explanatory design was used in conducting the research because it is far more comprehensive and exhaustive than dealing with the research questions with a single research method [9].

### **4.2 Population and Sample Size and Sampling Techniques**

The population for the research comprised teachers and officials of the human resource departments of the Ga West Education Directorate. The simple random and purposive sampling techniques were used to select 86 teachers and 2 officials from the human resource departments, Ga West Education Directorate respectively. DeVellis, [11] also assert that purposive sampling enables researchers to handpick the cases to be included in the sample on the basis of their judgment and typicality. In this way, the researcher builds up a sample that is satisfactory to specific needs. The simple random technique was also used to select eighty (86) public basic school teachers within the Ga West Municipality. The reason for this sampling method is that, it assures equal chance of teachers being selected. It also helps in calculating how accurately the sample reflects the population from which the sample is drawn.

### **4.3 Research Instruments**

The study used questionnaires and interview guides to solicit the needed information. According to Epstein, [12], interview and questionnaire are the two basic ways in which data are gathered in survey research. Hammond and Wellington [13], questionnaires offer participants the advantage of answering questions with the assurance of anonymity for their responses. Questionnaires are used when researchers want to obtain information on a large number of issues and from large sample size. Consequently, questionnaires are usually employed in survey researches. In other words, it is a way of verbally interacting with participants

or respondents in conducting research. Interviews offered the researcher the opportunity to probe respondents' answer with follow-up inquires. Data was obtained from the 86 teachers using questionnaires. Interview guides was used to obtain data from the 2 officials of the human resource departments of the Ga West Education Directorate and 2 teachers as well.

### **4.4 Validity and Reliability of the Research Instrument**

According to Creswell [9], validity of a research instrument is how well it measures what it is intended to measure. The content validation was found appropriate in determining the extent to which the set of items provided relevant and representative sample of the domain of tasks under consideration. The researcher ensured that data collected represented the content area under study. Items in the instruments were prepared in line with the objectives of the study. Ravitch, and Riggan, [14] defined reliability as the extent to which results are consistent over time. It implies that, if the results of a study can be reproduced under a similar methodology, then the research instrument of the study can be considered as being reliable. Reliability of the questionnaire was achieved by pre-testing and analysing it. Reliability of the questionnaire was estimated by using the Cronbach Coefficient Alpha estimate. The reliability coefficient was 0.73 which in accordance with Yakubu, [15], the instrument is reliable and can be used for data collection.

### **4.5 Data Collection Procedures**

The questionnaire was administered to teachers after permission was granted by their headteachers. The results from the survey data was used to build interview guide to further seek clarification. An interview was carried out with two officials and two teachers. The time arranged for an interview was approximately 45 minutes for every official and teacher. An audio-tape recorder was used in order to maintain the original data. The audio recording provides a complete verbal record, it can be studied much more thoroughly, and it speeds up the interview process [16]. The interview questions were formulated on the basis of the research questions.

### **4.6 Data Analysis Procedures**

The questionnaires were categorized under themes with respect to the research questions.

Editing and coding were made, after which, the data were entered into the computer using the Statistical Package for Social Science (SPSS) software Version 20, before performing the desired data transformation, the data were also cleaned by running consistency checks on every variable. Corrections were made after verification from the questionnaires and the database was generated. The data were represented using descriptive statistics involving mainly frequencies and percentages. Thematic analysis was used to analyse the interview data. The interview data were checked and presented in relation to the research questions. In reporting the information collected, some direct quotations were used. Reporting direct statements from research participants is important, because it helps to maintain the originality of data collected [11]. Also, researchers' views based on the respondents' answers were given backed up by literatures reviewed.

## 5. RESULTS AND DISCUSSION

The results of data collected from the respondents were analysed and discussed.

### Research Question one: What are challenges faced by human resource department of the Ga West Education Directorate in processing promotions and salary upgrading of teachers?

The first research question had the primary intent of knowing from the respondent their general views about challenges human resource

department face in processing promotions and salary upgrading. The study participants were therefore expected to express their views on the issue. The data gathered from the questionnaires are presented in Table 1.

Majority of the respondents 63.2% either strongly agreed or agreed that large number of teachers due for promotion 35.6% either strongly disagreed or disagreed. 1.1% was indecisive. This assertion suggests that there are large number of teachers due for promotion. In support of this,

One of the teachers commented that: *“huge numbers of teachers are due for promotion on yearly basis, this situation puts a lot pressure on officials at the human resource department”*

A Human Resource Official lamented that;

*“The manner in which teachers line up in education offices in my municipality as a result of promotion makes, we the officials to go through all sorts of stress”.*

The finding is in agreement with Mugweru [7] who found large number of qualified teachers as a handicap to effective promotions making many qualified teachers not to attend interviews. Some 56.6% of the respondents agreed that ineffective implementation of promotion leads to number of complaints from teachers, 38.9% thought otherwise. 4.4% were also indecisive. This suggests that that ineffective implementation of

**Table 1. Challenges human resource department face in processing promotions and salary upgrading**

Statements	SA		A		U		D		SD	
	F	%	F	%	F	%	F	%	F	%
Large number of teachers due for promotion.	34	37.7	23	25.5	1	1.1	23	25.6	9	10
Ineffective implementation of promotion leading to number of complaints from teachers.	20	22.2	15	16.7	4	4.4	32	35.5	19	21.1
Low funding for processing promotions and salary upgrading	30	33.3	22	24.4	2	2.2	14	14.5	22	24.4
Poor record management on teacher performance, promotions, and salary upgrading	29	32.2	20	22.2	3	3.3	19	21.1	9	21.1
Unfairness and corruption owing improper records of teacher performance	33	36.6	27	30	1	1.1	15	16.7	14	15.5

Key: SA= Strongly Agree; A=agree; U= Undecided; D=Disagree; SD = Strongly Disagree

Source: Field work data (2022)

promotion leads to number of complaints among teachers. In support of this, one human resource official commented that:

*“Some teachers are often heard complaining bitterly about promotion issues, it is either their personal records have been misplaced or they are dissatisfied with the entire process.”*

Another teacher asserted;

*“The manner in which it is done is not satisfying so most of us become frustrated sometimes”.*

The finding is in consonance with Chiduwoli (2007) researched on “An assessment of promotion in the local government Authorities, a case study of Mbinga district council”. He concluded that ineffective implementation of promotion leads to number of complaints from the employees.

It was also evident that 57.7% of the respondents either strongly agreed or agreed that low funding for processing promotions and salary upgrading. A few of them 39.9% thought otherwise while 2.2% were also indecisive. This means that the funding available for the promotion of teachers is inadequate. In support of this, a Human Resource Official stated that:

*“The government has not budgeted enough funds for promotion of teachers because I have realized that even if teachers are promoted it takes a longer time to receive their salary increments.”*

Another teacher also supported;

*“I am not sure the government does not have adequate money for this salary upgrading making it tedious for one to be promoted and his or her salary upgraded”.*

The finding supports Adamson [17] who discovered that some problems facing the promotion procedures as follows; lack of education, fund, favoritism, lack of proper records of workers performance, lack of awareness of the merit system and merit system as a limiting factor to a number of employees to be promoted.

It was also discovered that 54.5% of the respondents either strongly agreed or agreed that there is a poor record management on

teacher performance for promotions and salary upgrading, however 42.2 % did not think so while 3.3% were indecisive. This assertion suggests a poor record on teachers when it comes to their promotion records. To buttress this, one teacher disclosed that;

*“In my opinion, record keeping at the district education directorates on promotions is not up to satisfactory”.*

An official alluded that;

*“I have witnessed on numerous occasions at our municipality when there is chaos between we officials and teachers when they had their promotion documents not updated.*

Majority of the teachers 66.6% either strongly agreed or agreed that unfairness and corruption owing improper records of teacher performance. However, 32.2% did not think same and 1.1% remained indecisive. This means that there are biases on part of some of the officials when it comes to the interview sessions on promotions. To support this, one of the teachers disclosed that,

*“The promotion process is sometimes unfair since some teachers have attended interview for promotion for the past two or three years but have not been successful.”*

Another respondent opined that;

*“I have heard that some teachers pay bribes before they are promoted.”*

The findings confirms Mugweru [7] study on Promotion of Secondary School Teachers by Gender, Experience and School Type in Kenya and found out the following weaknesses through the principals who noted among other things 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.

### **Research question two: What measures can be put in place to solve problems of teachers' promotion and salary upgrading of teachers in the Ga West Municipality?**

The second research question sought to identify measures that can be put in place to solve

problems of teachers’ promotion and salary upgrading. The data gathered from the questionnaires are presented in Table 2.

Majority of the respondents 67.8% either strongly agreed or agreed that good promotion policy is one of measures to solve problems of employees’ promotion 31.1% strongly disagreed or disagreed. 1.1% was indecisive. This suggests that good promotions policy is one of the measures to solve promotion problems. To support this, a teacher disclosed that;

*“Since promotions comes with the upgrade of salaries, it adds a value to our lives”.*

An HR official also commented:

*“Promotion plays an essential role in the lives of teachers since that is the only way of job satisfaction among teachers”.*

The finding supports Gupta [2] who suggests that, every organization should formulate a sound policy regarding promotion of its employees. The company that has no recognized promotion policy is likely to have frustrated and restless employees as they have no opportunity for advancement. Some 61.1% of the respondents either strongly agreed or agreed that adequate information on promotion opportunities is one way to solve problems of employees’ promotion 4.4% were also indecisive. The finding in consonance with Jordan [6] who opines that an organization should provide a uniform distribution of promotion opportunities throughout the organization.

It was also evident that 68.8% of the respondents either strongly agreed or agreed adequate

provision of funds for processing promotions and salary upgrading is one of the measures to solve problems of employees’ promotion. A few of them 28.9 % thought differently, 2.2% were also indecisive. This suggests that when adequate funds are provided, it plays a major role in the process of teacher upgrading.

To buttress this point, one official commented that;

*“The government should provide enough resource to make processing of teachers promotion and upgrading effective.”*

A teacher also purported;

*“Teacher upgrading involves a lot of funds since their salaries are upgraded so enough funds play a tremendous role when it comes to this policy”.*

Lastly it was also discovered that 65.5% of the respondents either strongly agreed or agreed that proper record management on promotions and salary upgrading helps to solve problems of employees’ promotion, however 31.2 % did not think so while 3.3% were indecisive. This opines that proper record management on promotions and salary upgrading helps to solve problems of employees’ promotion. The finding is in consonance with Mugweru [7] who noted that for promotions to successful organizations should provide adequate funding for promotions while ensuring proper record management on promotions and proper information on promotion opportunities.

**Table 2. Measures to solve problems related to teacher’s promotion and salary upgrading**

Statements	SA		A		U		D		SD	
	F	%	F	%	F	%	F	%	F	%
Good promotion policy	38	42.2	23	25.6	1	1.1	19	21.1	9	10
Adequate information on promotion opportunities	40	44.4	15	16.7	4	4.4	12	13.3	19	21.1
Adequate provision of funds for processing promotions and salary upgrading.	40	44.4	22	24.4	2	2.2	14	15.6	12	13.3
Proper record management on promotions and salary upgrading.	39	43.3	20	22.2	3	3.3	9	10	9	10

Key: SA= Strongly Agree; A=agree; U= Undecided; D=Disagree; SD = Strongly Disagree  
Source: Field work data (2022)

## 6. SUMMARY OF KEY FINDINGS

A number of significant challenges encountered by Ghana Education Service in processing promotions and salary upgrading were identified. These were large number of teachers due for promotion, ineffective implementation of promotion leading to number of complaints from teachers, low funding for processing promotions and salary upgrading, poor record management on teacher performance, promotions and salary upgrading and unfairness and corruption owing improper records of teacher performance.. Finally, majority of the respondents agreed that good promotion policy, adequate information on promotion opportunities, adequate provision of funds for processing promotions and salary upgrading, proper record management on promotions and salary upgrading are measures to solve problems of employees' promotion.

## 7. CONCLUSIONS

Generally, teachers appear to recognise the value associated with promotion. Promotion is a sensitive issue to any teacher or employee and therefore fair judgments should be adhered to when it comes to its practice. Effective promotion practices would lead to high job satisfaction; while unsatisfactory promotion practice would lead to low job satisfaction. Suitable training and development opportunities should be provided so that teachers can prepare themselves for job advancement and detailed records of service and performance should be maintained for all teachers. More importantly, the promotion policies should be fair and impartial. Arbitrariness, favoritism, etc. should be eliminated and it should be consistent, i.e., it should be applied uniformly irrespective of the teacher concerned.

The study did report significant barriers to successful promotion practices in the Ghana Education Services. The most common concern being ineffective implementation of promotion leading to number of complaints from teachers and low funding for processing promotions and salary upgrading. Overcoming this barrier requires that the government of Ghana makes adequate budgetary allocation to cater for large number of teachers due for promotion every year.

## 8. RECOMMENDATIONS

The study recommended that all teachers who are due for promotion should be promoted and

have their salaries upgraded on time. The policy must also specify that whenever a teacher is not successful in promotion, he or she must be told the reason for his or her failure. Proper records of teacher must be kept by the Ga West District Education Directorate and Ghana Education Service to ease the promotion process.

## COMPETING INTERESTS

Authors have declared that no competing interests exist.

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