EVALUATION REPORT OF ZAMBIA NATIONAL UNION OF TEACHERS (ZNUT) ACTIVITIES IN EDUCATIONAL POLICY DEVELOMENT AND PROGRAMME IMPLEMENTATION

CONDUCTED

BY

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FOR

ZAMBIA NATIONAL UNION OF TEACHERS (ZNUT) AND THE UNION OF EDUCATION NORWAY

FINAL REPORT

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Signed

Dr J.R.S. Malungo, PhD Principal Investigator

EXECUTIVE SUMMARY

The Zambia National Union of Teachers (ZNUT) and the Union of Education Norway, (formerly the Norwegian Teachers Union - NL), have had a long standing co-operation which, among, other things, focused on improvement of the education policy and developments in Zambia.

In March, 2002, an evaluation of the activities embarked by the two parties in the cooperation was conducted. It was then discovered tat ZNUT had a unique position to be a driving force in the development of new and better educational policies and a watchdog of the implementation and management processes of the national educational policy and reform. It was also observed that ZNUT enjoyed good reputation of having tackled and advanced its classical union matters, particularly fighting for better conditions of service for its members. The evaluation, however, also revealed some weaknesses on the part of ZNUT that hampered the implementation of the identified roles. The areas of concern included:

- (i) Capacity of ZNUT in playing an effective role and a critical partner in policy development;
- (ii) Unclear policy position on professional issues and developments;
- (iii) Research and information at the national secretariat;
- (iv) Having a defensive posture on professional and disciplinary issues;
- (v) Lacking concise ethical code of conduct; and
- (vi) Having unfavourable public image.

It was also realised that ZNUT would not manage to sustain its activities without the financial support of the Union of Education Norway. This prompted the Union of Education Norway to extend its financial support to ZNUT to date. This done, the two parties planned for this evaluative study in assessing the progress since 2002.

This study, therefore, aimed at evaluating the Zambia National Union of Teachers (ZNUT) activities in policy development and programme implementation. The planning of the study started in August 2007 and was implemented from May to July, 2008.

The main objectives of the study are:

- (i) To assess the role of ZNUT in Zambia's educational policy and development, and how they meet a rapidly changing education sector;
- (ii) To evaluate the role of ZNUT in enforcing an ethical code of conduct and in developing a professional attitude amongst the teachers;
- (iii) To investigate women's possibilities within the union; and
- (iv) To find out the capacity in ZNUT to further develop the organisation without the economic support from Union of Education Norway/Norway Assistance for Development (NORAD).

A team of ten seasoned and trained Research Assistants and a Principal Investigator from the University of Zambia conducted the survey which was co-ordinated by ZNUT.

The study has found that ZNUT is still the most popular and influential teachers' union in the country. The Union also has the necessary qualified staff and structures to run the educational matters in the country. It is therefore a very key player in policy development, and programme implementation. The study discovered that most stakeholders, notably, the Government of the Republic of Zambia (GRZ) through various departments, non-governmental organisations and civic societies involved in educational matters collaborate very closely with the Union. The creation of other unions in the country was seen not to be helpful to the general membership as it advantages the government.

The study also discovered, however, that most of the policies that have been implemented in the country have not been evaluated. The Union should therefore advocate for evaluation of such policies.

The study further revealed that ZNUT has got no ethical code of conduct for its members on its own. However, there is a national ethical code of conduct which all parties ascribe to. The study discovered that the Union nevertheless helps to implement the existing code of conduct.

The evaluation exercise has also revealed the critical position that women have in the Union. Accordingly, the Union has established a women committee within itself to further the status and position of the women. It was found that a number of provincial and district structures are appreciating the roles women can play. However, the involvement of women is not very pronounced in rural and remote areas. To improve on that, information-sharing with areas doing well is critical.

For the Union to work effectively, there must be efficiency in its use of innovative information, education and communication (IEC). Also, the communication strategy should inform ZNUT members how to qualify for Union sponsorship.

The study discovered that the main resource for the Union is monthly subscription by members. There are also few other income generating activities that the Union has recently started. Other new partnerships have also been created with the Union. Regardless of all these ventures, the Union would still find it difficult to implement all its planned activities without the financial and material support of external partners. Such support has been critical in establishing new projects and programmes.

In view of the above, the study recommended that:

- 1. The various Teachers' Unions should formulate a memorandum of understanding (MOU). This will improve their bargaining powers with the government on common issues. The current fragmentation among unions has worked to the advantage of the government and other employers.
- 2. Unions should consider coming back into one body. This will strengthen their capacity to deal with various issues affecting their members.
- 3. The ZNUT should develop new strategies and intensify on already existing ones in fostering Information, Education and Communication (IEC). This should improve communication on important issues such as existing code of conduct, criteria to qualify to be sponsored by the Union from national to lower structures. Better communication should bring about closer ties and understanding between local and national leadership. Such communication strategies might include union magazine, intensifying use of local community radios and regular information sharing meetings and seminars by the national leaders and among provincial and district leaders.
- 4. The Union should promote and support inter-provincial and inter-district visits and exchange of ideas, knowledge and best practices.
- 5. The Union should put in place clear guidelines on educational development and disseminate to its members the criteria for sponsorship.
- 6. ZNUT should build more capacity in research and information generation at provincial, district and local levels.
- 7. The Union should intensify mechanisms in starting and consolidating existing businesses and also acquiring assets and property for various income

generating activities from national to lower structures. This will improve the financial base of the Union. Such businesses could include buying shares from viable companies, acquiring more property and assets.

- 8. The Union should continue using local media such as radios and drama groups to maintain its positive image and in sharing acquired best practices.
- 9. ZNUT should consolidate existing external and internal partnerships and at the same time identify and create new ones. The many partners should assist in the provision of financial, material, technical assistance and other needs in the wake of the Union of Education Norway ending its financial support.
- 10. The Union should be more innovative and rigorous in wooing more new members to it. This would improve its income base through subscription fees and at the same time maintain the positive public image.
- 11. ZNUT should provide incentives to maintain and appease its members, such as provision of t-shits on teachers' days and giving special recognition and awards to outstanding members; and
- 12. The Union should continue to deliberately promote women involvement in the union matters. Also there should be moves to encourage and secure positions for women within the Union structures. This should be in line with global and regional policies on engendering developmental programmes.

CHAPTER 1.0 INTRODUCTION AND BACKGROUND TO THE STUDY

1.1 BACKGROUND

Zambia National Union of Teachers (ZNUT) is a trade union. This means that it is an organisation formed by workers, for workers to promote and defend their interests in any undertaking. ZNUT is a single organization union in that its mandate evolves around members of the same organisation or corporation, the teachers.

The origin of ZNUT is traced from the pre-independence era. Before independence, the whites had all the political, economic and social rights and privileges while the indigenous people, the Africans, were denied of the basic worker's rights and privileges and were subjected to hazardous conditions, exploitation and domination by all the three major employers in the education system; the Public Service Commission, the Unified Teachers Service and the Missionary Agencies. Without any union representation, individual teachers fended for themselves.

In 1950 the African Teacher's Association was formed in all the then eight provinces (Lusaka was not yet delineated). On 22nd June, 1953, the Northern Rhodesian African Teachers Association (NORATA) was officially registered. On 15th June, 1962, NORATA dissolved to reorganise, and on the same day formed the Northern Rhodesian African Teacher's Union (NORATU). At the eve of independence on 4th March, 1964, NORATU was changed to become Zambia National Union of Teachers (ZNUT). The Union represented all the teachers in three educational tiers; primary and junior and senior secondary school levels. Even after the creation of other teachers' unions in the mid-1990s, namely, the Secondary School Teacher's Union of Zambia (SESTUZ) and Primary School Teachers' Union of Zambia (BETUZ), which later changed to become Basic Education Teachers' Union of Zambia (BETUZ), ZNUT has continued to recruit membership from the three educational tiers.

1.2 OBJECTIVES OF ZNUT

ZNUT has a number of objectives, including:

- 1. To associate and unite all teachers in the Zambia Teaching Service and to establish braches of the Union;
- 2. To promote co-operation among teachers and to encourage intelligent discussions of all questions bearing in mind the educational interests of the inhabitants of the country, and to afford to the Zambian Government, the Ministry of Education and to other organisations interested in education, the advice, and the experiences of members of the Union;
- 3. To protect and further teachers' professional interests collectively and individually and to protect and defend teachers against injustice;
- 4. To regulate the relations between the education authorities and teacher members;

- 5. To negotiate for better salaries and conditions of service and generally to protect the interests of teacher members; and
- 6. To promote a high code of professional excellence and efficiency, devotion, conduct and to make such representations posts in the educational services are open to all eligible teachers regardless of sex, race, creed or origin.

1.3 STRUCTURE OF ZNUT

The study discovered that ZNUT has a very strong and well established organisational and administrative structure which extends to the local school/college level. The following are the main committees:

- 1. "Three Man Committee" The Chairperson, Secretary and Committee member are chosen every two years. The committee is based at the local school/college level and is the hub of the Union which administers all Union matters at the local level and takes up cases and grievances of members.
- 2. Branch Executive Committee– The Branch Quadrennial (every fouryear) conference of Delegates meets to choose a Chairperson, Vicechairperson, Secretary and Vice-Secretary and four Trustees. The branch serves as an appeal body for the "Three man Committees" and prepares reports for the District Conference.
- 3. District Executive Committee The District quadrennial conference of delegates meets every four years to choose a Chairperson, Vicechairperson, Secretary, Vice-Secretary and four (4) trustees. The committee handles cases and grievances of members up to the district level and prepares reports for the provincial committee.
- 4. **Provincial Executive Committee** The Provincial quadrennial conference of delegates meets every four years to choose a Chairperson, Vice-Chairperson, Secretary, Vice-Secretary and four (4) trustees. The committee deals with cases and Union matters up to provincial level and prepares reports for national committee.
- 5. National Executive Committee This is the supreme committee and deals with day-to-day matters of the Union. Draws members from all national executive committee members chosen every four years by the national quadrennial conference of delegates. The General Secretary is the overall national leader and is assisted by the Directorate.

1.4 **PARTNERSHIPS**

In its bid to strengthen its capacity in meeting members' expectations, ZNUT has engaged many co-operating partners, including the Union of Education Norway. The partners assist the Union in financial, material, and technical backstopping matters. The Zambia National Union of Teachers (ZNUT) and the Union of Education Norway, (formerly the Norwegian Teachers Union – NL), have had a long standing co-operation which, among, other things, focused on improvement of the education policy and developments in Zambia.

In March, 2002, an evaluation of the activities embarked by the two parties in the cooperation was conducted. In the main it was found that ZNUT had a unique position to be a driving force in the development of new and better educational policies and a watchdog of the implementation and management processes of the national educational policy and reform. It was observed that ZNUT enjoyed good reputation of having tackled and advanced its classical union matters, particularly fighting for better conditions of service for its members. The evaluation, however, also revealed some weaknesses on the part of ZNUT that hampered the implementation of the identified roles. The areas of concern included:

- (i) Capacity of ZNUT in playing an effective role and a critical partner in policy development;
- (ii) Unclear policy position on professional issues and developments;
- (iii) Research and information at the national secretariat;
- (iv) Having a defensive posture on professional and disciplinary issues;
- (v) Lacking concise ethical code of conduct; and
- (vi) Having unfavourable public image.

It was also realized that ZNUT would not manage to sustain its activities without the financial support of the Union of Education Norway. This prompted the Union of Education Norway to extend its financial support to ZNUT to date. This done, the two parties would like to again conduct an evaluation exercise in assessing the progress since 2002 on the weaknesses identified then with a considered view of terminating the financial development. The 2008 evaluation had to consider certain issues, namely, shorter, concise and independent report.

1.5 STUDY OBJECTIVES

The main objectives of the study are:

- (i) To assess the role of ZNUT in Zambia's educational policy and development, and how they meet a rapidly changing education sector;
- (ii) To evaluate the role of ZNUT in enforcing an ethical code of conduct and in developing a professional attitude amongst the teachers;
- (iii) To investigate women's possibilities within the union; and
- (iv) To find out the capacity in ZNUT to further develop the organization without the economic support from NORAD/Union of Education Norway.

CHAPTER 2.0 STUDY DESIGN AND RESEARCH METHODOLOGY

2.1 STUDY DESIGN

The planning of the study started in August, 2007 and was conducted from May to July, 2008. The study obtained cross-sectional data using primarily qualitative methods. Key informants and discussants at national, provincial, district and local schools provided the bulk of the information. Other approaches included area truncation and participant observations. In addition, literature on ZNUT has been examined.

2.2 SELECTION OF STUDY RESPONDENTS

The selection of respondents aimed at obtaining wide ranging information on the study objectives. While information was obtained from key ZNUT personal at various levels, the study also contacted other stakeholders outside the ZNUT structures. Notable among such were informants from other Unions, such as SESTUZ and BETUZ; Ministry of Education (MOE) and Ministry of Labour officials at national, provincial and district levels; Non-governmental organisations (NGOs) involved in policy development and implementation and other educational matters; Provincial and District Planning Officers; District Commissioners; District Education Boards (DEBS) and other cadres at local levels, notably, teachers and heads of schools. The triangulation of data collection method assisted in validating the findings from ZNUT informants and discussants.

All the informants and discussants were selected using stratified and purposive sampling techniques. The strata were rural and urban areas. At least two areas in each province (one from the rural and the other from urban areas) were selected. In addition, the national secretariat and other stakeholders were contacted. The first draft of this document was reviewed by relevant officers at the national secretariat.

Province	Urban district	Rural district	Total number interviewed
Central	Kabwe	Mkushi	21
Copperbelt	Ndola	Masaiti	21
Eastern	Chipata	Chadizha	20
Luapula	Mansa	Mwense	21
Lusaka	Lusaka	Luangwa	20
Northern	Kasama	Mungwi	23
North-western	Solwezi	Kasempa	21
Southern	Livingstone	Gwembe	20
Western	Mongu	Senanga	21
National	-	-	3
Total	-	-	191

Table 2.1 shows the total number of respondents that were covered by place and district:

Information was collected from a total of 191 people with a minimum of 20 from each province. All the "three Man Committee" at the local levels and other Union representatives and government officials, local school authorities (specifically head teachers) were included. About two-thirds of the respondents came from the ZNUT structures and the other third from the other key stakeholders.

2.3 STUDY INSTRUMENTS AND DATA COLLECTION TECHNIQUES

The study basically used research guides for mainly in-depth discussions. The study guides comprised a number of areas covering the study objectives, including capacity of ZNUT in playing an effective role and being a critical partner in policy development, policy position of ZNUT on professional issues and development, Research and Information, professional development and disciplinary issues, ethical code of conduct and public image of ZNUT (see Appendix 1 for Consent Form and Appendix 2 for Interview Guides).

A seasoned trained team of Research Assistants from various institutions, notably, University of Zambia, Ministry of Health and Central Statistical Office, was used in data collection (see Appendix 3). Research Assistants visited, identified and organised all the respondents in each local area, say province, district and local school for mainly face-to-face in-depth discussions. Other approaches for data collection included informal discussions, area truncation and participant observations. These techniques provided critical insights of the organisation and operation of ZNUT at various levels.

Discussions were both recorded and written down (note taking) with consent during the interviews. Almost all the respondents, except some 14 of them declined to have their interviews recorded for various reasons. Mainly senior public persons did not want their discussions recorded for fear of their superiors healing about it.

2.4 DATA MANAGEMENT AND ANALYSIS

The management of the data was done by the Principal Investigator with assistance of all the Research Assistants involved in the study. All the recorded and reported data were transcribed and placed in themes for easier analysis. Verbatims and other nuisances have been retained into the report.

CHAPTER 3.0

ZAMBIA NATIONAL UNION OF TEACHERS (ZNUT)'S ROLE IN EDUCATIONAL POLICY DEVELOPMENT IN ZAMBIA

3.1: INTRODUCTION

This chapter presents findings on the involvement of the Zambia National Union of Teachers (ZNUT) in the making, implementation, monitoring and evaluation of the educational policies in the country.

The development of any policy must follow through a systematic procedure and process that should include problem identification and definition through to the adoption of the policy. In this process, a lot of stakeholders should be involved which include Government through the Ministry of Education as a key player, and other government ministries, Non-governmental organizations, International Agencies, Teacher Unions and other stakeholders. Given the fact that any policy developed for any particular group of people must involve the people that it will directly affect, teachers and the general communities at the grass roots are supposed to be involved in the development of the educational policy through consultations.

The following key areas are looked at in evaluating the role ZNUT plays in policy development:

- 1. The role of ZNUT in formulation and implementation of educational policies in the country.
- 2. The role of ZNUT in monitoring and evaluation of educational policies.
- 3. Does ZNUT have the necessary staff and structures to be effectively involved in educational policy development in the country?
- 4. How does ZNUT compare with other teacher unions in their involvement in educational policy development?

3.2 THE ROLE OF ZNUT IN FORMULATION AND IMPLEMENTATION OF EDUCATIONAL POLICIES

As the oldest and largest teacher union in the country, the Zambia National Union of Teachers (ZNUT) is expected to be effectively involved in the development of the educational policies in the country and is expected to be involving teacher members through consultations at the grassroots.

Among the key respondents in discussing the role of ZNUT in the formulation and implementation of educational policies in the country were Government officials in the Ministry of Education (MOE) at District, Provincial and National levels. From the interviews conducted, it was well established that the Zambia National Union of Teachers (ZNUT) is involved in the formulation of educational policies in the country. As highlighted by one of the respondents:

So far in the few policies that I have seen being made in the ministry of education, I have seen people from the PTA's being involved, I've also seen people from the boards being used, then I've also seen people from the union (District Education Boards Secretary).

An informant from the planning division of the Ministry of Education from Western Province also submitted that the Zambia National Union of Teachers (ZNUT) is involved in the formulation of the educational policies at National level:

Policy formulation is under the office of the permanent secretary Ministry of education, ours is the interpretation of the policy. At national level am aware that they are involved fully as union leaders because from time to time we do meet them when we have important meetings such as joint annual review meetings or management meetings (Informant, Western Province).

Key officials of the Zambia National Union of Teachers (ZNUT) interviewed, and those from other teacher Unions and other organizations also made similar observations that ZNUT is involved in policy formulation. That is, ZNUT leaders at district, provincial and national levels are consulted and are part of the policy making process in the country. Once these policies are adopted, ZNUT was also expected to be involved in the implementation and monitoring of the policies.

In the implementation of the educational policy, it was widely held from the discussions conducted that the Zambia National Union of Teachers plays a critical role and is involved by the Ministry of Education at all levels, namely, National, Provincial and District in implementing the educational policy. In this regards, it was reported by the majority of the respondents talked to that the Union leaders sit on the various boards that look at implementation of the education policy and the Zambia National Union of teachers was reported to be effectively represented at these boards. In emphasizing this point, one of the respondents reported that:

When there is a meeting at the office of the Provincial Education Officer and ZNUT officials are not there while officers from other unions are there, the meeting cannot take place. On the other hand, if officials from ZNUT are there and officials from other unions are not there, the meetings have normally taken place (ZNUT Official, Eastern Province).

Through interviews with government officials it was widely established that union representatives help to implement the policy because they interpret the policy to their members. One Educationist in Mungwi echoed this view:

They [ZNUT leaders] don't necessarily implement like free education, but the way they help in the implementation is by making their members carry out the activities that they are supposed to do in schools to enhance the learning of the pupil (Educationist, Mungwi).

In the study, it was widely reported that ZNUT conducts workers' education to deliberately familiarise teachers with arising education policies.

While everyone appreciated the role ZNUT plays in policy formulation and implementation, there was also a cry that the Union should intensify its communication and education programmes on policy formulation and implementations to the grassroots. A long-time member of ZNUT said:

The union should improve in the programming, in the education system of its members. We are saying education should start from the grassroots up to the National level. All members of ZNUT regardless of the position, they need to be imparted with the knowledge on how to come up with the policy making, policy implementation and evaluation (ZNUT Union Member in Northern Province).

Another long-time member of ZNUT in North-western Province echoed the need to further educate the members:

They [ZNUT leaders] should improve in implementing the existing educational policies by educating the members of ZNUT in particular the teachers. The teachers should be educated on this one and whatever policy is put in forward. Its supposed to be made known to the teachers and by so doing, teachers and the Union [will be] together [and] they will do the implementation (ZNUT long-time member, Kasempa).

A respondent in Southern Province observed:

.....you see implementing of any policy goes with capacity building because if you have various leaders at various levels who are not capacitated or who are not familiar with labour rules or are not familiar with the new policies that are coming, they will not be effective. I think that is where we seem to have failed or maybe we have a big challenge. In the first place, we need leaders who are trained to interpret those policies. (ZNUT Member, Southern, Province)

Similar observations were also made by some government officials:

...they should sensitize their members on the existing policies because you realize that some of their members may not be aware of these policies. So it would be important for the unions to educate their members about their existing policies and new policies so that the members adhere to these policies (Planning officer, DEBS).

The need to consult with the grassroots was emphasized. Members observed that ZNUT has well established structures up to local school level which are well positioned for local inputs, but not effectively used for consultations. An informant in Chipata said:

Many teachers have no idea how educational policies are formulated because teachers are not consulted in policy formulation (ZNUT Official, Chipata).

In Western Province an informant argued:

Look, the union does a good job in terms of representing us in different situations but I must mention that they fail us in the sense that the union does not consult members. Now one even wonders which views they present to government. Because I can tell you that I have never heard the union consulting members in my 10 years of service and yet there are so many policies which they have helped to formulate" (ZNUT member, Kanyonyo Basic School, Mongu).

Similar observations were made in Southern Province as one respondent said:

Yeah, I think there need to have consent dialogue where all key players are involved. You know in this sense I am trying to run away from the idea where ideas are coming from the top always coming down. I think we should also change the mode once in a while. I think the grass root should be involved. I think the grass root should not always be the recipient, always waiting to receive. Time has come when we should have the bottom-up kind of situation where the grass root should be seen to be involved. Even when it comes to implementation, there is no hesitation. You freely go in [whole] heartedly, but a situation where you are always receiving, yours is just to receive and implement. That is why you find that certain things tend not to move so well. Because the people that are made to implement are not involved from the beginning (ZNUT Member, Southern Province).

The study, therefore, observed that whereas the Zambia National Union of Teachers (ZNUT) plays a critical role in policy formulation and implementation, the areas of communication and education, and consultations with the members need to be improved. This will further improve the standing and image of the union.

3.3 THE ROLE OF ZNUT IN MONITORING AND EVALUATION OF EDUCATIONAL POLICIES

Monitoring and evaluation are important factors for any policy or programmes because they help assess whether and how well the aims and objectives are being achieved. In other words, monitoring and evaluation offers powerful tools to ensure that funders, policy makers and implementers and other interested parties remain abreast of the impact, efficiency and overall successes of programmes and policies. In the case of the educational policy in Zambia, while it was found that Government is the major player in the formulation of the existing policy, it was also found that Government spearheads the monitoring of the policy. From the interviews held, it was generally held by Government officers that the District Education Boards are responsible for the monitoring of programmes in the educational policy. However, it was also found that no overall monitoring and evaluation of the educational policy has been conducted recently. According to one respondent:

We have not carried out that type of monitoring in a long time I think (Provincial Personnel, Western Province).

The involvement of ZNUT in monitoring and evaluation of existing policies and programmes was also acknowledged. In Northern Province it was said:

District Educational Boards have been monitoring some programmes and projects for the Ministry of Education and do evaluations of exams. Also, ZNUT has been involved in such issues (Provincial Educationist, Northern Province).

Like in policy formulation and implementation, the study upholds that there are some key issues that need to be addressed by the Union as regards to policy monitoring and evaluation. These include:

- The Union should mount on advocacy to compel/ pressure government to conduct major evaluations of the policy; and
- Organise joint evaluations with key stakeholders.

A respondent in Southern Province said:

Now that is where the unions now need to actually emphasize, they have meetings to evaluate how much have we achieved by this educational system, this educational policy. That is one part, most unions we are not doing, because as watchdogs we need actually at the end of the day to give a reflection. Has this policy worked for us? Has it worked in our educational system or not? I will give various examples where we have failed. Look at what is happening in the tertiary sector, primary, and talking about the secondary school teachers. The primary school trained teachers; there has been a lot of programmes that have changed from time to time. There was ZPC, ZATECH, there came BASIC, and today there is, there is I have forgotten what they call it. There was ZPC than there came BASIP then now there is ZATECH. So all these programmes have changed in a short period of time, its like for a very long time we have been operating on experimental version. So what we really need to do as unions is to have such programmes evaluated at the end. If it is a good programme lets stick to it (ZNUT official, Southern Province).

Similar sentiments on the need for more efforts in monitoring and evaluation of educational programmes by all stakeholders were made in Northern Province by a SESTUZ official:

...what is not there is to have a clear cut policy within the unions on how they are supposed to view certain aspects of the policies that are put in place (SESTUZ Official, Northern Province).

3.4 ZNUT STAFF AND STRUCTURE AS AN INGREDIENT IN FORMATION, IMPLEMENTATION, MONITORING AND EVALUATION OF EDUCATIONAL POLICY

Having quality staff and adequate structures in place are key ingredients in effective participation in policy formulation, implementation, monitoring and evaluation. A critical question that was asked to capture information on this was: *Do you think*. *ZNUT has the necessary staff (and structures) to effectively be involved in policy formulation, implementation, monitoring and evaluation?*

In answering this question, the majority of the respondents who included members from the Basic Education Teachers Union of Zambia (BETUZ) and those from the Secondary Schools Teachers Union of Zambia (SESTUZ) attested that the Zambia National Union of Teachers (ZNUT) has got the necessary staff and structures to be effectively involved and consulted in policy development. One respondent said: When you look at the unions that have just been created like SESTUZ and BETUZ, I wouldn't say they have that refined structures compared to ZNUT... (SESTUZ Official, Northern Province).

In an interview, a member of Staff at Zambia National Education Coalition (ZANEC) argued that ZNUT is found every where and has the qualified staff and established structures at all levels stating at:

The school there is the Five-Man Committee, Branch level here is a committee in-charge of Schools demarcated into zones; District level, and at the National level.

With such decentralized type of system, it clearly shows that ZNUT has an upper hand in being involved in policy making process, implementation, monitoring and evaluation as compared to the other teachers' unions. This is further characterized by a huge membership countrywide. A Provincial BETUZ official in Lusaka said:

ZNUT as a union is placed to contribute effectively in policy making, implementation, monitoring and evaluation because of its system of structures, huge membership as well ZNUT has a lot of resources as compared to any other Teacher Union in the country (BETUZ Official, Lusaka).

While it is held that ZNUT as a Union has got the necessary structures in place to contribute in policy formulation, implementation, monitoring and evaluation, the major concern that needs to be addressed by the union still remains to be capacity building for their leaders and members. While having staff and structures in place is a good thing, the quality of the staff also needs to be addressed. This was also observed by leaders within ZNUT. According to one respondent:

The leadership needs to be equipped with the necessary skills so that if the education academicians or administrators are trying to sideline ZNUT, they'll find a way to convince them (ZNUT Trustee).

Similar observations were made in Southern Province where one respondent said:

Maybe what we can do is improve on capacity building of our leaders at all levels. There are times you find that there is an issue and an ordinary member knows more than the leader. So if we can work on that one, we can really improve (ZNUT Officer, Southern Province).

CHAPTER 4.0

PROFESSIONAL DEVELOPMENT OF TEACHERS IN THE ZAMBIA NATIONAL UNION OF TEACHERS (ZNUT)

4.1: INTRODUCTION

Quality education is critical for any prospects in socio-economic development and eradication of poverty. Even the Millennium Development Goal (MDG) number Two aims at achieving universal primary education by 2015. To improve on the quality of service offered in the education system, members of staff need to be continually and actively engaged in learning.

According to the Ministry of Education (MOE), the desire of the ministry is to see to it that all teachers at basic school level have a minimum of a diploma while all teachers at secondary schools have a minimum of a degree. To achieve this, the ministry is encouraging its employees to go for further studies and those that are eager to learn are supported financially when funds are available. However, the ministry is also mindful of not sending everybody at the same time. Therefore, when clearing teachers to go for further studies, this is taken into account. Sponsorship is done at school level for high school teachers and at district level through the District Education Boards (DEBS) for basic school teachers.

Although the Ministry of Education is making an effort to improve the quality of its employees, it is a huge task to be achieved by government alone and calls for collective responsibility among all stakeholders including the teacher's unions to which the teachers subscribe.

This chapter therefore presents findings on the position of ZNUT on professional development of the teachers subscribing to it.

4.2 EXISTING POLICIES ON PROFESSIONAL DEVELOPMENT IN ZNUT AND HOW THEY BENEFIT MEMBERS

From interviews held with union leaders from the three teacher's Unions, it was widely argued that Government as an employer was hampering the development of teachers. According to their submissions, government is running away from its responsibility of training its employers further by asking schools to sponsor their teachers, and by significantly limiting the number of teachers that each district and province can clear and sponsor.

With this background, unions remain with a huge role to play in assisting their members further their studies by way of financial assistance and lobbying for clearances.

This study found that the Zambia National Union of Teachers (ZNUT) is to a large extent playing its role in ensuring that their members attain further education. This assistance was reported to be, as anticipated, in form of financial help on a costsharing basis and as by way of the union facilitating the clearance of the members to go to school. The ZNUT Provincial Organising Secretary said:

What we do as ZNUT now, we have a policy on further studies where we are saying we do it on cost-sharing.....so we commit ourselves and have these people cleared...we cost-share with our members then some of them after a year or so they are taken on again by their own sponsoring school (ZNUT Provincial Organising Secretary).

The report submitted by the Provincial Organising secretary can be confirmed by submissions made by a cadre in Western Province who said:

Aam, if you have already started and you go to the union for assistance, though it is not all that obvious but it is there...with me they assisted me when I was stranded at Chalimbana but in terms of sponsoring somebody full-time I think they don't do that...there are many people that the union has assisted in terms of partial payment that is a cost-sharing kind of arrangement...(ZNUT Member, Western Province). A respondent from the women's lobby group in Chipata submitted:

ZNUT has best policies and practices due to the high number of teachers that it sponsors.

Government officers also presented similar observations. The District Education Boards Secretary said:

... that's the only union I have seen so far sponsoring teachers. At least in my experience and in my office, that's the only one.

A cadre in Northern Province submitted:

...when you just carry out a survey, you will find most of our colleagues from Basic Schools have attained higher levels of education mostly because they have been encouraged and their vacations have been facilitated by ZNUT...(SESTUZ Cadre, Kasama Boys high School).

Respondents were also asked to mention the number of people they know that are being sponsored by ZNUT. In response to this question, a Provincial Educational Officer reported:

By ZNUT, yes, in Eastern Province where I have come from, I left three people being sponsored by ZNUT (Provincial Educational Officer).

Some of the cadres interviewed also cited examples of people they know that have been sponsored by ZNUT to further their studies. For example, a teacher at Mungwi Technical High School said:

I have seen and I have heard that people have been sent for further studies... people have been sponsored and there are people who have told me that they have been sponsored by ZNUT...I have a colleague in the Copperbelt Province Mr. C....who mentioned this to me and I proved it because he was at the college.

4.3 CHALLENGES OF ZNUT IN PROFESSIONAL DEVELOPMENT OF MEMBERS

While it is appreciated that the Zambia National Union of Teachers is playing an important role in the development of its members, there are some key challenges that were cited by respondents.

Firstly, it was widely observed and stated that there is a gap between the top leadership and the members in terms of information flow on professional development. In this regards, it was observed that ordinary members in the Union lack adequate information on what policy and programmes exist within the union on professional development. For example, a ZNUT Branch Chairperson:

I have heard that in case of ZNUT you can apply for assistance but that's not straight forward...I don't have the full information and I can't identify anyone in my District who has benefited.

A District Official in Northern Province also echoed similar sentiments:

We have heard some teachers have been assisted when they go at the right time there at the national (District Official, Northern Province).

Lack of information on professional development was observed in the majority of members in all unions, especially at the lower levels in all the provinces and was worse with ordinary members/ cadres. This can be concretized by the observations made by a respondent in Kasama who is a former ZNUT Official but currently contributes to BETUZ who said:

...I would appreciate much if the unions can also get involved in these programmes because there is no deliberate policy that I would call that the unions have implemented to educate their teacher members...as for ZNUT I don't have any knowledge... (BETUZ Member, Northern Province). Secondly, there were concerns that the number of people being sponsored by ZNUT is small due to limited resources. This requires more partnerships with other organisations which can support the teachers.

The other area that needs to be addressed is where it was alleged by respondents that the people that are benefiting from ZNUT sponsorship are executive members. For example, a respondent in Western Province alleged:

The other thing is that there is a bias towards the union officials, those who don't seem to have problems accessing funds from the union. But for a common man like myself it's quite difficult to get funding from the union (Informant, Western Province).

A respondent in Northern Province also strongly submitted that:

If ZNUT really wanted to sponsor its members, it has the financial muscle. Even today as I am speaking if that national leadership can sit down and shift interest from themselves and allow ordinary members to benefit, you are going to find that members in ZNUT can benefit (Informant, Northern Province).

All in all, the study has revealed that ZNUT supports its members by providing finances and assist in clearing them with Ministry of Education. There is, however, the need to put in place clear guidelines and communicate to its members the criteria for sponsorship. This will give more confidence to the Union leadership. Otherwise, there was no evidence that a particular cadre of members was discriminated against in sponsorship. However, it was very clear that there is more demand for sponsorship among teachers than the resources can allow. This is not necessarily the creation of ZNUT.

CHAPTER 5.0 ETHICAL CODE OF CONDUCT AND DISCIPLINARY ISSUES AMONG TEACHERS

5.1: INTRODUCTION

A well articulated ethical code of conduct is the cornerstone of professionalism. This chapter therefore presents information related to ZNUT's ethical code of conduct and disciplinary issues amongst the teachers.

Amongst the general disciplinary codes or rules for teachers include absenteeism, teacher should be of sober mind, dress modestly, poor time keeping, substandard performance in class, poor supervision, and sexual abuse of pupils. It was discovered that all these actions can result in dismissal of the ailing teachers.

5.2 ETHICAL CODE OF CONDUCT AND DISCIPLINARY ISSUES

The study heard that ZNUT does consider the ethical code of conduct a priority as a union; this is because a disciplined workforce is perfect in everything it does. The provisional organizing secretary of ZNUT in Eastern Province also highlighted that the institution believes in having members who are disciplined, royal to the system and who can deliver in class. The secretary went on to mention some of the recommended disciplinary actions against the offenders, which include verbal warning, written warnings, suspension and finally dismissal.

In Southern Province a ZNUT official provided more information on the code of conduct:

We have what we can call an acceptable code of conduct for teachers. For example, the dress for teachers should be smart, presentable and acceptable. They should have acceptable dress. They are expected to show exemplary behaviour just like any other public worker.

For teachers that are not behaving according to our expectations they are counselled, first and fore mostly, using the existing structures. If counselling can't work, then the disciplinary code can be enforced. Teachers must be disciplined. First, you are written to or reprimanded if you commit an offence. The type of the misconduct will determine the type of punishment that you will receive at the end of the day (ZNUT official, Southern Province).

The study, however, discovered in essence that ZNUT does not have its own code of conduct except that which is provided by the Ministry of Education (MOE). This was also the case with other teachers' unions. The study further found out that ZNUT has been sensitising these disciplinary rules provided by the Ministry of Education on its members through worker education every month, at which these codes are read out and discussed. The study also found out that there are no distinctions in the manner disciplinary actions are handled between the males and female teachers but it is worth noting that most of the offenders are male members.

A typical disciplinary case was cited in Northern Province where a teacher was found guilty of impregnating a school pupil. At the time of the study, the offender had already been relieved of his job.

The Provincial Official in Western Province further clarified the procedures in meting disciplinary acts to erring members:

Giving disciplinary measures immediately when one has error is not a solution. The most important thing to do is to give a verbal warning to erring teachers. If they fail to obey that is when they should be suspended. We do educate our members on the disciplinary code so that as they teach they remember what they should do. We are trying to make sure that our members are not involved in activities that amount to public nuisance, they should not involve themselves in conducts such as non-compliance with established procedures, negligence, carelessness in school, inefficiency and violence. We consider the ethical code conduct a priority because it helps our members to deliver quality education so that the pupils can benefit in the end (ZNUT Provincial Official, Western Province).

The view that the code of conduct should be followed by all the teachers regardless of their union affiliation was very common among all Union leaders. However, leaders said that there are certain cases that may be considered as minor and as such would easily be dealt within the union.

The study also wanted to find out if 'Members' contributions' to the Union compromise the union's effecting of disciplinary action on its members'. To this the ZNUT Provincial Official in Eastern Province was candid:

Yes, we met disciplinary issues on our erring members, and the amount and level of contribution to the Union in such matters does not compromise our actions (ZNUT Provincial Official, Eastern Province).

All the ZNUT structures did not support defending erring members on the basis of their contribution to the Union.

A ZNUT Organizing Secretary indicated that some members in the Union have been disciplined for not following existing guidelines. He also emphasized that the code of conduct should be improved to cope with the changing times:

Some of our members have been disciplined for not following the rules, especially by coming drunk to school. ZNUT code of conduct should be improved. This is because we are living in the changing society and therefore we can not compare the way things were in the past. Most of the ZNUT members do follow the code of conduct and for those found wanting they are called and warned so that they don't make such mistakes again (ZNUT Organising Secretary).

When asked whether ZNUT is monitoring its members who disregard and violet the existing ethical code of conduct, a provincial trustee explained that ZNUT has structures at the school level that should be used to foster discipline among teachers. The trustee also said that this is the forum where the chairperson for the union is usually given a chance to talk to the teachers on the need for them to follow the laid down regulations. Informants generally acknowledged the existence of the code of conduct in the education system, but also requested that ZNUT should spend more time and resources informing and sensitising the general membership on the ethical code of conduct. This could be done through already existing awareness meetings

regularly conducted by ZNUT. Such meetings therefore need to be intensified and scaled-up.

On monitoring the implementation of the code of conduct among teachers, a ZNUT Organising Secretary said:

Monitoring of the ZNUT members who disregard and violate the existing ethical code of conduct has been one key concern for the union. We get involved when there is a case. I think we are concerned. If a teacher complains to ZNUT, the union comes and brings the case to the board and we sit and discuss.

There were also views that it was difficult for ZNUT to implement the code of conduct because they are not employers, but just members or stakeholders. It was argued that only the employers can fully implement the code of conduct; the employers only involve them when they are disciplining the teacher.

When asked whether ZNUT members do appreciate the existing ethical code of conduct, the Organizing Secretary said that they do because they agree and believe it's the right thing; no one has ever complained about the existing code of conduct.

The study therefore revealed that the ZNUT is in consonant with the demands of the existing code of conduct and by all means attempts to implement it among its members. There were no favoured members as far as the implementation of the code of conduct was concerned.

CHAPTER 6.0

RESEARCH AND INFORMATION

6.1 INTRODUCTION

Research provides new insights, knowledge and understanding. In this regard, ZNUT's capacity to carry out research is crucial for the union to play an effective role in educational policy development, implementation and evaluation. This chapter, therefore, discusses research and information generation activities in ZNUT.

6.2 RESEARCH AND INFORMATION

Despite its importance majority of respondents within and without ZNUT expressed ignorance on a policy on research and information. However, Lusaka Province ZNUT leadership indicated that the Union has established a research department after realisation of the importance of research and information in the teaching fraternity. This information was confirmed by the national secretariat. The Union is also supporting further training in Research and information. The Union has also a pool of local and international consultants who provide various research activities.

Further, the study found out that ZNUT has established a resource centre at the headquarters to provide easy access to information among the teachers. The centre will also have internet facilities to enable easier access to global information. ZNUT leadership expressed satisfaction and gratitude with the manner the global partners have provided material and technical support in establishing the research and information department.

The study also discovered that ZNUT has continued to partner with local and international organisations in an attempt to improve access to updated information in the education system. The accurate and updated information is crucial in improving the education system towards socio-economic development. For instance, ZNUT is part of the "poverty datum line project" with JCTR which attempts to bring about sustainable livelihood and poverty eradication as well as education issues.

Contacts with JCTR Directorate of Economic and Social Research Development Project revealed that the two organisations are considering long-term collaborations on the project.

Comparatively, the study found that ZNUT has an upper hand in research and information generation among all the teachers' unions.

Realising that the research and information department is still in its infancy, it is important to build it up in all the local structures. This entails providing skills in research and information generation at local structures. The District Standards Officer in a district emphasised the need to build capacity in research and information generation at local structures of ZNUT:

To that effect ZNUT should seriously consider putting up workshops especially at grass root level. The Union should come up with capacity building programs, workshops and short course in order to avail research and information skills to all members of the union. The program must aggressively pursue equity as the overriding principle in order to eliminate all sources of educational disadvantage that urban teachers at the expense of a rural teacher (District Standards Officer).

The organisation should equally develop an elaborate policy on research and information to ensure objectivity in dealing with union matters with partners and general membership at various levels. This is important as it will help bridge the information gap between the top executives and the general members, especially in rural schools.

CHAPTER 7.0

WOMEN'S POSSIBILITIES WITHIN THE UNION

7.1 INTRODUCTION

In declaring 1976 to 1986 a decade for women, the United Nations issued a statement which observed that "women perform two-thirds of the world's work, receive only 10% of the world income and own only 1% of the world's means of production" (UNDP, 2003). This prompted some analysts to suggest that if the benefits of development are to reach the most vulnerable members of the world, especially in the developing countries, there is need to view or see the world from the women's perspective. The justification underlying this suggestion includes increasing evidence that in disadvantaged communities women are often hidden from view or simply forgotten. Consequently, women often suffer the harsher extremes of poverty than the low-income men of their communities, more so those women who head their own households to which women in Zambia and ZNUT in particular are all intertwined in this paradox. It is in this regard that this study attempted to ascertain women possibilities within the union, ranging from policy development, implementation, monitoring and evaluation, equal opportunities in professional development to their participation in decision making within the Union.

Suffice to mention that ZNUT commands a nation-wide membership and has a unique position to be a driving force in the mainstreaming of gender, better educational policies and a watchdog of the implementation and management processes of the national educational policy. This is important to bring about effective and equitable participation of both women and men in the socio-economic development of the country.

7.2 WOMEN REPRESENTATION IN THE UNION

The study discovered that female representation in decision-making in ZNUT is evident. For instance, in Lusaka Province, 50 per cent of the top provincial executive members are females. The views from numerous people talked to, both ZNUT and non-ZNUT members supported the notion that ZNUT is gender balanced in its structures:

Women in ZNUT are better placed and have far reaching opportunities to contribute effectively in policy development at both local and national level, further, the existence of Women Association committees in ZNUT is a reflection of the advantages women have in the union.

In order to promote overall organisational performance, ZNUT management designed a professional/staff development programme which has attracted funding from bilateral donors. This programme clearly provides guidelines on how to increase female participation in further training and decision-making. It also makes reference to regional and international conventions such as the SADC protocol which aims at ensuring 30% women representation in decision-making as one of its guiding principles with well outlined strategies on how to eliminate sources of educational disadvantages within the organizational structures of the union. This programme, therefore, clearly reflects ZNUT's culture, desire and strategy in supporting gender-responsive actions. The study also indicates that women within the Union seem to be enjoying certain levels of participation:

The right to equal remuneration, including benefits, and to equal treatment in respect of work of equal value as well as equality of treatment in the evaluation of the quality of work is all emphasized in ZNUT (ZNUT Member, Lusaka).

A number of informants during the study suggested that ZNUT is the only union in the country which has seriously embraced the plight of women in all spheres of its affairs. On the Copperbelt it was heard:

ZNUT is seriously considering amending its constitution in order to include a clause which should specify that a certain proportion of management positions should be reserved for women in line with the provisions of international, regional and national legislative frameworks or human rights instruments (ZNUT Official).

In line with gender mainstreaming in the union, it was discovered that the Union has begun conducting workshops and seminars on the significance of gender mainstreaming for management. Many observers, however, supported the view stated by a Zambia National Education Coalition (ZANEC) that:

A systematic and planned approach to the achievement of gender equity and equality goals may be indispensable to organisational performance but should not be rushed because it may produce counter-productive results (ZANEC Official).

The study is indicative that ZNUT is strongly operating in accordance with the tenets of the Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW) which states that women have the right "to obtain all types of training and education, formal and non-formal, including that relating to functional literacy, as well as, inter alia, the benefit of all community and extension services, in order to increase their technical proficiency". A ZNUT Provincial Trustee remarked:

This is evident through the assistance women are receiving in the union such as access to funds, be it for school or any other need (Provincial Trustee).

The study, however, noted that gender mainstreaming is not well established in rural and remote areas. Informants in Luangwa District for instance, confirmed the need for more female participation in decision-making processes in the district. It was said:

In this district there are very few women in decision making position as most women shy away sometimes merely marginalised (Informant, Luangwa District).

One Union leader further observed:

ZNUT management needs to clearly articulate how the organisation's mission, policy and strategy will enhance equity and equality. This is important in addressing the gender

issues not only within the union but also in its relations with other stakeholders, including the client system that it serves. In other words, without gender mainstreaming, it is inconceivable that the glaring gender gap with regards to policy development, monitoring and participation can be addressed with the urgency that it deserves (Informant, Lusaka).

There must be strategies, therefore, to promote gender equity and equality in districts that are still lagging behind. This can be attained through sharing information on how the other provinces and districts have done it. Inter-provincial and inter-district exchange visits should be encouraged. Otherwise, the critical role of information generation and sharing can not be overemphasised.
CHAPTER 8.0

PUBLIC IMAGE OF THE ZAMBIA NATIONAL UNION OF TEACHERS (ZNUT)

8.1 INTRODUCTION

Trade unions are unique organisations whose role is variously interpreted and understood by different interest groups in the society. Traditionally, trade unions' roles world over, including Zambia, has been to protect jobs, secure better conditions of work, fight against exploitation and provide arbitrariness to ensure fairness and equity in employment contexts.

In most countries public opinion is hostile to trade unions. The public may not necessarily be against unionism in principle, but against the way unions and union leaders function. The general global public image of union leaders is that they are autocratic, corrupt and indifferent to the public interest. The summarised public's assessment of the unions may be that of: '*Too much power, too little morality*'.

This chapter presents finding on the public view of the Zambia National Union of Teachers (ZNUT).

8.2 PUBLIC VIEW ON ZNUT

A series of questions were asked to the respondents in order to establish what the public view on ZNUT is. Broadly, these questions can be summed up into the following key questions:

- What is the public view on ZNUT?
- What makes ZNUT have a positive public image?
- What makes ZNUT have a negative public image?

The Zambia National Union of Teachers was reported to have maintained its position as the largest teacher's union in the country. That is to say, the union has

still got the largest membership and support by the majority of teachers. This portrays a positive image of the Union. Furthermore, the union is still appreciated and held highly by most members and the general public as it is described as a union that stands for its members. Such views were expressed by various informants and observers including, ZNUT leaders, ordinary members, members of other teacher s' unions, government officers and people from non-governmental organizations. For example, a teacher in the Copperbelt submitted that:

It is a teachers union that has stood the test of time and it has supported its membership....a lot of teachers who have been unfairly treated have been assisted by the union to have their rights explained and their responsibility explained too...(Teacher, Copperbelt Province).

This was echoed by a Head teacher in Western Province who said:

ZNUT has a better name as compared to the other unions. Maybe what I can say is that the other unions don't have the interest of their members at heart which is not the case with ZNUT...(Head teacher, Western Province).

In order to build its image further, it was established that the Union runs programmes on local radio stations such as radio Mano in Kasama and radio Breeze in Chipata, a development that was highly appreciated by a lot of people.

The ZNUT leadership was further encouraged to stand for its members amidst possible challenges such as limited financial resources and poverty among its members.

Another point which was stressed in maintaining the positive image of the Union was continued remembering of important events such as teachers' days. A ZNUT member observed: ...You look at teachers' day, a day that is very important for all teachers [provision of] ,t-shirts [can further improve such events]. ...educational programmes [and] workshops on HIV at the branch level, district level [can also be organised].

The informants felt that ZNUT needed to be assisted in mobilising more resources to carter for the people they serve. This could be through various local and international partnerships.

In appreciating the responses from ZNUT members, one leader remarked: .. people, our members here they like ZNUT naturally.

The informants realised that the positive public image of ZNUT can further be consolidated by:

- Continuing implementing the bursary scheme to scale;
- Providing some incentives to deserving members such as t-shirts at special events like when retiring and on teachers' days;
- Generating more income generating activities, especially at lower structures;
- Strengthening efforts in HIV campaigns;
- Maintaining the consultative process of the union leaders during negotiations; and
- Working closely with splitter unions when conducting similar negation packages.

To sum up the view on the need for unions to work together, a Gogovernment Official in Northern Province submitted that:

Let's have one teacher union to speak for all teachers if that is possible instead of having other break away unions. Once that is done, we will see ZNUT being strengthened again, being a strong union, a strong force.

CHAPTER 9.0

CAPACITY OF ZNUT TO CARRY OUT ITS ACTIVITIES WITHOUT EXTERNAL SUPPORT

9.1 INTRODUCTION

This chapter presents information relating to the capacity of Zambia National Union of Teachers (ZNUT) to carrying out its activities without external support.

To ascertain the capacity of Zambia National Union of Teachers (ZNUT) to carrying out its activities without external support, information was gathered on key issues which include; source of funding for the union, existence of fundraising ventures in the Union as well as disbursement of funds to union structures at provincial and district levels.

9.2 SOURCES OF FUNDING

Source of funding is very critical in establishing the financial and material base of any union. Without a solid financial base, it is difficult for any organisation to execute its activities. This study established that union contribution is the main source of funding for Zambia National Union of Teachers (ZNUT) activities as indicated by most ZNUT and Ministry of Education (MOE) Officials:

What I know is unions largely depend on the contributions that teachers make from their salaries which are deducted monthly. As at now, that is the major source of income (District Education Board Secretary).

...we depend entirely on money from members' contribution. (ZNUT Organising Secretary).

I think resources and money come purely from teachers' contributions... (Teacher, Kasempa Day School, Kasempa).

...at the moment, the district has no income generating activities. We just receive an allocation from headquarters and it's not enough to run activities in the district. (Informant, Luangwa District).

Members' contributions constitute quite a higher amount of ZNUT income due to high membership (Head Teacher, Eastern Province).

To further establish the financial base of ZNUT, information was solicited from respondents on other sources of income in the Union. It was revealed in this study that besides union contributions, the Union also gets financial and material assistance from other co-operating partners. A ZNUT official in Central Province observed:

From my own experience, Norway is one of the countries that are helping the union...am aware of NORAD (Official, Central Province).

Furthermore, the study revealed that there are also local co-operating partners that are helping Zambia National Union of Teachers (ZNUT) not only in terms of funding but also empowering teachers. Notable among local co-operating partners is Bayport, a financial lending institution offering loan facilities to teachers.

...Already Bayport has given us a vehicle which is at headquarters (ZNUT Official, Central Province).

Locally, ZNUT has partners like Bayport to help teachers with loans... (ZNUT Official, Eastern Province).

Information relating to fundraising ventures in ZNUT revealed that the Union has assets that generate income such as guest houses, farms among others. This was highlighted by ZNUT officials who also reported that these ventures are only available at national level and absent at provincial and district levels. Furthermore, this study established that these ventures cannot fully support union activities as they are inadequate and were established only recently.

Income generating ventures are only at national level. At provincial and district levels source of funding is allocation from NEC. There is need for fundraising ventures at local level so that each office is self sustaining (Informant, Copperbelt Province).

ZNUT may have fundraising ventures especially at national level but not here in the provincial. How I wish they could have a farm here because we have a lot of land and I haven't heard of any serious ventures from ZNUT at provincial level (Informant, Luapula).

There are no income generating ventures at provincial and district levels... (Informant, Eastern Province).

Another remarkable finding of this study is the disbursement of funds at provincial and district levels. Funding for activities at lower structures in ZNUT is done at union headquarters through periodic allocations. However, it was expressed by most respondents that the resources were not adequate. This makes running of activities at provincial and district structures very difficult. As a result most activities at provincial and district levels are paralysed.

Where we are lacking as ZNUT is the issue of finances. I would recommend decentralisation of funds, what is contributed by members is sent to head office and what trickles down back to us is very small ... at branch and school level... yet these are the structures which deal with members at grassroots (ZNUT Member, Chadiza).

From the findings it can be clearly shown that funding for ZNUT is mainly from members' contributions with additional inflows from external sources and business assets. However, there seems to be inadequate funding at provincial and district structures thereby halting Union operations at grassroots. This has been attributed largely to insufficient resources. The businesses that the Union is running can not support the numerous activities at all levels. Therefore the Union has had to rely on additional funding from both internal and external co-operating partners. This is a clear indication that ZNUT can not carry out all its activities without external support. This was highlighted by union top officials and ordinary members as well as other officials from government and non-governmental organisations:

Our funding is not very good. As such we cannot even manage one district. We need to improve on financing of provinces and districts. We can only stand on our own as a union if we had some bigger income generating activities (Informant, Northen Province).

When we talk of effectively, I don't think it's very easy. You know this is the world and all that...we desperately need co-operating partners while we may pretend to say we will stand on our own but eventually it may not be easy...I think we need assistance (Informant, North-western Province).

... No they can't operate effectively because the source of income is limited. They need some and aid (Informant, Copperbelt Province).

...I don't think so because we don't have the capacity. Depending on teacher contributions is not enough (Informant, Senanga District, Western Province).

...like in our district I can say that they (ZNUT) get resources from our office because we involve them in a number of activities. Without us involving them they cannot operate (Official, Masaiti, Copperbelt Province).

ZNUT can only support its operations without external funding only if the union invests in income generating ventures (Informant, Chipata, Eastern Province).

...we may and I must say that it will be very hard because we have a bulk of problems that need massive funding from external cooperating partners (Informant, Western Province).

ZNUT is still growing thus very much in need of international support; financially, materially as well technical staff and advice (ZNUT Official, Lusaka).

The study has revealed that in the short-run, ZNUT cannot effectively carry out its activities without external support due to a limited financial base. Therefore, the Union very much needs the support of co-operating partners. However, in the long-run the union seems to have a potential to carry out its activities effectively without external support. This should mean seriously embarking and expanding on creation of new income generating ventures at all levels.

CHAPTER 10.0

CONCLUSION AND RECOMMENDATIONS

10.1 CONCLUSION

This study aimed at evaluating the Zambia National Union of Teachers (ZNUT) activities in policy development and programme implementation. The planning of the study started in August 2007 and was implemented from May to July, 2008.

The main objectives of the study are:

- To assess the role of ZNUT in Zambia's educational policy and development, and how they meet a rapidly changing education sector;
- (ii) To evaluate the role of ZNUT in enforcing an ethical code of conduct and in developing a professional attitude amongst the teachers;
- (iii) To investigate women's possibilities within the union; and
- (iv) To find out the capacity in ZNUT to further develop the organisation without the economic support from Union of Education Norway/Norway Assistance for Development (NORAD).

A team of ten seasoned and trained Research Assistants and a Principal Investigator from the University of Zambia conducted the survey which was co-ordinated by ZNUT.

The study has found that ZNUT is still the most popular and influential teachers' union in the country; has adequate qualified staff and established structures from national to local school levels. It is therefore a very key player in policy development, programme implementation, monitoring and evaluation activities. Most stakeholders, notably, the Government of the Republic of Zambia (GRZ) through various departments, non-governmental organisations and civic societies involved in educational matters collaborate very closely with the Union. The study also discovered, however, that most of the policies that have been implemented in the country have not been evaluated. This oversight should be rectified by all stakeholders, including union using advocacy.

The study further realised that the fragmentation of the unions in the country is working against the same members they serve. This should be revisited to ensure that contradictions and conflicts among unions are resolved.

The study also revealed that ZNUT has got no ethical code of conduct for its members on its own. However, there is a national ethical code of conduct which all parties ascribe to. The creation and implementation of this code of conduct is spear-headed by the Ministry of Education (MOE) with input from all key stakeholders, including ZNUT. This study has indicated that ZNUT does not favour erring members and the study did not instance any differentiation in punishing erring members in terms of race, sex, or contribution to the Union.

The evaluation exercise has also revealed the critical position that women have in the Union. The Union has established a women committee within itself to further the status and position of the women, and numerous strategies, such as workshops and seminars, are used to further women's possibilities. There were, though, some districts, particularly in rural and remote areas, that still have serious challenges in placing women in position of power, decision-making and programme implementation. Such districts need to emulate the other provinces and districts. Exchange visits and having systematic information sharing mechanisms could assist.

The Union gets most of its resources from member subscriptions. In addition, the Union has recently embarked on exemplarily initiatives of acquiring properties and assets (for example land and houses) that are already bringing in additional resources, though not adequate. Such businesses should also be encouraged to the lower structures of the Union at provincial and district levels. Despite all these initiatives the Union is not yet able to carry out all its activities without external funding.

10.2 RECOMMENDATIONS

It can be recommended that:

1. The various Teachers' Unions should formulate a memorandum of understanding (MOU). This will improve their bargaining powers with the

government on common issues. The current fragmentation among unions has worked to the advantage of the government and other employers.

- 2. Unions should consider coming back into one body. This will strengthen their capacity to deal with various issues affecting their members.
- 3. The ZNUT should develop new strategies and intensify on already existing ones in fostering Information, Education and Communication (IEC). This should improve communication on important issues such as existing code of conduct, criteria to qualify to be sponsored by the Union from national to lower structures. Better communication should bring about closer ties and understanding between local and national leadership. Such communication strategies might include union magazine, intensifying use of local community radios and regular information sharing meetings and seminars by the national leaders and among provincial and district leaders.
- 4. The Union should promote and support inter-provincial and inter-district visits and exchange of ideas, knowledge and best practices.
- 5. The Union should put in place clear guidelines on educational development and disseminate to its members the criteria for sponsorship.
- 6. ZNUT should build more capacity in research and information generation at provincial, district and local levels.
- 7. The Union should intensify mechanisms in starting and consolidating existing businesses and also acquiring assets and property for various income generating activities from national to lower structures. This will improve the financial base of the Union. Such businesses could include buying shares from viable companies, acquiring more property and assets.
- 8. The Union should continue using local media such as radios and drama groups to maintain its positive image and in sharing acquired best practices.
- 9. ZNUT should consolidate existing external and internal partnerships and at the same time identify and create new ones. The many partners should assist in the provision of financial, material, technical assistance and other needs in the wake of the Union of Education Norway ending its financial support.
- 10. The Union should be more innovative and rigorous in wooing more new members to it. This would improve its income base through subscription fees and at the same time maintain the positive public image.
- 11. ZNUT should provide incentives to maintain and appease its members, such as provision of t-shits on teachers' days and giving special recognition and awards to outstanding members; and

12. The Union should continue to deliberately promote women involvement in the union matters. Also there should be moves to encourage and secure positions for women within the Union structures. This should be in line with global and regional policies on engendering developmental programmes.

APPENDIX 1:

ZAMBIA NATIONAL UNION OF TEACHERS (ZNUT) 2008 EVALUATION INTERVIEW GUIDE

Introduction

My name is ------ and I am working in Collaboration with the University of Zambia and the Zambia National Union of Teachers (ZNUT) in conducting a study on educational development in Zambia. The information we shall gather will be used in improving the educational policy development and implementation in the country.

We would appreciate if you could provide me with the time to discuss this issue. The information you shall give me will be very confidential.

Since I can not manage to write all the things you tell me, I am also requesting that you allow me to record our discussion.

Can I go ahead?

(IF AGREED GO AHEAD AND RECORD AND ALSO WRITE THE DISCUSSION; IF REFUSES TO RECORD BUT AGREES TO DISCUSS, GO AHEAD AND DO THE DISCUSION AND WRITE THE DISCUSSION IN FULL SHORTLY AFTER).

APPENDIX 2: INTERVIEW GUIDES

DISCUSSION THEMES:

Firstly, I would like us to discuss education policy making process and implementation and whether other players like ZNUT have any roles.

I. CAPACITY OF ZNUT IN PLAYING AN EFFECTIVE ROLE AND A CRITICAL PARTNER IN POLICY DEVELOPMENT

- 1. What are the processes in educational policy making in the country? That is, what is and who is involved in the generation of educational policies in the country?
- 2. What roles does ZNUT play in the making of such policies?
- 3. What roles does ZNUT fail to play, which should have improved the whole process?
- 4. How would you like ZNUT to change in order to be more effective in educational policy making process in the country?
- 5. Do you think ZNUT has the necessary staff to effectively be involved in the educational policy making process in the country? Why do you think so?
- 6. Do you think ZNUT has the necessary structures to effectively be consulted in the educational policy making process in the country? Why do you think so?
- 7. Which labour Union do you think is more effective and involved in educational policy making process in the country (Look out for BETUZ, ZNUT, SESTUZ)? And why do you think this particular Union is more effective and involved than others?
- 8. Where have the Unions (in particular ZNUT) made it or failed in the educational and other policies making processes?
- 9. How involved is ZNUT in implementing the existing educational policies?
- 10. Where should Unions (ZNUT in particular) improve in implementing the existing educational policies?
- 11. Do Unions (ZNUT in particular) have the necessary staff and structures to assist in the implementation of existing educational policies?
- 12. Where have the Unions (in particular ZNUT) made it or failed in implementing the existing educational policies?
- 13. How involved is ZNUT in monitoring the implementation of the existing educational policy?
- 14. Where should Unions (ZNUT in particular) improve in monitoring the implementing of the existing educational policies?
- 15. Do Unions (ZNUT in particular) have the necessary staff and structures to monitor the implementation of existing educational policies?
- 16. Where have the Unions (in particular ZNUT) made it or failed in monitoring the implementation of the existing educational policies?
- 17. How involved is ZNUT in evaluating the outcomes of the existing educational policies?
- 18. Where should Unions (ZNUT in particular) improve in evaluating the outcomes of the existing educational policies?

- 19. Do Unions (ZNUT in particular) have the necessary staff and structures to evaluate the outcomes of the existing educational policies?
- 20. Where have the Unions (in particular ZNUT) made it or failed in evaluating the outcomes of the existing educational policies?
- 21. Are women equally involved in educational policy development, implementation, monitoring and development in ZNUT? If Yes, how are women involved in these processes? If no, what is ZNUT doing in improving women participation in educational policy development, implementation, monitoring and evaluation?
- 22. Is there a deliberate affirmative action in ZNUT for the promotion of women's involvement in educational policy development, implementation, monitoring and evaluation?
- 23. Has ZNUT got any income generating ventures to support the educational policy development, implementation, monitoring and evaluation?
- 24. Where does ZNUT get the material and financial resources in educational policy development, implementation, monitoring and evaluation?
- 25. Are you aware of any particular donors that have given ZNUT any financial and material support in the past five years? Mention the donors (such as NORAD or Norway Education Union) and type of help given.
- 26. Can ZNUT effectively operate without financial and material support from external donors?

II. POLICY POSITION OF ZNUT ON PROFESSIONAL ISSUES AND DEVELOPMENT

Now let us discuss the professional issues and development pertaining to ZNUT.

- 1. What are the general policies on professional development in this country?
- 2. What educational policies exist in ZNUT to further the development of their members?
- 3. How effective and workable are these policies?
- 4. Are ZNUT members benefiting from the existing policies on professional development? Do you know any particular ZNUT members (males and females) who benefited from such policies? And if know members who benefited on educational development, was it difficult or easy to get the help? Why do you say so?
- 5. How do members benefit from the existing policies on professional development?
- 6. How can Unions (ZNUT in particular) improve on professional development of their members?
- 7. Which labour Union has the best policies and practices on professional development of their members? Explain the reasons why you think so?
- 8. Which labour Union has the worst policies and practices on professional development of their members? Explain why you think so?
- 9. Are women given equal opportunities in professional development? Explain how?
- 10. Are there any deliberate affirmative actions in ZNUT for promotion of women professional development?
- 11. How does ZNUT compare with other Unions in the education sector like BASTUZ and SESTUZ in professional developed of women?
- 12. Where does ZNUT get the financial and material resources for professional development of its members? Find out whether external donors are also involved?
- 13. Can ZNUT sustain programmes aimed at professional development of its members without financial and material support from external donors?
- 14. Are you aware of any donors (local and external) that have assisted ZNUT in professional development of its members in the past five years? Mention them and explain in which areas.

III. RESEARCH AND INFORMATION (AT NATIONAL SECRETARIAT AND ALSO AT LOWER LEVELS)

Now I would like us to discuss issues pertaining to research and information in the country.

- 1. What are the general policies on research and information development in the country?
- 2. Does ZNUT have any policies on research and information?
- 3. Do you think the policies on research and information development in ZNUT should be changed? Why do you think so?
- 4. What elements of research and information (hard sciences or soft sciences or both) should be emphasized if the country is to develop?
- 5. Do Unions (ZNUT in particular) train or facilitate members to obtain training on research and information development? Explain how.
- 6. How can Unions (ZNUT in particular) assist members to gain more skills in research, information and development?
- 7. Do you know any ZNUT members who have been trained or sent for training in research and information development? If yes, explain where the training took place.
- 8. Do the people trained for or by ZNUT use the research and information skills in running the organization? Explain how.
- 9. Does ZNUT have any deliberate policy to equally equip women with the necessary skills in research, information and development? Explain how?
- 10. Are there any deliberate affirmative actions in ZNUT to promote women in research, information and development? Explain how.
- 11. How does ZNUT compare with other Unions in the education sector like BETUZ, SESTUZ in promoting women in research, information and development? Explain reasons for your view.
- 12. Where does ZNUT get the financial and material resources towards research, information and development activities? Consider also local and external donors.
- 13. Has ZNUT got any income generating activities to support research and development activities?
- 14. Can ZNUT effectively operate its research, information and development activities without financial and material support from external donors (like NORAD or/and Norway Education Union)?

IV. PROFESSIONAL DEVELOPMENT AND DISCIPLINARY ISSUES

Now let us talk about professional development and discipline in the Unions.

- 1. Do you think it is important to discipline working staff if they make mistakes?
- 2. What sort of disciplinary actions would you recommend for erring teachers? And explain why the type of discipline.
- 3. Do you know any general existing disciplinary codes/rules on the teachers?
- 4. Who came up of these disciplinary rules?
- 5. Do you think ZNUT was involved in coming up of these disciplinary rules? Why do you think so, and what roles did ZNUT play?
- 6. Do you think ZNUT is implementing these disciplinary rules on its members? Why do you think so?
- 7. How can ZNUT effectively discipline its members?
- 8. Are there any distinctions in the manner disciplinary actions or issues are handled between men and women in ZNUT? Give reasons for these views.
- 9. Is Union contribution the main source of funding for ZNUT activities?
- 10. Do members' contribution to and participation in the Union compromise effecting disciplinary actions on erring members?

V. ETHICAL CODE OF CONDUCT

Now I would like us to discuss ethical code of conduct or the way workers are expected to behave on duty.

- 1. What are the general ethical codes of conduct for the teachers? That is, what is expected of a teacher on duty?
- 2. What should be done if teachers are not behaving according to the expectations? Explain why.
- 3. Does ZNUT have any ethical code of conduct for its members?
- 4. Is ZNUT implementing these ethical codes on its members?
- 5. Do you know any ZNUT members (consider males and females separately) who were given some discipline for not following the teaching code of conduct? If yes, inquire on the type of offense committed and the type of punishment that was given.
- 6. Should the ZNUT code of ethics be changed? Why and how?
- 7. Is ZNUT monitoring the members who disregard and violet the existing ethical code of conduct? If yes, how is this done?
- 8. Do ZNUT members appreciate the existing ethical code of conduct? Explain why so?
- 9. Does ZNUT consider the ethical code of conduct a priority?
- 10. Who provides financial and material resources for the development and implementation of the ethical code of conduct? (ZNUT or donors?)

VI. PUBLIC IMAGE

Now I would like to ask about the public views on ZNUT.

- 1. What do you think is the public view of labour unions (ZNUT in particular) in the country?
- 2. Why do people view Unions (ZNUT in particular) in this manner?
- 3. Has the public image on ZNUT improved or worsened over time? Why do you think so?
- 4. What do you think should be done to improve the public image of the Unions (ZNUT in particular)?
- 5. Have you ever heard of public programmes which explain how ZNUT works to improve the conditions of work and educational standards in the country?
- 6. What things make ZNUT have positive or negative public image? Explain.
- 7. Which Union do you think has the best public image and which one the worst? Explain.
- 8. Do women view ZNUT differently from men? Explain why and how?
- 9. Has ZNUT put in place programmes to promote its image to the public? Explain type of programmes.
- 10. Where does ZNUT get the financial and material resources to build its image to the public? Explain if from members' contribution, donors?
- 11. Are you aware of any donors that have financed the uplifting of ZNUT image to the public? Explain which ones and how.

I would like to thank you for your co-operation in discussing these issues. In case I have missed out on something equally important, I will try and get back.

Thank you.

APPENDIX 3: PERSONNEL INVOLVED IN THE STUDY

NAME	ROLE	INSTITUTION
Mr Auster Kabalo	Study Co-ordinator	Director - Zambia National Union of Teachers
Dr Jacob R.S. Malungo	Principal Investigator	Senior Lecturer, Consultant and Head of Social Development Studies - The University of Zambia
Mr. Million Phiri	Research Assistant and Data Processing – Lusaka	Tutor - The University of Zambia
Mr. Emmanuel Tembo	ResearchAssistantand DataProcessing-NorthernProvince	Tutor – The University of Zambia
Mr. Andrew Banda	Research Assistant – Lusaka Province	Tutor - University of Zambia
Mr. Danny Muyabi	Research Assistant – Luapula Province	Data Collector - Central Statistical Office
Mr. Alick Mushe	Research Assistant and Data Processing – Eastern Province	Graduate – The University of Zambia
Mr. Bob Munyati	Research Assistant – Southern Province	Graduate – The University of Zambia
Mr. Collins Muyenga	Research Assistant – North-western Province	Graduate – The University of Zambia
Ms Bwanje Ng'andu	Research Assistant – Copperbelt Province	Graduate – The University of Zambia
Ms Namukolo Mwangala	Research Assistant – Central Province	Registered Nurse – Ministry of Health
Mr. Simona Simona	Research Assistant – Western Province	Tutor – The University of Zambia