

**PERCEIVED EFFECTIVENESS OF DECENTRALIZED TEACHER
RECRUITMENT IN PRIMARY SCHOOLS IN GUCHA DISTRICT,
KENYA**

BY

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**A RESEARCH PROJECT SUBMITTED IN PARTIAL FULFILLMENT
OF THE REQUIREMENT FOR THE AWARD OF MASTER OF
EDUCATION DEGREE IN EDUCATIONAL ADMINISTRATION AND
PLANNING**

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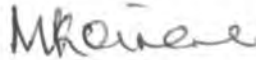
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DECLARATION

This research project is my original work and has not been submitted for a degree in any other university.

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This research project has been submitted with my approval as the university supervisor.



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DEDICATION

I dedicate this research project to my beloved husband Dr. B. N. Oirere and children Nyakobo, Omboi, Moragwa, Bosibori and Moseti who have been a source of inspiration, encouragement and unwavering support throughout this study.

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MKO, 2005

ABSTRACT

The rapid expansion of the education sector in Kenya and lack of policy reviews has led to ineffective and inefficient delivery of services resulting in inequitable distribution and wastage of teachers. In order to alleviate this problem of inequitable distribution and wastage of teachers, TSC decided to have the districts to do teacher recruitment through a demand-driven process that started in 2001.

However, the Decentralized Teacher Recruitment has been perceived as ineffective by the stakeholders due to abuses perpetuated by TSC agents. The stakeholders argue that the recruitment process is marred by malpractices and irregularities including, corruption/bribery, tribalism, nepotism/favouritism, disregard of the guideline given by TSC, and political interference in the recruitment process.

The literature review was carried out under the themes, the concept of perception, the concept of decentralization, factors that affect the implementation of decentralization, teacher recruitment abroad, and decentralization of teacher recruitment in Kenya,

The study used descriptive methods in both data collection and data analysis. Sampling was done using a multistage random method and a questionnaire was used to collect data from 103 teachers out of 120 (86%) in 20 primary schools in Gucha District. Data analysis and interpretation was done manually using frequency tables, pie charts, bar charts and percentages

The study found that generally the teachers perceived the Decentralized Teacher Recruitment differently. There were both positive and negative perceptions by the teachers. The key positive findings included: equitable distribution of teachers in the country as a whole and in the districts in particular and opportunities for employment for local candidates hence reducing transfer requests. The negative perceptions included discrimination of non-local candidates, manipulation leading to irregularities and political interference. The teachers also expressed that stakeholders should be sensitized to create better understanding and perception of the exercise and involved in decision making to enhance acceptance of the Decentralized teacher recruitment.

The study recommends that:

- Stakeholders be sensitized on the new policy of Decentralized Teacher Recruitment
- Changes of policy on Teacher Recruitment be communicated to stakeholders who should also be involved in decision making on the same

- The TSC should monitor the Decentralized Teacher Recruitment process to ensure that the guidelines are adhered to, and specifically ensure that:
 - The recruitment panel co-opt religious persons (pastors or priests) who will not be compromised or manipulated;
 - The TSC deals with the problem of malpractices;
 - The TSC discourages political interference with the recruitment process

Taking into account that the study was delimited to Gucha district, the study made the following suggestions for further study:

- A similar study to be carried out in other districts of the country in order to elicit a more accurate national perception of the effectiveness of Decentralized Teacher Recruitment.
- A study to be carried out on the impact of Decentralized Teacher Recruitment on the standards and quality of education

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LIST OF ABBREVIATIONS

CAP	Chapter
DEB	District Education Board
DIS	District Inspector of Schools
DEO	District Education Officer
DSO	District Staffing Officer
DTR	Decentralized Teacher Recruitment
HRM	Human Resource Management
KNUT	Kenya National Union of Teachers
MEO	Municipal Education Officer
MOEST	Ministry of Education, Science and Technology
PDE	Provincial Director of Education
STEPS	Strengthening Primary and Secondary Education
SAP	Structural Adjustment Programme
TSC	Teachers Service Commission
U.S.A	United States of America

CHAPTER ONE

INTRODUCTION

1.0 Background to the Study

Kenya had an education system before the coming of the Europeans. This was traditional African education. It provided skills, knowledge and values relevant to the society. It played the role of socializing individuals to fit in society and participate adequately in its development. The missionaries introduced schooling in the colonial Kenya in the nineteenth century. The first mission school was established in 1846 at Rabai, near Mombasa (Sifuna, 1990)

Before 1846, there was little advancement towards the establishment of schools inland. The building of the Uganda Railway helped the missionaries to extend their field of activities. There was an increase of number of mission schools in Kenya (Sifuna, 1990)

Around 1900-1910 Africans began to value Western education, though for reasons not intended by their educators. They began to realize that it could offer them an avenue of escape from poverty, and an avenue to social advancement (Thompson, 1981). A department of education was created by colonial administration in 1911, and the first government schools for Africans were started, though such schools were few during colonial period. These schools for

the Africans included Alliance, Maseno, Mangu, Kagumo, Kakamega, Nyeri and Kisii (Eshiwani, 1993).

Generally, the colonial education policies, even after the 1950s, continued to favour the European population in terms of finance, curricula and structure. At independence the colonial education was still segregative, with Europeans getting top priority, followed by Asians and lastly, Africans. But one thing was certain; the demand for more and better education had taken root among Africans (Eshiwani, 1993).

Kenya's struggle for political independence served as a major foundation for her educational development and change. The colonial legacy consisted of a racial system of education. After independence the Kenya government had to take quick action to develop a new educational policy and strategy to satisfy individual and national needs. The government had to have a legal framework for her education and to define educational needs from an ideological angle. The government put education as a high priority in its election manifesto preceding independence. It committed itself to an eventual provision of Universal Free Education and spelt out other social-economic aspirations to be met by education (Sufuna, 1990)

The Sessional Paper No 10 of 1965 was an important document, which examined the immediate needs and goals of Post-Independence education. In this

paper, education was seen as 'much more of an economic than a social service.... the principal means for relieving the shortage of domestic skilled manpower and equalizing economic opportunities among all citizens (Sessional Paper No. 10 of 1965)

After independence in 1964, the minister for education appointed the first education commission called Ominde Commission (Republic of Kenya, 1964) to survey the existing educational resource of Kenya. It recommended the provision of free primary education. This contributed to the economic progress by providing reservoir of candidates for higher education. More emphasis was put on the expansion of higher levels of education in order to gear them towards manpower needs of the modern sector of economic life. Enrolment in primary schools rose only by 20% over the period 1964-1969, from 1,010,899 in 1964 to 1, 209,670 in 1969 (Sifuna, 1990)

The 1970-1974 Development Plan aimed at increasing enrolment to 1, 833,000 thus trying to cover 75% of primary school age population in 1974. The Development plan 1984-1988 aimed at ensuring that the momentum of educational growth continued during the plan period. In 1983 primary school enrolment was estimated to be 4.4 million. This implies that nearly 93 per cent of the primary school-age population was in school. The introduction of standard 8 would inflate enrolment at this level. A full 8-year basic education Programme was established commencing 1985, as the first phase in the introduction of 8-4-4

system of formal education. By 1988, it was projected that enrolment would rise to nearly 6.6 million.

The 1994-1998 National Development Plan shows that since 1972, primary education has expanded remarkably. The number of primary schools more than doubled from 6,657 in 1972 to 15,465 in 1992, an average growth rate of about 4.0 per cent. Pupil enrolment grew at a rate of about 5.7 per cent in the same period to stand at 5.5 million.

It is worth to note that from 1972 to 1982, enrolment grew at a rate of 8.2 per cent per annum as opposed to a slower 2.7 per cent there after (1982-1992). This high growth rate could be attributed to the government policy in 1974 to abolish payment of tuition fees from standard V to VI in 1980 and standard VII in 1985. Since the inception of the 8-4-4-education system in 1985, enrolment has been growing at an average rate of about 2.0 per cent. However, there was a significant increase in enrolment of 14.6 per cent from 4.7 million in 1985 to 5.4 million in 1989 as opposed to an increase of a low of 2.6 per cent there after to reach 5.5 million in 1992. (Republic of Kenya, 1994, National Development Plan for 1994-98)

According to the Master Plan on Education and Training 1997-2010, considerable expansion of school system has taken place. Table 1.1 shows the growth of the number of primary schools and pupil enrolment during 1963-97.

Table 1.1: Number of Primary Schools and Pupil Enrollment in Kenya, 1963-97

Number of Primary Schools and Enrolment (1963-1997)		
Year	No. of Schools	Enrollment
1963	6,058	891,553
1973	6,932	1,816,017
1983	11,966	4,328,221
1993	15,801	5,426,396
1995	16,115	5,544,998
1997	16,754	5,718,244

Source: Master Plan on Education and Training 1997-2010 Quoted MoE & TSC Statistics (1963-1997).

The number of primary schools increased almost three times from 6,058 to 16,754 while the pupil enrollment increased more than five times from 891,553 to 5,718,244 during the 34-year period.

Enrolment was grossly affected by the cost sharing policy, which became operational in 1998 as part of the Structural Adjustment Programmes (SAPs) that had adverse effects especially on the education participation by children from poor families. Under the cost sharing policy, the government only paid the

teachers salaries leaving the parents to meet the rest of the recurrent expenditure in schools. Many households could not afford to keep their children in school resulting to an estimated 3.3 million children out of school (Republic of Kenya, Koech Report, 1999).

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In an effort to attain Universal Primary Education, the government declared Free Primary Education in January 2003. Enrolment increased by about 1.3 million (Republic of Kenya, 2003). Table 1.2 shows Primary Schools enrolment from 1999 to 2004. The table shows that enrollment picked up sharply in 2003 when Free Primary Education was introduced.

Table 1.2: Public Primary Schools Gross Enrollment – 1999 to 2004

Year	Enrollment
1999	5,958,608
2000	5,882,625
2001	5,923,803
2002	5,943,083
2003	6,931,938
2004	7,044,542

Source: Adapted from Education Statistics and Indicators Report and Annual School Census; TSC School Data Returns, 2004.

The National Development Plan 1970- 1974 proposed that the 1st year enrolment at Teacher Training College for the year 1971 and 1974 be increased to 3475 and 4050.respectively. The 1984-1988 Development plan indicates that the pupil-trained teacher ratio in primary schools had been worsening and the introduction of 8-4-4 would aggravate this situation. The existing 16 primary teacher colleges would be required to increase their intake and strengthen the in-service programmes. Projected enrolment in Primary Teacher Education was expected to increase from 10,425 in 1983 to 11,296 by 1988, requiring a total tutor force of 755. After 1990, there was a slight decline in college intake to 8000 students largely due to structural adjustment strategy. Table1.3 shows the number of Primary School Teachers 1993-1997 in Kenya.

Table 1.3: Number of Primary School Teachers, 1993-1997 in Kenya.

Year	Trained	Untrained	Total
1993	141,872	31,130	173,090
1994	155,559	22,506	178,097
1995	163,915	18,060	181,975
1996	171,055	17,335	184,393
1997	179,118	13,338	196,473

Source: Master Plan on Education and Training 1997-2010, Quoted TSC Statistics.

The table shows a steady increase in the number of teachers from 173,090 in 1993 to 196,473 in 1997. The number of teachers has since decreased to 170,999 in 2004 (TSC School Data Returns February, 2004) due to a freeze on teacher employment in 1997. The government lifted the freeze on teacher employment in 2001 and allowed TSC to replace the teachers who left service due to natural attrition.

Before the formation of the Teachers Service Commission, various bodies employed teachers for public schools. These included the Central Government, Local Authorities, Churches and Communities. The teachers performed similar duties but had no uniform terms of service because they worked under different employers. The teachers felt that the establishment of one employer would create harmony in their terms of service and their professional welfare issues would be handled in uniform (TSC Operation Manual 2002)

The Kenya National Union of Teachers (KNUT), which was registered as a trade union in 1957 to fight for the welfare of teachers, urged the government to form a body that would deal with the employment of teachers. The Teachers Service Commission was formed by the Act of Parliament and was officially launched on 1st July 1967. TSC therefore became the sole employer of teachers in the country. It unified the terms of service for all teachers in Kenya (Okumbe 2001).

In the “Working Document on Sector Issues, Challenges, Policies and Strategies”(2000) the Ministry of Education reported that 84% of the Ministry’s recurrent budget allocation goes to the teachers’ salaries. By 1985, the education and training sector was taking over 40% of the government’s recurrent expenditure, a situation that was exacerbated by the rapid expansion in the whole of the education sector.

The taskforce which organized the ‘National Forum on Education’ in January 2000, indicated that the Ministry of Education Science and Technology (MOEST) now takes 35% of the governments recurrent expenditure, 84% of which goes to personal emoluments including teachers salaries, leaving only 16% for operations and maintenance.

The Ministry of Education has tried to deal with the excessive teacher recruitment through freezing appointment in 1997 and adopting the demand driven approach to control teacher numbers. Retaining teachers in some remote areas has not been easy though. This is despite the fact that teachers in such areas are awarded 30% increase in their basic salaries as hardship allowance. The MOEST Ministerial Rationalization Programme Report (1997) shows that there is a manpower-planning gap: “Following upon lack of man power planning, TSC revealed an overstaffing position for 10, 000 teachers. The team estimated that this cost the TSC ksh.600 million per annum, which can go along way in

financing education in schools. Ironically, it reported a shortfall for similar magnitude for districts in marginal areas”

The unplanned teacher recruitment for public schools has affected deployment of teachers and thus distorting their distribution. Consequently there have been pockets of uneven distribution of teachers mostly in urban and high potential areas. The current policy of decentralization of recruitment of teachers is aimed at redressing the uneven distribution of teachers. This means that only the correct numbers of teachers are employed at a given time. (TSC Operational Manual, 2002)

1.1 Statement of the Problem

The rapid expansion of the education sector has however put the teacher management system in focus. Various educational commissions’ reports on the education sector such as Report on the National Committee on Educational Objectives and Policies chaired by Gachathi (Republic of Kenya, 1976) indicate that teacher management system in the country is not effective and efficient.

The Teacher Service Commission has been restructured to allow for effective delivery of services. In this respect, the TSC headquarters has shed off most of its operational functions and devolved most of the routine processes to the Agencies. Therefore, the delegation of some TSC functions to the Provincial

Director of Education, District Education Officer and the Municipal Education Officer to some extent relieved pressure from the centralized system (TSC Operational Manual, 2002).

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The new recruitment policy (decentralization) gave the DEO authority to recruit teachers from local sites. Ideally the District Education Board is better placed to ascertain the staffing needs of their respective districts. The decentralization of teacher recruitment is a sensitive exercise that has bearing on the perception of the teachers. Various factors have adversely affected the recruitment process; too much power is still held by the senior officials of the District Education Boards hence susceptibility to abuse of the same due to inappropriate system to create check and balances. It is argued that the exercise has resulted in irregularities. Moreover, there are fears that local intrigues and biases may also come into play to affect the outcome of the exercise. The affected parties have time and again expressed their reservations on the effectiveness of the decentralized system. Similarly, most stakeholders in the education system have lost faith in the Ministry and TSC' efforts to ensure transparency in the teacher recruitment process (Appendix 3). This research will endeavour to address the above problem.

Due to the various sentiments expressed by the affected parties about the effectiveness of such a system, TSC has taken an initiative of responding to the complaints regarding the recruitment process. There are many more complaints

raised about the effectiveness of the process: the society is very skeptical about TSC's efforts of designing appropriate controls to avoid recruitment malpractices. The above observation has been noted in Gucha District too (Appendix 4). The only way to ascertain and substantiate the alleged malpractices in the district is by carrying out this study. In light of the above problems, which are as result of how decentralization of teacher recruitment has been perceived, this study seeks to establish teachers' and the TSC's agents' perception on decentralization of teacher recruitment to District Education Boards in Kenya.

1.2 The Purpose of the Study

The study sought to find out the factors that affect the successful implementation of the decentralized teacher recruitment. It also sought to find out measures that would be put in place in order to improve effective implementation of decentralized recruitment process.

1.3 The Objective of the Study

The study attempted to find out the following:

1. To establish whether Teachers' Service Commission has put in place adequate measures to facilitate the implementation of decentralization of teacher recruitment.

2. To ascertain the perceived effectiveness of the government officials carrying out the decentralized teacher recruitment process.
3. To ascertain and substantiate various alleged recruitment malpractices and forms of professional misconduct by the TSC agents carrying out the teacher recruitment in the district.
4. To give recommendations, based on respondents suggestions, on how best to carry out the teacher recruitment exercise in the district.

1.4 Research Questions

- i) What measures has TSC put in place to facilitate the implementation of decentralized teacher recruitment?
- ii) Do the TSC agents in charge of teacher recruitment carry out the process in line with the government expectations?
- iii) What kind of recruitment malpractices or professional misconduct do the TSC agents in the process carry out?
- iv) What are the measures that need to be put in place to facilitate effective teacher recruitment?

1.5 Significance of the Study

The research will assist implementers and policy makers in the Ministry of Education Science and Technology in understanding the emerging perceptions of the stakeholders towards decentralization of teacher recruitment. The research has

identified many implementation problems in decentralized teacher recruitment. Such information would help the TSC to tackle such problems in order to create a positive attitude towards decentralized teacher recruitment.

This knowledge would be useful to the DEB that is involved in teacher recruitment to ensure that other stakeholders develop confidence in their work delegated to them by TSC.

1.6 Limitation of the Study

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The research was not able to involve all the stakeholders because of lack of resources and time to reach all of them. It was hard to prove whether the responses of the respondents were genuine or not. Some of the teachers who had been employed through corrupt ways or by the help of an influential relative may have thought that TSC might victimize them if they revealed how they were employed. Respondents' bias was likely to high. Their experiences on recruitment on the basis of corruption would have a significant bearing on the opinions or perception of the decentralized recruitment process.

1.7 Delimitation of the Study

Delimitation is a process of reducing the study population and area to be surveyed to a manageable size. The study focused on the sampled teachers in

Gucha District. The findings were limited to Gucha district and generalization in other parts of the country must be done with a lot of caution. The study was based on the perception, which is private and personal. What the perceiving person communicated is what the research relied on. When this perception was communicated, objectivity was achieved.

1.8 Basic Assumptions of the Study

In carrying out the study, the following assumptions were made to serve as the guiding frame of reference: that all the stakeholders were sensitized about decentralized teacher recruitment and that the respondents provided accurate and truthful responses to the questions of the study.

1.9 Definition of Terms

Centralization: Refers to the situation where the Central Authority retains most of the powers of decision-making in an organization.

Conflict: Refers to unsolved differences between two or more people or parties that may lead to inability for the two to relate.

Decentralization: Refers to the extent to which subordinate levels of the organization hierarchy are authorized by the central authority to take certain decisions.

Deconcentration: Refers to the decentralization in which the central authority establishes field units. This is the extent the central government gives some powers to subordinate level.

Delegation: Refers to the power sharing process in which a manager transfers part of her authority to another more junior person.

Devolution: Refers to an agreement where decision-making powers have been formally transferred to the local sub-units.

Effectiveness: Refers to the subjective opinion of the teachers expressing their satisfaction or not with the decentralized teacher recruitment process "

Perception: Refers to concerned with describing the world as experienced by human beings and relating this world to the physical environment, the structure and physiology of the organism and the impact of prior environmental conditions on the current perceived world.

Recruitment: Refers to a process of hiring teachers or employees in an organization. It begins from the time vacancies are advertised until suitable candidates are identified.

Role: Refers to the functions or responsibilities of an individual, group or organization in a given situation as set by the expectations of each group or members in the school at a given time.

Sensation: Refers to the collection of data from the environment by means of senses.

8-4-4 Education System: Refers to the education system adapted in Kenya since 1985, to date and comprises eight years of primary education, four years of secondary education and four years of university education.

1.10 Organization of the Study

This study was organized into five chapters. The first chapter comprised of the background of the study, statement of the problem, purpose of the study, objectives of the study, research questions, significance of the study, limitation of the study, delimitation of the study, the basic assumptions of the study, and definitions of terms used in the study. The second chapter contains literature review, which is discussed as follows: the concept of perception, the concept of

decentralization, factors that affect the implementation of decentralization, the decentralization of teacher recruitment abroad, decentralization of teacher recruitment in Kenya. The third chapter, research methodology is discussed. It comprises of the research design, target population, sampling procedures, research instruments, the validity and reliability of the instruments, data collection procedures and data analysis procedures. Fourth chapter brings out the analysis of the research findings from data analysis. The fifth chapter contains the summary of the findings, conclusions, recommendations and suggestions for future research.

CHAPTER TWO

LITERATUR

E REVIEW

2.0 Introduction

This chapter is a review of the perception of decentralization of teacher recruitment in Kenya. It is organized under the following themes: the concept of perception; the concept of decentralization of education; factors affecting the implementation of decentralization; the decentralization of teacher recruitment abroad; decentralization of teacher recruitment by TSC; formation of District Education Boards; a summary of the literature review and the conceptual framework.

2.1 The Concept of Perception

Goodey (1971) defines perception as the process of awareness of objects or other data through the medium of senses. He notes that perception is not only a process of seeing but also of hearing, touching, tasting and smelling. Ukeje, et al (1992) defines perception as the act by which data or sensations that impinge upon the sensory system are screened and organized so that we identify and classify or have some knowledge of the stimuli.

Goodey (1971) notes that perception relates to external stimuli, inner feeling and drive, experiences of the past, culture, beliefs, languages length of residence at a location and attitudes. Schin (1987) defines culture as a basic assumption and beliefs that are shared by members of the organization. Huseman (1979) states that perception is caused by a number of factors, which include stereotyping, halo effect, the situation, and characteristics of the perceiver and the perceived.

Ukeje, et al (1992) argues that in any social system, a person's social behaviour is partly determined by how he or she perceives his or her role and the intentions of the role sender. They inform that values, interests, family background projection, past experience and marital status, affect perceptions. Projection is where one attributes his or her undesirable characteristics to others. It is assumed that among the married couples, accuracy of perception is associated with more satisfactory interpersonal relationships.

Wegemans (1994) states that perception (to perceive) is the acquisition of information about the environment through the senses, which is essential for adaptive behaviour to occur. Much of what human beings learn comes through the senses. Without hearing, seeing, tasting, smelling and feeling, human beings cannot learn anything. Kaufman (1979) notes that perception gets further removed from sensory activity, when people can perceive justice in punishment when netted out, or a crucial error in a report. Here perception amounts to

apprehension or intuition. In essence our growing understanding of the perceptual process depends upon the struggle of individual human beings in solving problems and gaining novel insights. It therefore makes the choice of subject to be limited to the internal analysis and integration of sensation by the brain that forms part of human information process and well-being.

According to Hatfield (1988) philosophers regard perception as the means of knowing, personally. Thus, perception results from private interpretation by one depending on one's background, knowledge, training, assumptions and expectations. For perception to take place one has to have experience and this experience comes from practice (Vesey, 1993). Consequently, the practice becomes a form of life. Practice and a form of life, are not private activities, they are public. Therefore, perception is primarily a matter of public experience and therefore can be studied objectively to improve, analyze and evaluate education issues. Perception of people can be used to explore why people are negative about the decentralization of teacher recruitment

2.2 The Concept of Decentralization in Education

According to Gaynor (1998) the term decentralization is the process of devolving power from the center to lower levels of authority. It involves delegation of such duties as recruitment, deployment, discipline and supervision of local communities or field officers. Delegation on the other hand, implies that

act of transferring selected responsibility and commensurate authority from the superior to the subordinate in order to complete a particular assignment. He goes on to say that as the education service grows and becomes more complex, centralized administration system cannot fulfill its functions effectively. While policies must continue to develop at the center, many of the administrative tasks should be delegated to regions and districts, thereby avoiding chains of command.

Gaynor (1998) stress that the need for delegation of authority in an educational organization increases with increase in scope and services. It implies giving permission to somebody or a group to exercise authority within certain provision.

Welch et al (1999) stressed that decentralization is all about shifts in the location of those who govern, about transfer of authority from those in one location or level vis-a vis educational organizations, to those in another level. The location of authority is expressed in terms of the location of the position or the governing body (for example the district). He considers four possible locations of authority as the Central government; provincial, state or regional governing bodies, municipals, country or district; and the school. He goes on to say that decentralization implies dispersal of something aggregated or centralized in around a single point.

Armstrong (2001) defines decentralization as authority to make decisions. Authority should be delegated close to the scene of action as much as possible. Some organizations especially conglomerates decentralize most of the activities and retain only a skeleton headquarters staff to deal with financial control matters, strategic planning, and legal issues.

Rondenelli, et al (1983) states that decentralization is the handing over of some amount of administrative authority to lower government ministries and agencies and it is a shifting of the workload from centrally located officials to staff or offices outside of the national capital or center. It gives some discretion to field agents to plan, implement programmes and projects or to adjust central directives to local conditions within guidelines set by the central ministry. It is often justified on the ground of managing public institutions including schools, more effectively or efficiently.

Fiske (1996) says that decentralization is considered a management issue; hence a decision to engage in administrative decentralization can be carried out without extensive consultation outside the ministry or government as a whole. Political decentralization, however, involves a multitude of stakeholders, both inside and outside the government, all of who will have interest to protect or pursue.

According to Cole (1999) a highly decentralized organization is one in which authority to commit people, money and material is widely diffused throughout every level of the structure. Conversely, a highly centralized organization is one where little authority is exercised outside a key group of senior managers. In practice, some functions are more easily decentralized than others. So even highly decentralized organizations usually reserve certain key functions to the center.

The advantages of decentralization according to Cole (1999) are chiefly to prevent top management overload by freeing them from many potential decisions and enabling them to concentrate on their strategic responsibilities. It speeds up operational decisions by enabling line units to take action without references all the time. It equally enables local management to be flexible in their approach to decisions in the light of local conditions, and thus more adaptable in situations of rapid change. Finally it contributes to staff motivation by enabling middle and junior management to get a taste of responsibility and by generally encouraging the use of initiative by all employees.

The disadvantages of decentralization according to Cole (1999) basically require an adequate control and communication system if major errors of judgment are to be voided on the part of operational management. It also requires greater co-ordination by senior management to ensure that individual units in the organization are not working against the interests of the whole. It equally can lead

to inconsistency in the treatment of customers, clients or public, especially in service industry. It is bound to encourage parochial attitude in subsidiary units, which may be inclined to look more to their own needs than those of colleagues in the organization. Finally it requires plentiful of capable and well-motivated managers, able to respond to the increased responsibility that decentralization brings.

2.3 Factors that Affect the Implementation of Decentralization

According to Welsh (1999) two kinds of conditions must be met for implementation of any reform, including decentralization. There must be a political support for the proposed changes and those involved in the reform must be capable of carrying it out. Most decentralized reforms have failed to reach the objective set for them, because they did not meet adequately one or both of the two conditions. He goes on to say that many reforms fail because enthusiasm for the changes is shared by too limited number of actors or stakeholders and those who receive authority for decision-making are not able to exercise it properly. Reforms that involve local communities, for example fail if community members lack experience and skills in collective decision-making and organizational management. In education this reservoir holds: Parents Association, Teachers Union, Universities, Teacher Training Institutions, Publishing firms, Professional Organizations and Political parties. Active involvement of stakeholders in

organizational planning and decision-making increases the likelihood of successful action.

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Dalin (1998) stressed that while invocation may be seen as improvement, it is vital to understand for whom it is 'better'. In this respect the importance of stakeholders is vital, as the direction that innovation will take, will depend on how they wage their stakes. The argument for participation is usually those immediately affected by the educational change should be present in the decision making (McClean, 1985).

Fullan (1991) identifies several stakeholders, which he categorizes under local characteristics (district, board/community, principal, teachers) and external factors (government and other agencies). He emphasizes on the creation of collaborative cultures and participation by all on understanding that implementation is a social process and that conflict and coherence is part of policy making. This should be based on open communication, networking, transparency, involvement and ownership so that innovation gets support at all levels.

In a decentralized system, the district is important in its role of guidance and follow-up and can be a source of inspiration to the teachers and school community. The community must be involved in all improvement being carried out in the system. Peters and Waterman (1982) suggest that nothing is more

enticing than the feeling of being needed, 'which is the magic that produces high expectations'.

Studies have shown that without the support of teachers, no innovation in the education sector will see the light of day (Fullan, 1999), yet it is the group that policy makers tend to ignore most. However, Ball (1990) argues that consultations are often more 'symbolic' than meaningful in that they take place in a context of choices already defined and are more likely to be confirmatory rather than initiating in its objectives. Furthermore, government agencies should refrain from preoccupations with initiating policies and writing guidelines leaving the implementation to the local practitioners without a care as to how difficult this can be.

However, decision-making can be improved by increasing information both about the range of concerns, objectives and commitments of intended beneficiaries of the programmes, alternative means to meet those objectives and concerns while sustaining the commitment. For example, involvement of parents in the design of a new curriculum unit may alert planners to sensitive topics that should be avoided. Involvement of groups interested in the process and outcome of programmes increase the understanding of those groups about the objectives and constraints, heightens the legitimacy of whatever policies are finally chosen and contribution to mobilizing support for the policy implementation (Welsh and McGinn, 1999).

On the same token, policy makers need to be informed about what is happening (feedback) especially in education where control is in the hand of many actors. Since change is a continuous process such information will assist in the evaluation of a policy and making any necessary adjustments (McDonnell and Elmore, 1991).

In the implementation process, planners need to ensure that there are enough resources, material, and human (skills, expertise) and funds to support the policy. In line with this, there is need to enhance capacity at all levels to have meaningful change (Fullan, 1991)

2.4 The Decentralization of Teacher Recruitment Abroad

Okumbe (2001) states that teachers are probably the most important resources that any country has. This is because an efficient human capital development depends on the quality of teachers. The effectiveness of the doctors, teachers, lawyers, accountant, engineers and others depend on how well they have been prepared for various roles in the society by the teachers. Teachers have a key role to play in any country.

The achievement of successful schooling in any context is largely dependant on the quality of teaching force (Balam, 1994). This is in turn

influenced by the effectiveness of the process of recruiting and inducting teachers. Teacher recruitment policies are influenced by the country's specific factors like teacher education qualifications, gender quality and resources allocated.

Garland (1993) studying the recruitment and selection of teachers in Turks and Caicos Islands found that there were no written guidelines for the recruitment and selection of teaching staff. Further more, the selection committee which consisted of a retired financial secretary (chairman), a retired businessman, a religious minister and a newly recruited teacher (secretary) was found wanting in that the members did not have the caliber or skill to carry out interviews. Garland (1993) therefore argues that if schools are to target the right teachers then it is vital for policy makers to ensure that the persons who will be involved in the recruitment process have the skills of interviewing which is a major aspect of the selection process.

Darling-Hammond (2000) writing on Teacher Recruitment in the United States of America (U.S.A) contents that the system is decentralized. That districts and states differ in their recruitment strategies. Consequently, affluent states and districts that have proactive recruitment strategies have surplus teachers; while others like Alaska suffer shortages. She identifies the following as contributing to lack of coordination of the policy process across USA such as lack of aggressive recruitment strategies or reciprocity arrangements for accepting licenses awarded on other state. Inadequate national and regional information about vacancies and

inadequate incentives for recruiting teachers to the fields and locations where they are needed. As a result of all these complications, the process may take months to conduct interviews and this discourages qualified candidates who are unwilling to wait and the school may have to hire a less qualified person. In other cases employment is done on patronage or a less qualified person is engaged to save on wages.

Welch and McGinn (1999) say that New Zealand has its own elected Board of Trustees in which community members predominate manages each school. These boards hire and fire staff, but salaries are set nationally. The boards choose or develop curriculum (within national objectives) set language of instruction, choose or develop instructional materials including texts and manage block grants of funds from the national government. Boards of trustees have complete autonomy on how they run their schools, but the ministry reserves the right to intervene if performance does not meet standards specified in the charter.

”

Welch and McGinn (1999) go on to say that in many countries, the initial stages of reform is to transfer authority from professionals in the central governments to professionals in the states or provincial government. Decentralization in Argentina, for example has undertaken the creation of ministries of education in each of the 24 provinces of the nation. Each ministry is given the same functions originally exercised by the national ministry. In effect

this is a territorial decentralization where authority is dispersed over a geographical area.

According to Okumbe (2001), in developing countries, there is a general tendency to employ teachers directly from the teacher training colleges or universities without following the time-tested human resource management procedures. This is because of the high population growth rates, which have placed a lot of pressure on educational facilities. Since there has been a great demand for teachers at all levels of schooling in developing countries, it has been difficult to use recruitment processes to either choose those who should fill a teaching position or improve the competitiveness of the teaching jobs and hence the marketability of the teaching profession.

2.5 The Decentralization of Teacher Recruitment in Kenya

In Kenya, a centralized system of teacher management was perceived to be suitable in order to ensure that there was a fair and equitable distribution of teachers countrywide. This was as a result of the inherited colonial structure, which was unbalance, unfair, and discriminatory (TSC, Code of Regulations for Teachers 1984).

The idea of empowering District Education Boards in the recruitment and selection of teachers was aimed at streamlining the education sector in order to

avoid wastage and reduce the government recurrent expenditure. Prior to decentralization recruitment policy, qualified teachers were recruited automatically from Teacher Training Colleges. (Operation Manual on Teacher Management, 2002).

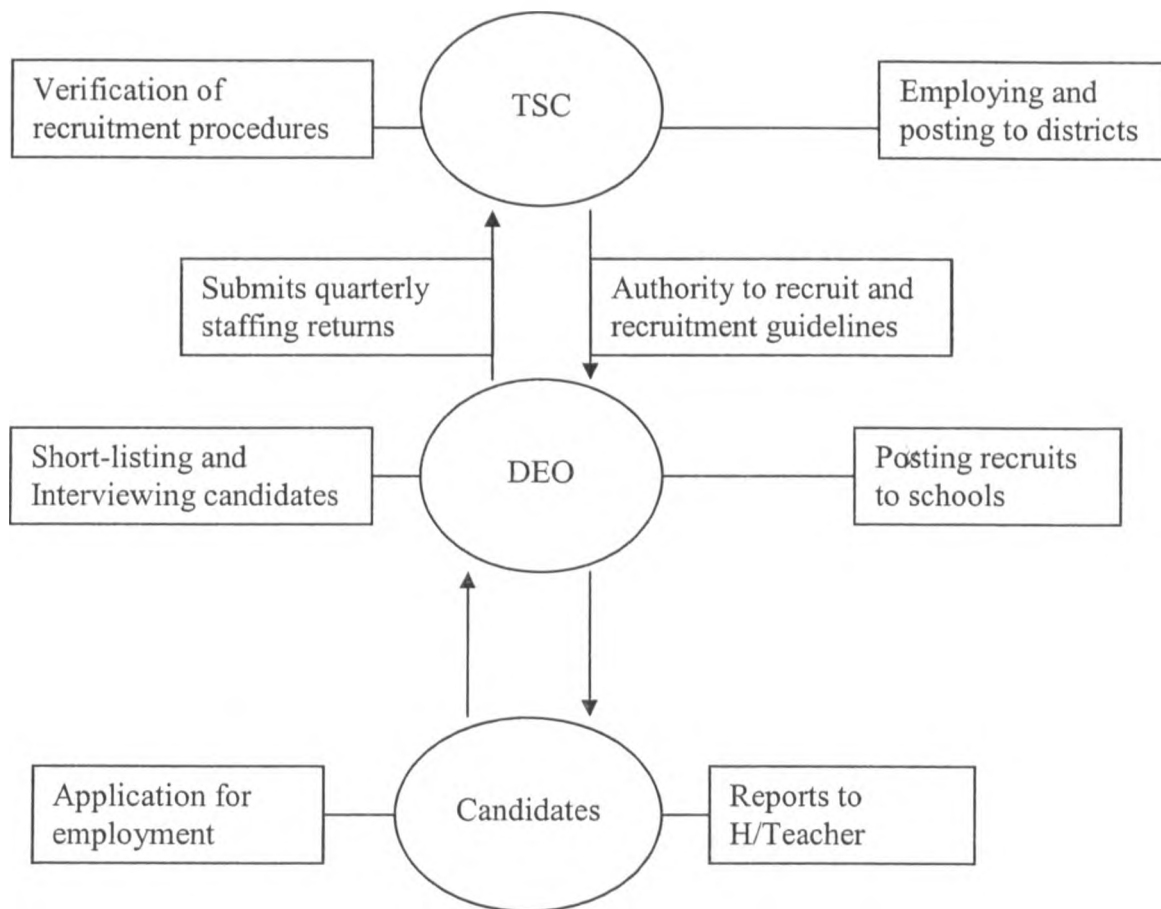
The Decentralized Teacher Recruitment policy ('demand driven') employment procedure, vacancies are advertised in districts which are understaffed. The candidates apply for employment through the DEO and undertake an interview before they are employed. The District Officers send quarterly staff returns, which the TSC uses to determine the level of understaffing in each district hence the number of vacancies to allocate to each district (TSC, Teachers Image Magazine. 7, 2003).

The vacancies are advertised as per district (Appendix 1 sample of advertisements). The districts are advised to recruit from the locality in order to enhance retention of teachers and avoid unnecessary transfer requests. The DEOs also advertise vacancies in their district according to the level of understaffing in the various zones. The candidates or prospective teachers are advised by the District Office to apply in the zones of their choice.

The recruitment panel shortlists and interviews the candidates using the guideline sent by TSC. After interviewing the candidates, the panel presents the merit list to DEB for approval. After the approval by the DEB, three names of

candidates who scored the highest marks are sent to TSC. The TSC officers verify if interviews were carried out according to the guideline that was sent to the agent (Appendix 2) The TSC appoints the candidate who scored the highest marks out of the three-forwarded names. The TSC sends teachers' posting letters to the District Education officer who in turn posts the newly employed teachers to understaffed schools in the various zones in the district (TSC Operational Manual, 2002)

Figure 2.1: Flow Chart showing Decentralized Teacher Recruitment



2.6 Formation of District Education Boards

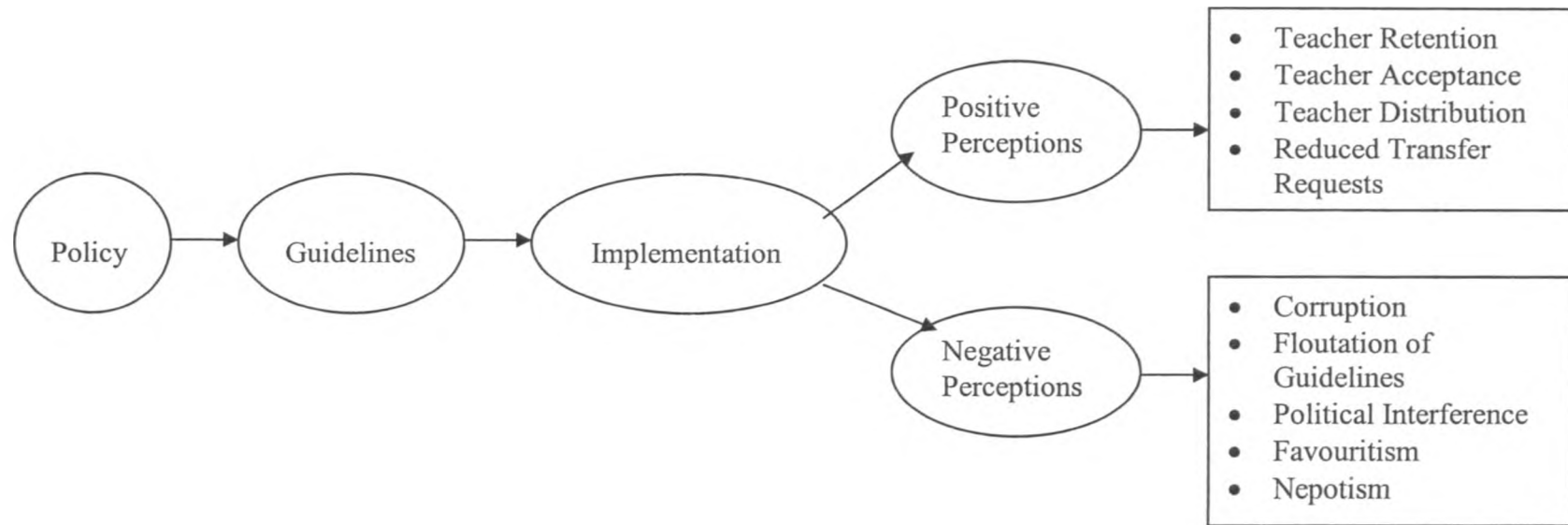
The Minister may, by notice in the Gazette establish a district education board for any district or for such other areas or areas as may be specified in the notice. Each board shall consist of not less than ten and more than fifteen members appointed by the Minister of whom: one shall be the Provincial Education Officer of the province or his representative; one shall be the clerk to the council of the local authority for the area of jurisdiction of the board or where there is more than one such local authority, the clerk to the council or such one of them as the Minister may direct; three shall be nominated by the manager or sponsors of the schools or group of schools in respect of which the board has jurisdiction; one shall be nominated by any registered trade union recognized by the Minister as representing the interests of teachers; not more than six shall be appointed by the Minister to represent other interests (The Education Act Cap211)

The Minister shall appoint one member of a board to be chairman and the District Education Officer to be the secretary and executive officer, of the board; a member of a board shall hold office for a period of three years from the date of his appointment unless he dies, resigns or the Minister revokes the appointment. (The Education Act Cap211)

2.7 Summary

The literature has reviewed the concept of perception, the concept of decentralization of education, and the factors affecting the implementation of decentralization, the decentralization of teacher recruitment abroad, and the decentralization of teacher recruitment in Kenya. There has been no known research done on decentralization of teacher recruitment in Kenya. It is hoped that this research will explore how decentralized teacher recruitment effectiveness has been perceived.

Figure 2.2 Conceptual Framework: Perceptions on Decentralized Teacher Recruitment



CHAPTER THREE

RESEARCH METHODOLOGY

3.0 Introduction

This chapter describes the methods, which were used in the study. These included the research design, target population, sample and sampling procedure, research instruments for data collection, validity and reliability of the instruments, data collection procedures and data analysis techniques.

3.1 Research Design

This study adopted a descriptive survey method. The design was considered suitable because the aim of the study was to gather intensive opinions from the teachers concerning the implementation of Decentralized Teacher Recruitment in Gucha District.

Wiersman et al (1985) states that survey design in education is conducted to determine the status quo and gathering of facts rather than manipulation of variables. It can also deal with incidence and inter-relationship of sociological and psychological variables, usually as they occur in some educational context. Such

studies deal with how people feel or perceive, how they behave or their role or group status.

3.2 The Target Population.

A target population or the universe is the population, which the researcher would like to generalize his/her results (Mugenda and Mugenda, 1999). The population consisted of 1,120 primary school teachers from 353 schools in Gucha district and three TSC agents who included, the DEO, Deputy DEO and District Staffing Officer.

3.3 Sample and Sampling Procedure

A sample size is the number of items to be selected from the universe to constitute a sample. The sample size selected from any study should be optimum (one that fulfills the requirements of efficiency, representativeness, reliability and flexibility). It is a subject of a particular population whose characteristics are representative of the entire population (Kothari, 2003). For small population of less than 1000, a researcher needs a large sampling ratio of about 30%. For moderate large population of over 1000 but under 10,000, a smaller sampling ration of about 10% is needed to be equally accurate (Neuman, 1994). It was on this ground that this study used 10% ratio since the target population was moderately large.

A total of 20 public primary schools were used in the study. Two schools were used in the pilot study while the remaining 18 schools were manageable and fulfilled the requirement of efficiency, representativeness, reliability and flexibility. Due to financial, physical and social constraints, more schools could not be sampled. Research objectives were achieved, with reduced resources.

Twenty schools were randomly selected from the existing 353 and all the teachers in the 20 schools. The three officers in the district were also included as respondents. The sample size totaled 123 respondents.

3.4 Research Instruments

The data of this study was collected using questionnaires. There were two questionnaires. There was a questionnaire for the teachers and another one for the TSC agents. The questionnaire for the teachers was divided into two sections. Section one comprised of open-ended questions. The open-ended questions solicited in depth information from the teachers. The respondents provided written answers to the questions raised. The second section of the questionnaire contained nine statements that sought information on teachers' perception towards the implementation of Decentralization of Teacher Recruitment. In this section the Likert summated rating method was used. The responses are: Strongly Agree (SA), Agree (A), Uncertain (U), Disagree (D), and Strongly Disagree (SD). The

respondents expressed their favourable or unfavourable attitude towards each of the items by ticking only one response.

The TSC agents' questionnaire comprised of open-ended questions. The questions sought to solicit in depth information from the agents. The agents provided written answers.

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3.5 Reliability of the research Instruments

According to Mugenda and Mugenda (1999) reliability is a measure of the degree to which a research instrument yields consistent results or data after repeated trials. Reliability in research is influenced by random error. As random error increased, reliability decreases. Error may rise from inaccurate coding, ambiguous instructions to the subjects, interviewers fatigue, and interviewers bias. Random error always exists regardless of the procedure used in the study.

Piloting of the instruments was carried out in two primary schools. The piloting of the instruments enhanced the reliability that is the dependability, accuracy and adequacy of the instruments. The responses from the respondents indicated that the instruments measured what they purported to measure. The purpose of piloting was to find out if respondents understood the items in the instruments. The instruments were compressive enough to provide anticipated type of data; to determine whether the research objectives were being fulfilled. Isaac and Michael (1981) stated that the advantage of a pilot study were that it

enabled the researcher to get feedback from the research subjects that leads to improvement in the main study.

3.6 Validity of Research Instrument

Validity of an instrument refers to its ability to measure what it is supposed to measure (Wiersma, 1986). It is the degree to which the test items measure the traits for which the test was designed (Mugenda and Mugenda, 1999). It is also broadly classified as the degree to which results obtained from the analysis of the data actually represent the phenomenon under study (Brinberg and Grath, 1985). To enhance content validity, the lecturer in the field of education appraised the instruments.

External validity, which has to do with representative ness of the sample with regard to the target population, was tested using a pilot study of teachers from two schools. Sixteen teachers were selected for the pilot exercise. The teachers who participated in the study did not take part in the main study. Pre-testing was conducted to enable the researcher determine whether the items were correctly worded in order to avoid misrepresentation when administered to the sample in the main study.

3.7 Data Collection Procedures

The researcher sought permission and authority from the Ministry of Education Headquarters to carry a research in Gucha District. A research permit and a letter of permission were granted. The researcher then visited the office of DEO and the office of the District Commissioner to inform the office as instructed by the letter. Before visiting the schools, the researcher gave the district officers the questionnaire to fill. Due to their busy schedule, they agreed to be given time to fill the questionnaire. The questionnaires were collected after the researcher had finished with the teachers in the field.

The researcher visited the sampled schools with a letter of introduction from the District Education office. A clerical officer accompanied the researcher from the DEO's office. The officer assisted the researcher to locate the sampled schools. The researcher introduced the research topic and objectives to the teachers. The head teacher assisted the researcher in delivering the questionnaires to the randomly selected respondent (teachers). The researcher explained to the respondents how they were expected to fill the questionnaire. The researcher waited as the teachers filled the questionnaires. Once the questionnaires were completed, the researcher collected the collected the questionnaires from the teachers and proceeded to the next school.

3.8 Data Analysis Procedures

In section one of the questionnaire, qualitative and quantitative descriptive methods were used. Data from the field was analyzed manually and interpreted using frequency tables, pie charts and percentages. In section two, each item on perception towards Decentralized Teacher Recruitment was assigned scores using Likert Rating scales (Likerts, 1967) Ordinal level type of measurement was used to rank teachers perception towards decentralization of teacher recruitment to District Education Boards.

CHAPTER FOUR

DATA ANALYSIS AND PRESENTATION

4.0 Introduction

This chapter presents the analyses and findings of the study. The nature of information obtained from the questionnaire was descriptive. The data from the questionnaires were analyzed using descriptive methods and information is presented using frequency tables, pie charts, bar charts and percentages.

The findings of the study are organized under various sub-headings according to the research objectives.

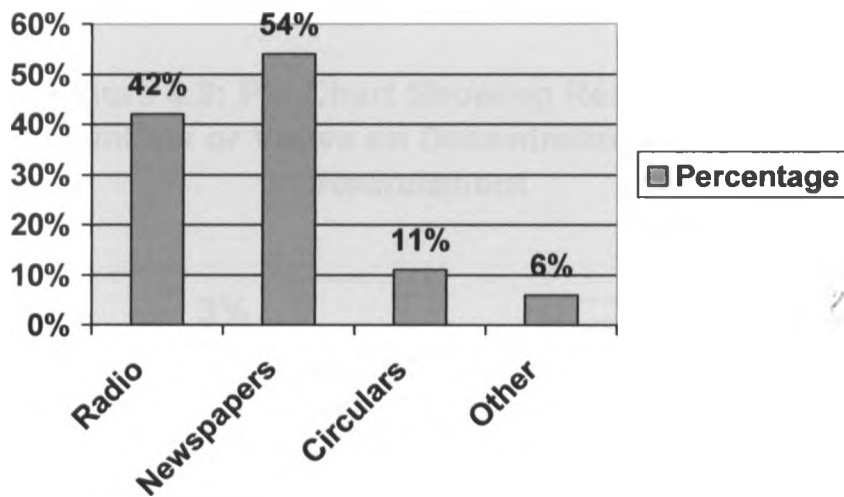
4.1 Response Rate

A total of 105 respondents out of 123 completed the questionnaires. These included 103 teachers and 2 officers (agents of the TSC in the field). This was 86% return rate among the teachers and two out three the officers answered the questionnaire. The teachers were drawn from 20 public primary schools in Gucha District.

4.2 Sources of Information on Decentralized Teacher Recruitment

Figure 4.1 shows the teachers' responses regarding their source of information on the decentralization of teacher recruitment to the local sites. There was a general consensus that there was no adequate official communication from the TSC and the Ministry of Education Science and Technology about the change in teacher recruitment policy.

Figure 4.1: Bar Chart Showing Sources of Information on Decentralized Teacher Recruitment

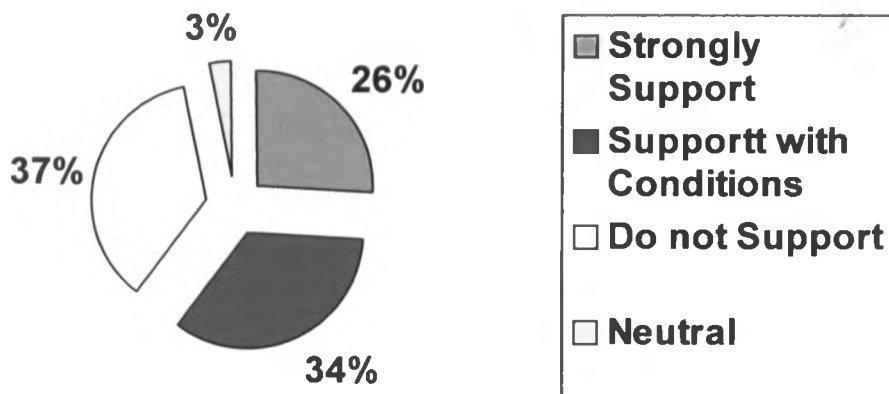


The study revealed that majority of the respondents 54% learnt about the change in teacher recruitment policy from newspapers, 42% over the radio announcement. Only 11% learnt this from the official circulars at the DEOs offices, and 6% learnt from other candidates and people who had seen the advertisements in the press or heard it over the radio.

The DEO's office concurred with the teachers that they learnt about the decentralized teacher recruitment policy through the mass media. Later on they received circulars from the Ministry of Education informing them about the change of policy on teacher recruitment. The DEO, and District Staffing officer were invited to a one-day seminar, which was organized by senior officers from TSC and the Ministry of Education Science and Technology. They were briefed on how to conduct decentralized teacher recruitment in their own districts. They were issued with guidelines to help them in the recruitment process.

4.3 Teachers' Opinions or Views on Decentralized Teacher Recruitment.

Figure 4.2: Pie Chart Showing Respondents' Opinions or Views on Decentralized Teacher Recruitment



The respondents gave different opinion on the Decentralized Teacher Recruitment. The respondents 26% strongly supported the policy unconditionally, 34% supported the policy with conditions, while 37% did not support it. Three percent (3%) of them did not commit themselves to either supporting or not supporting the policy. The 26% who strongly supported the decentralized teacher recruitment cited the following reasons:

- The candidates are considered for employment from their local area.
- Teachers are posted to their home environment; hence the community they belong to accepts them.
- It reduces the teachers' continuous request for transfer to the their home area.

The 34% per cent of the respondents supported the decentralization of teacher recruitment did so on condition that:

- The TSC agents employ the candidates according to their year of graduation as stipulated in the guideline provided by TSC
- Officers from the TSC headquarters who are deemed not to have any vested interest in the exercise regarding the candidates closely monitor the exercise.

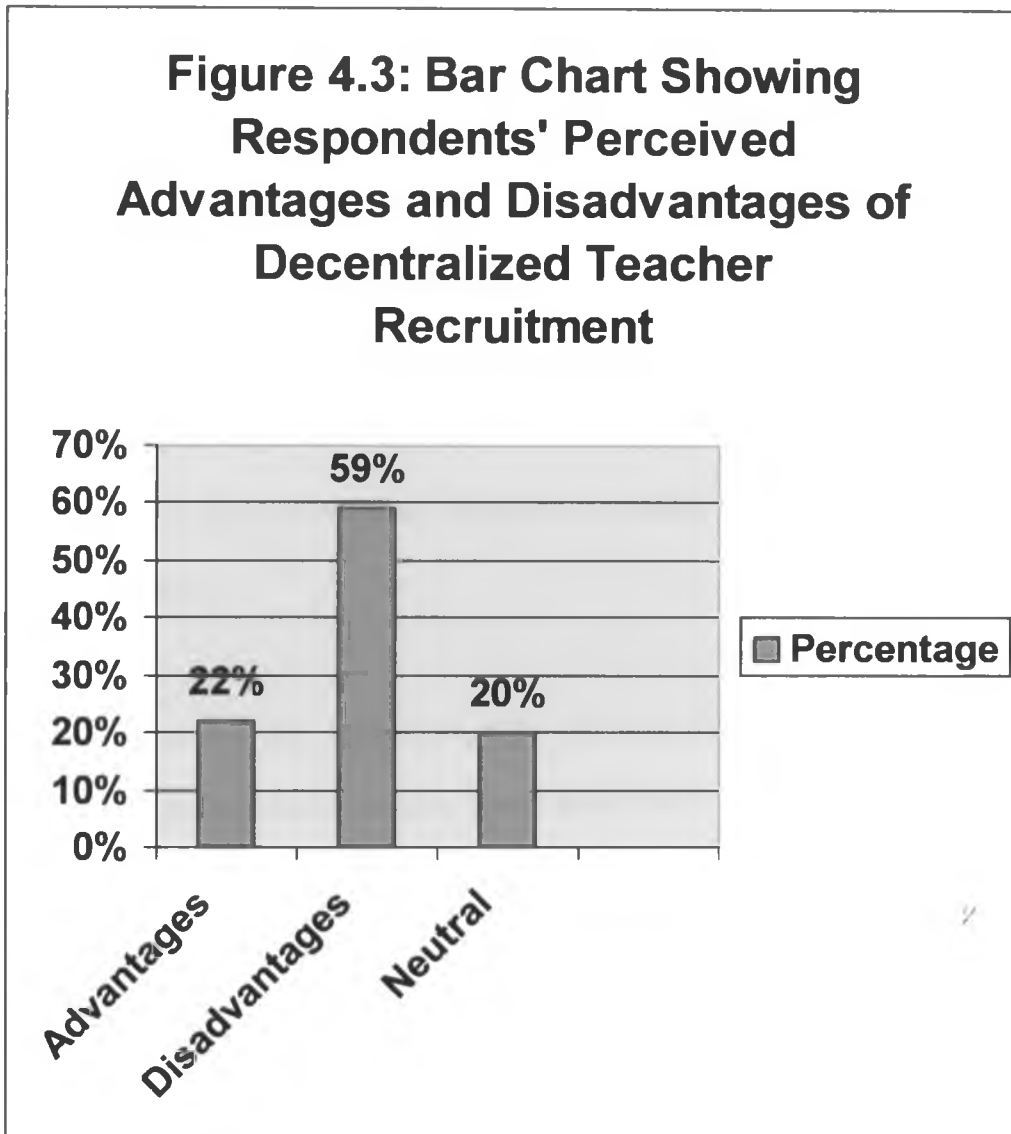
The 37% percent of the respondents did not support the policy for the following reasons:

- It encourages corruption or bribery, saying that candidates had to pay between KShs. 50, 000 to 100,000 before they being employed;

- It encourages nepotism, favoritism and clanism, saying that candidates with influential relatives got employment at the expense of those without;
- The TSC agents do not strictly adhere to the guideline provided by TSC headquarters;
- The candidates from overstaffed districts will never have access to employment and yet they are not accepted in other understaffed districts;
- Finally, the decentralization of teacher recruitment does not promote National Unity that is one of the aims of education.

Some 3% percent of the respondents did not indicate whether or not they supported the new policy decentralization of teacher recruitment and did not know what to say about it; simply saying ‘ I do not know’.

4.4 Perceived Advantages and Disadvantages of Decentralized Teacher Recruitment



The respondents 22% agreed that decentralized teacher recruitment is a noble idea if it was well administered.

- As a demand driven recruitment policy, it avoids wastage since teachers are only deployed where vacancies exist.

- It was reported that it enhances fair distribution of teachers in the district.
- The candidates also choose the zones of their choice.
- It was said that this would reduce the requesting for transfer from one district to another.
- It emerged from the study that this would enable the TSC agents to specifically recruit and deploy teachers to understaffed zones to which teachers usually resist normal transfer.
- It gives understaffed areas stability in that teachers stay in the zone of recruitment for at least five years.
- The new recruitment policy enhances acceptance of the teachers by the local community.

However, the respondents 59% felt that although the new recruitment policy of Decentralized Teacher Recruitment was intended to be a noble idea, there are many cases of malpractices associated with its implementation. The respondents gave the following reasons, which make the whole process disadvantageous to deserving prospective teachers:

- There is a lot of political interference in the recruitment exercise, with politicians using their offices to influence the panel to employ their constituents hence flouting the guideline.
- The Decentralized Teacher Recruitment encourages favoritism / nepotism, clanism and tribalism.

- It also encourages corruption and bribery. The respondents reported that money exchanged hands before a candidate is short listed, interviewed and eventually employed.

Apart from the malpractices mentioned like bribery, nepotism, and political interference, the respondents highlighted some minor disadvantages of decentralized teacher recruitment. They include the following:

- The teachers who are recruited near their home area end up concentrating on their own business or family matters at the expense of teaching.
- Finally decentralized teacher recruitment does not promote national unity because it encourages people to hate those from other districts. This is against one of the goal of education, which is supposed to promote national unity.

However 20% of the respondents were neutral because they did mention any advantages or disadvantages

4.5 Perceived Effectiveness of Decentralized Teacher Recruitment

The opinion of respondents was sought on whether or not the Decentralized Teacher Recruitment was effective. Out of 105 respondents, 96 believed that the decentralized teacher recruitment was not effective and 18

thought it was effective. Reasons given for the perception that the Decentralized Teacher Recruitment was not effective are shown in Figure 4.4.

Figure 4.4: Pie Chart Showing Reasons for Perceived Ineffectiveness of Decentralized Teacher Recruitment

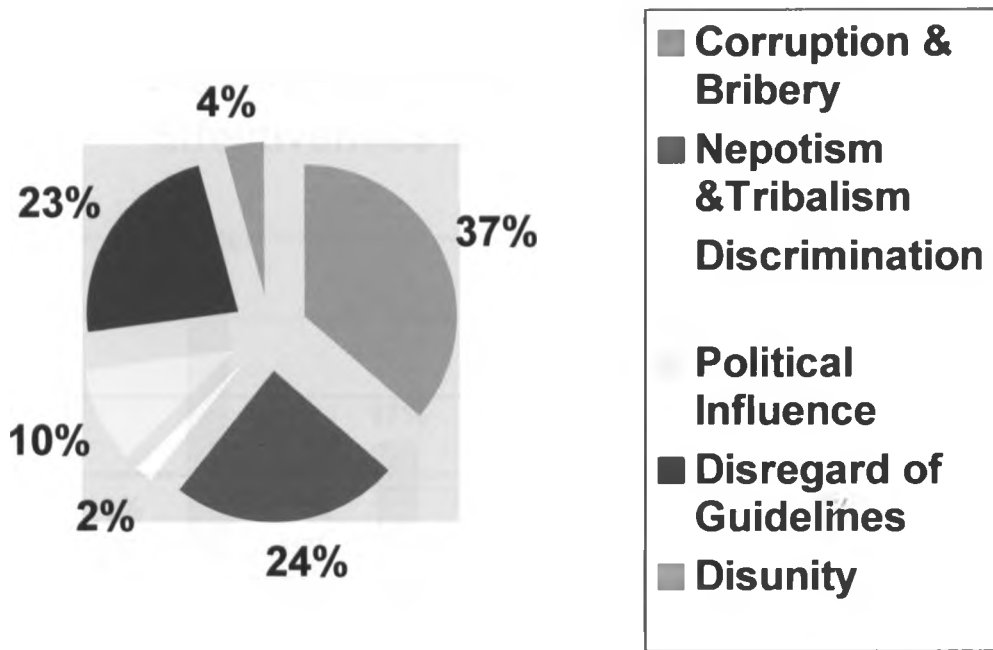


Figure 4.4 shows that majority of the respondents 37% perceived that the decentralized teacher recruitment was ineffective because of corruption and bribery, followed by 24% of the respondents who perceived that the new policy was characterized by nepotism, tribalism and discrimination while 23% of the

respondents felt that the guideline given by TSC was not used by the agents as it was supposed to be in the recruitment process. 10% of the respondents felt that the recruitment process was rendered ineffective because of political interference. Finally 2% of the respondents stated that decentralized teacher recruitment encouraged unity among the people of Kenya and yet one of the goals of education is to enhance national unity.

Figure 4.5: Bar Chart Showing Reasons for Perceived Effectiveness of DTR

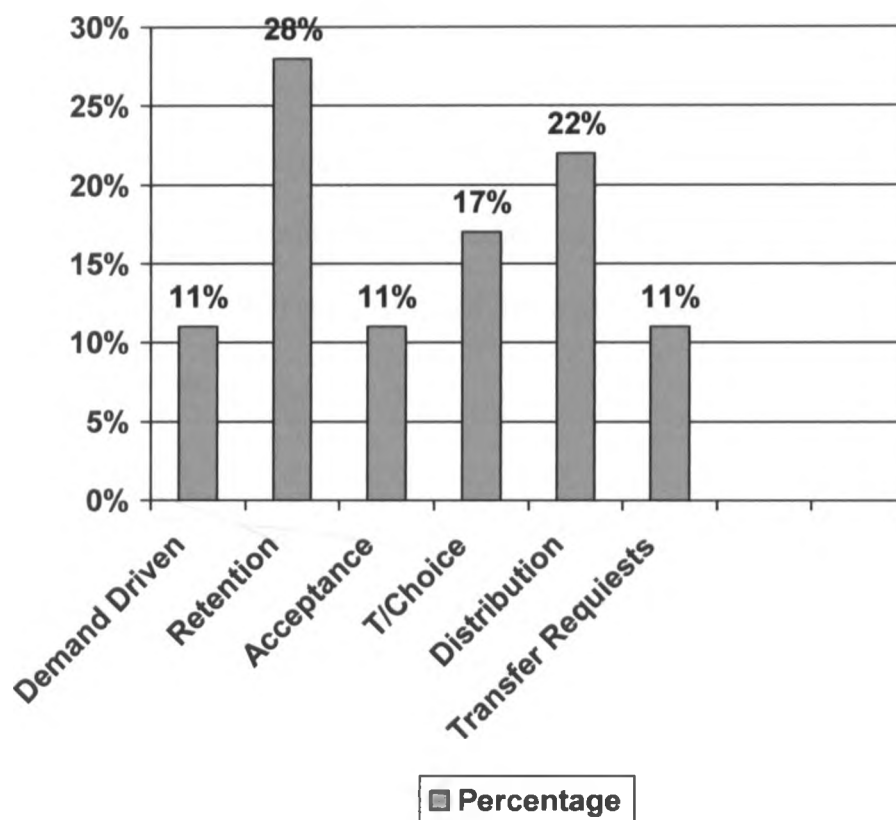


Figure 4.5 shows that majority of the respondents 28% felt that Decentralized Teacher Recruitment is effective because it enhances teacher retention in Arid and Semi Arid Lands. This was followed by 17% of the respondents who stated that in the new recruitment policy, teachers are able to make a choice where to work. The teachers who cited that the process is demand driven, teachers are accepted in their locality and reduction in request for transfer had 11% respectively.

4.6 Level of Fairness of Decentralized Teacher Recruitment to Prospective Teachers

Majority of the candidates (90, 99.9%) stated that the Decentralized Teacher Recruitment was not free and fair to all prospective teachers because the whole exercise was marred by irregularities such as bribery, favouritism, nepotism, political influence, disregard of the TSC guidelines. Only one respondent was neutral and just stated that s/he was not sure whether the exercise was free and fair.

Two TSC agents concurred with the teachers that the decentralized teacher recruitment would have been free and fair to all prospective teachers if there were no political interference and District Education Board's demands for its interests to be met.

4.7 Teachers Perceptions towards various selected aspects on Decentralized Teacher Recruitment.

In this section the research analyzed teachers' perception towards some selected aspects in Decentralization of Teacher Recruitment. These aspects are: The positive aspects of decentralization of teacher recruitment such as fair teacher distribution in the district and reduction of teacher transfer request.

The negative aspects of aspects included preference for local teachers, which amounted to discrimination, manipulation and irregularities in the recruitment process, and political interference. It is possible for the teachers to be positive in their perception or uncertain in other areas.

Table 4.1: Teachers Positive Perception Towards Decentralized Teacher Recruitment

	Need for Decentralization of Teacher Recruitment	SA	A	U	D	SD	Total (n)
1	The introduction of decentralization of teacher recruitment is a good step towards enhancing fair distribution of teachers in the country.	40 40%	18 18%	1 1%	17 17%	24 24%	99
2	Decentralization of teacher recruitment is good ideas because teachers from the locality will get a chance to be employed near home hence reduce the frequent request for transfers.	42 43%	32 33%	2 2%	8 8%	13 13%	97
3	Decentralization of teacher recruitment will ensure fair distribution of teachers in the local sites.	36 37%	28 29%	5 5%	7 7%	20 21%	96

Majority of the teachers had a positive attitude towards the introduction of decentralized teacher recruitment. 40% of the teachers strongly agreed that the introduction of decentralized teacher recruitment was a good step towards enhancing fair distribution of teachers in the country, whereas 24% strongly disagreed. 17% disagreed, 1% was undecided and 18% agreed with the statement.

The finding also reflects that 43% of the teachers strongly agreed that decentralization of teacher recruitment is good ideas because teachers from the locality will get a chance to be employed near home hence reduce the frequent

requests for transfer. 33% agreed, while 13% strongly disagreed, 8% disagreed and 2% were undecided about the statement.

The majority of the teachers 37% strongly agreed that decentralization of teacher recruitment would ensure fair distribution of the teachers in the locality. While 29% agreed with the statement, 21% strongly disagreed, 7% disagreed and 5% were undecided whether decentralization of teacher recruitment would ensure fair distribution of teacher in the district.

Table 4.2: Teachers Negative Perception Towards Decentralization of Teacher Recruitment.

	No Need for Decentralization of Teacher Recruitment	SA	A	U	D	SD	Total
1	The recruitment process has led to local teachers being preferred compared to those from outside the district	39 41%	21 22%	4 4%	15 16%	16 17%	95
2	The recruitment process has been manipulated and led to irregularity.	63 68%	14 15%	2 2%	9 10%	5 5%	93
3	Political interference is very prominent in teacher recruitment.	57 63%	16 18%	5 5%	7 8%	5 5%	90

Table 4.2 shows that teachers had a negative attitude towards decentralization of teacher recruitment. Whereas 41% of the teachers strongly agreed with the statement that decentralization of teacher recruitment has led to

local teachers being preferred to those from outside the district, 17% strongly disagree. 22% of the teachers agree, 16% disagree and 4% were undecided.

Majority of the teachers (68%) strongly agreed that decentralization of teacher recruitment process had been manipulated and led to irregularity. 15% of the teachers agreed with the statement. 10% disagreed, 5% strongly disagreed while 2% were undecided.

Majority of the teachers 63% strongly agree that political interference is very prominent in decentralized teacher recruitment. While 18% agreed, 8% disagreed and 5% were undecided about the statement.

Table 4.3: Teachers Perception on the Involvement of Stakeholders in Decentralization of Teacher Recruitment

	Need for the Stakeholders Involvement in Decentralized Teacher Recruitment	SA	A	U	D	SD	Tota
1	Stakeholders should be sensitized on decentralization of teacher recruitment in order to perceive the recruitment positively.	52 54%	33 34%	3 3%	4 4%	4 4%	96
2	The stakeholders need to be involved in decision-making in case of any change in the educational sector in order accept the changes.	51 53%	32 33%	4 4%	3 3%	6 6%	96
3	Teacher recruitment should be taken back to TSC headquarters.	52 55%	6 6%	5 5%	4 4%	28 29%	95

Table 4.3 shows that 54% of the teachers strongly agree with the statement that stakeholders should be sensitized in decentralization of teacher recruitment in order to perceive it positively. This was followed by 34% of the teachers who agreed, while 4% strongly disagreed, 4% disagreed and 3% were undecided about the statement.

Majority of the teachers 53% strongly agreed that stakeholders need to be involved in decision-making in case of change of policy in the educational sector in order to accept and own up the change. While 33% of the teachers agreed, 6% strongly disagreed, 3% disagreed and 4% were undecided about the statement.

Majority of the teachers (55%) strongly agree with the statement that teacher should be taken back to TSC headquarters. While 29% strongly disagree, 4% disagree, 6% agree and 5% were undecided about the statement

4.8 Suggested Ways of improving the Decentralized Teacher Recruitment

The respondents' suggested that the following ways would enhance Decentralized Teacher Recruitment:

- Forty seven percent (47%) of the respondents suggested that the TSC agents should strictly adhere to the guideline so that those who graduated earlier are employed first.

- Twelve percent (12%) suggested that TSC headquarters closely monitors the exercise in order to curb any irregularities.
- The headquarters should keep a record of all unemployed trained teachers according to the year of graduation for each district to enable them to counter-check with merit list, which is submitted by the agents.
- Five percent (5%) of the teachers and 90% of the TSC agents suggested that the candidates who were approaching the age limits for employment into the civil service (45 years of age) are considered for employment even if they graduated recently from college.
- Twelve percent (12%) of the respondents suggested that if the decentralized teacher recruitment has to be free and fair to all candidates, then the recruitment panel should include officers from TSC headquarters who do not have vested interest in the exercise at local level.
- About 4% of the respondents suggested that the panel should include religious leaders like pastors and priests who will not be compromised with the recruitment panel.
- The TSC agents in the felt that it was necessary for the stakeholders to be informed and be involved in decision-making in the changes that take place in the education sector for the purpose of ownership of the new recruitment policy. This would be affected through workshops that target representatives of all people who would be the beneficiaries or those who would be affected by the new recruitment policy, including School Committees and Parents-Teachers Associations.

CHAPTER FIVE

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

5.0 Introduction

This chapter summarizes the findings of the study and presents conclusions and recommendations on the perceived Effectiveness of Decentralized Teacher Recruitment. Also included in this chapter are the suggestions for further study.

5.1 Summary of the Study

This study was interested in finding out how teachers and TSC agents Perceive Decentralized Teacher Recruitment and the factors that influence them positively and negatively. The respondents agreed that Decentralized Teacher Recruitment is a noble idea in principle. The adoption of the new teacher recruitment policy was made on grounds of the perceived need (to change from the wasteful supply policy) to demand-driven policy). The 'demand driven' approach eliminates wastage since teachers are deployed where vacancies exist. It enhances equitable distribution of teacher countrywide and within the districts. This also reduces teachers' request for transfers because they are posted to areas of their choice.

Findings suggest that the Decentralized Teacher Recruitment is perceived to be marred with 'patronage hiring', and 'back-door routes' into the teaching profession. It involved hiring on tribal lines, nepotism/favouritism and corruption. This may result in sectionalism, which is against the national goals of education of integration or unity. Ironically, instead of streamlining recruitment and appointment of teachers this strategy has exacerbated the problem.

A total of 103 respondents out of 123 completed the questionnaires. These included 103 teachers and officers (agents of the TSC). This was 86% return rate among the teachers. Given the sample is greater than 30, according to Central Limit Theorem, it is sufficient enough to enable us draw conclusions concerning the whole population. Table, Pie charts and bar charts were used in data analysis.

Most of the respondents reported that there was no official information about the change of policy on teacher recruitment. Many learnt about it over the radio, newspapers and other people. The agents reported that they were called for a one day seminar where they were instructed how to conduct the recruitment exercise. But the other stakeholders were not sensitized on the change in policy on teacher recruitment.

The respondents suggested measures that would be put in place in order to enhance positive perception of the Decentralized Teacher Recruitment. These include: Sensitization and involvement of stakeholders in decision-making. Strict

monitoring of TSC agents involved in the decentralized teacher recruitment process. Making the guidelines 'water tight' so that the TSC agents and other members of the recruitment panel cannot manipulate them. Firm actions to be taken against those who involve themselves in irregularities including corruption, favouritism, nepotism and tribalism. TSC to firmly dealing with the problem of political interference in the recruitment process. The recruitment panel to co-opt a religious leader such as pastors or priests who will not be compromised into the interview panels.

5.2 Conclusions of the Study

Based on the research findings, it was established that the teachers had mixed perceptions regarding Decentralized Teacher Recruitment Policy. The negative perception is strengthened by the irregularities perpetuated by those involved in its implementation. The malpractices include: corruption/bribery, favouritism / nepotism and tribalism, disregard to the guideline given by TSC agents and political interference.

However, the policy was perceived positively due to the fact that it is demand driven, it enhances teacher retention and teacher acceptance in the locality. It also enhances fair distribution of teachers countrywide and in the district. Finally it reduces frequent requests for transfer.

5.3 Recommendation of the Study

In the light of the findings and conclusions of the study, the following recommendations were made:

- The stakeholders need to be sensitized on the Decentralized Teacher Recruitment in order to improve their perception towards the new policy on teacher recruitment.
- There is need for appropriate communication between the TSC and the stakeholders regarding the changes in the teacher recruitment policy to build a common understanding and acceptance of the changes.
- In future, the TSC and MOEST should pilot any new educational policy in a few districts or schools before it is implemented in order to ascertain its reliability and validity.
- There is need to revise the Education Act (1968) and the Teachers Code of Regulations (1986) to give new policy legal status.

5.4 Suggestions for Future Research

Taking into account the delimitations of the study, the following areas for further research are recommended:

- The study was limited to Gucha district. There is need to carry out similar research in other districts of the country to elicit a more accurate national

perception of the effectiveness of the Decentralized Teacher Recruitment policy.

- Decentralized Teacher Recruitment is a new area of study, therefore there is need to carry out in-depth research focusing on the different factors influencing its perception.
- There is need for a study to be carried out on the impact of Decentralized Teacher Recruitment on the Standards and Quality of Education.

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Nairobi



THE BAZAAR
MOI AVENUE/BIASHARA
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NAIROBI, KENYA

VACANCIES FOR TEACHING POSTS IN PRIMARY SCHOOLS

The Teachers Service Commission is advertising 4,000 vacant posts for Primary School teachers to replace teachers who have left the service through natural attrition. Applications are therefore invited from professionally qualified teachers. Eligible candidates should meet the following basic requirements:

- (i) be Kenyan citizen
- (ii) be trained and qualified Teachers.
- (iii) Should be holders of Primary Teachers' certificates, SI or Diploma certificates.
- (iv) Must be below 45 years of age.

Preference will be given to those applicants who have not been previously employed by the Teachers Service Commission.

Interested and eligible candidates should submit their applications together with academic and professional certificates to the District Education Officers in the districts where vacancies exist not later than 13th August 2003. The District Education Board Recruitment panel will select the candidates and submit the merit lists to the Secretary, Teachers Service Commission by 29th August 2003.

In order to enhance transparency and accountability, the Teachers Service Commission will send two Commissioners to every province to monitor the exercise. The Commissioners will work closely with the Provincial Directors of Education in ensuring that the exercise is conducted fairly and in a transparent manner.

The Teachers Service Commission will only deal with District Education Boards on this issue and no individual application to the Commission will be entertained.

The vacancies exist in primary schools in the following 69 understaffed districts. Those districts which are not indicated here are currently overstuffed.

SERIAL NUMBER	DISTRICT	ACTUAL UNDERSTAFFING	NO. OF ADVERTISED POSTS	SERIAL NUMBER	DISTRICT	ACTUAL UNDERSTAFFING	NO. OF ADVERTISED POSTS
1	MACHAKOS	2,025	191	35	UASIN-GISHU	500	47
2	MAKUENI	1,952	184	36	MT. ELGON	446	42
3	MIGORI	1,554	146	37	THIKA	404	38
4	KITUI	1,538	147	38	TURKANA	395	37
5	MERU NORTH	1,389	131	39	TRANSMARA	385	36
6	KAKAMEGA	1,322	124	40	TESO	371	35
7	SIAYA	1,299	122	41	MBEERE	351	33
8	RACHUOYO	1,213	114	42	LUGARI	344	32
9	BUNGOMA	1,212	114	43	THARAKA	339	32
10	BUTERE/MUMIAS	1,130	105	44	TAITA-TAVETA	315	30
11	TRANS-NZOIA	1,086	100	45	KISUMU MUN.	312	29
12	KISII	1,055	99	46	KIAMBU	303	29
13	NAKURU	1,015	95	47	MURANGA	345	32
14	MWINGI	1,010	95	48	LAIKIPIA	300	28
15	NANDI	970	91	49	BURETI	297	28
16	NAROK	928	87	50	MARAGUA	292	27
17	GUCHA	926	87	51	MARAKWET	286	27
18	NYAMIRA	903	85	52	NYERI	251	24
19	BOMET	887	83	53	MANDERA	246	23
20	HOMABAY	847	80	54	TANA RIVER	238	22
21	BUSIA	840	79	55	SAMBURU	205	19
22	VIHIGA	803	76	56	NAIROBI	191	18
23	NYANDO	799	75	57	WAJIR	191	18
24	BONDO	793	75	58	LAMU	189	18
25	KILIFI	792	75	59	MOMBASA	187	18
26	KWALE	762	72	60	MERU SOUTH	156	15
27	WEST-POKOT	730	69	61	GARISSA	141	13
28	KISUMU	698	66	62	ELDOROT MUN.	119	11
29	KERICHO	666	63	63	MOYALE	95	9
30	MALINDI	610	57	64	NAKURU MUN.	93	9
31	NYANDARUA	575	54	65	IJARA	87	8
32	SUBA	519	49	66	KEIYO	87	8
33	KAJIADO	516	49	67	MARSABIT	79	7
34	KURIA	503	47	68	KITALE MUN.	71	7
				69	ISILO	14	5

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and date



THE BAZAAR
MOI AVENUE/BE SH
STREET
PRIVATE BAG
NAIROBI, KENYA

17th July, 2001

The District Education Officer,

RE: GUIDELINES FOR INTERVIEWS FOR PRIMARY SCHOOL TEACHERS

It has been decided that recruitment of primary school teachers be decentralised to the respective District Education Boards (DEBs). Consequently, you are expected to conduct interviews for candidates wishing to be employed in your districts and present merit lists to the District Education Boards for final deliberation and onward transmission to the Teachers Service Commission

The Commission has prepared the following guidelines to enable you to set up the appropriate panel to interview candidates for posts advertised by the Teachers Service Commission on 10th July, 2001

1. INTERVIEW PANEL

You are expected to constitute an Interviewing Panel at the District Headquarters consisting of the following Officers:

- | | | | |
|----|---|---|------------------|
| 1. | <i>District Education Officer</i> | - | <i>Chairman</i> |
| 2. | <i>Deputy District Education Officer</i> | - | <i>Member</i> |
| 3. | <i>District Staffing Officer</i> | - | <i>Secretary</i> |
| 4. | <i>District School Inspector</i> | - | <i>Member</i> |
| 5. | <i>Divisional Education Officer</i>
<i>(representing understaffed Divisions)</i> | - | <i>Member</i> |
| 6. | <i>Senior Headteacher (from under</i>
<i>staffed Zones)</i> | - | <i>Member</i> |
| 7. | <i>KNUT Executive Secretary</i>
<i>(as member of DEB)</i> | - | <i>Member</i> |
| 8. | <i>Clerk to County Council</i>
<i>(as member of DEB)</i> | - | <i>Member</i> |
| 9. | <i>One other member co-opted from</i>
<i>DEB</i> | - | <i>Member</i> |

2. SHORTLISTING

At least three (3) candidates should be shortlisted for each advertised post. Consideration should be given to those applicants who show interest of working in those divisions with vacancies.

NB -It is expected that the highest degree of transparency will be exercised by the panel.

-Candidates with disabilities should be given equal opportunities to compete with candidates without disabilities.

3. UNDERSTAFFED ZONES

During the interviews the panel should endeavour to identify applicants who are willing to serve in the understaffed zones.

4. MERIT LIST

It is the responsibility of the District Education Officers to ensure that interviews are conducted in good time and merit lists submitted to the Teachers Service Commission together with the panel score sheet before the deadline.

5. ADVERTISED POSTS

The advertisement has specified the number of teachers allocated to your District.

6. AUTHENTICITY OF PROFESSIONAL ACADEMIC DOCUMENTS

- (i) Applicants should meet the requirements of the Teachers Service Commission advertisement.
- (ii) Original Academic/Professional certificates should be carefully checked to ensure their genuineness. Photocopies of the same should be certified by the District Education Officer.
- (iii) Lists of all those applicants who were not interviewed should be sent to the Teachers Service Commission together with the merit lists of those interviewed. Reasons for their not being interviewed should be given on the relevant proforma.

7. INTERVIEW CONTENT

Test the applicants in the following areas:-

1. *Professional documents that teachers maintain e.g.*

- ◆ Schemes of work
- ◆ Continuous assessment records
- ◆ Lesson plans
- ◆ Record of work-books

2. Knowledge of the ISC Code of Regulations for teachers especially on areas of performance of duty and personal conduct.
3. Special talents and willingness to participate in games, music, drama, athletics etc.
4. Previous experience in teaching apart from teaching practice e.g. employment by School Committee Board of Governors.
5. Willingness to work in the district for at least five (5) years
6. Candidates appearance and presentability

**UNIVERSITY OF NAIROBI
EAST AFRICANA COLLECTION**

SCORING AREAS	MAXIMUM SCORE
<p>1. <i>Appearance and Presentability</i></p> <p>(i) Personal attire (smartness) 2</p> <p>(ii) Communication ability 5</p> <p>(iii) General etiquette 3</p> <p style="text-align: center;">SUB TOTAL 10</p>	
<p>2. <i>Academic and Professional qualifications</i></p> <p><i>P1 P2</i></p> <p>(i) 8 – 14 points (Distinction) 20</p> <p>(ii) 15 – 24 points (Credit) 15</p> <p>(iii) 25 – 38 points (Pass and P2) 10</p> <p style="text-align: center;">SUB TOTAL 20</p>	
<p>3. (i) <i>Knowledge of teaching methodology</i> 5</p> <p>(ii) <i>Preparation of teaching records e.g.</i></p> <ul style="list-style-type: none"> - Schemes of work - Lesson notes - Records of work and continuous assessment 5 <p style="text-align: center;">SUB TOTAL 10</p>	

4. <i>Knowledge of TSC Code of Regulations for teachers</i>	
(i) Conduct of teachers	12
(ii) Functions of TSC	8
SUB TOTAL	20
5. <i>General knowledge</i>	
(i) TSC structure	8
(ii) Ministry of Education, Science and Technology structure	7
(iii) Current affairs	5
SUB TOTAL	20
6. <i>Previous teaching experience apart from teaching practice e.g. teaching under school committees or private sector (documentary evidence required)</i>	
(i) Three years and above	8
(ii) Two years	6
(iii) One year	4
SUB TOTAL	8
7. <i>Special talent (backed by documentary evidence e.g. certificates of excellence in drama, music, games etc.</i>	12
SUB TOTAL	12
GRAND TOTAL	100

8.0 All candidates **MUST** declare their readiness to work in your district for at least five (5) years. Candidates who are not ready to meet this condition are automatically disqualified.

9.0 Documents to be submitted to the Commission

The following documents should be submitted to the Commission by the District Education Officer in person or the District Staffing Officer.

- (i) Merit lists
- (ii) Lists of applicants not interviewed
- (iii) Certified photocopies of leaving certificates, academic and professional certificates of the recommended applicants
- (iv) Two passport size photographs duly certified
- (v) Photocopies of national identification card (both sides)
- (vi) The minutes of District Education Boards ratifying the merit lists. NB: They should be signed by the Chairman and the Secretary of the District Education Board.

10.0 GRADING

75 and above	-	A
70 - 74	-	A-
65 - 69	-	B-
60 - 64	-	B
55 - 59	-	B-
50 - 54	-	C+
45 - 49	-	C
40 - 44	-	C-

Attached please find:

- (i) The interview score sheet for your use in the exercise
- (ii) Appendix I -- Format of the merit list
- (iii) Appendix II -- Format of the applicants not interviewed



BENJAMIN K. SOGOMO, OGW

SECRETARY
TEACHERS SERVICE COMMISSION.

Copy to:

- 1) The Permanent Secretary,
 Ministry of Education Science & Technology,
 P.O. Box 30040,
NAIROBI.
- 2) The Director of Education,
 Ministry of Education Science & Technology,
 P.O. Box 30040,
NAIROBI.
- 3) The Chief Inspector of Schools
- 4) The Provincial Directors of Education

TEACHERS SERVICE COMMISSION

PRIMARY INTERVIEW SCORE SHEET

CANDIDATE'S NAME _____ GRADE _____ SUBJECT(S): _____

SCORING AREA	MAXIMUM SCORE	ACTUAL INDIVIDUAL SCORE	AVERAGE SCORE (By the panel)
1. (i) (ii) (iii)	2		
	5		
	3		
2. (i) (ii) (iii)	20		
	15		
	10		
3. (i) (ii)	5		
	5		
4. (i) (ii)	12		
	8		
5. (i) (ii) (iii)	8		
	7		
	5		
6. (i) (ii) (iii)	8		7
	6		
	4		
7.	12		
TOTAL	100		

GRADE SCORED: _____

INSTRUCTIONS

- (1) Each panel member should assess the candidate individually as per the score sheet.
- (2) An average mark in each case should be worked out and the overall score sheet prepared. It is this overall score by the panel which should be forwarded to the Teachers Service Commission under a different score sheet from the individual ones

APPENDIX I

DISTRICT: _____ PROVINCE _____

FORMAT OF MERIT LIST

S/NO	TSC REG. NO	NAME	SCORE AWARDED	GRADE AWARDED	ANY REMARKS

APPENDIX II

DISTRICT: _____ PROVINCE: _____

LIST OF APPLICANTS NOT INTERVIEWED

S/NO	TSC REG.NO	NAME	REMARKS

APPENDIX 3

The East African Standard | Online Edition

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 Saturday, August 23, 2003

TSC is cornered over teacher recruitment

By Ken Ramani

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Chaotic events that characterised teacher recruitment across the country this week call for a review of the decision to decentralise the exercise three years ago.

Teachers Service Commission (TSC) staff and other Ministry of Education field officials found themselves in a tight corner over accusations that they were soliciting for bribes before short-listing candidates for employment.

In North Nandi District, candidates from neighbouring districts were chased from interview centres by the locals who said the advertised vacancies were meant for them.

Certificates were torn as candidates engaged in fist fights over the teaching jobs.

On Monday, complaints were raised in Nyeri, Kisii, Bondo, and several parts of the country concerning the manner in which the exercise was being conducted.

Education Assistant Minister, Mrs Beth Mugo on Tuesday warned that the Government will sack any officer implicated in corrupt deals.

She advised all aggrieved candidates who felt that they were denied a chance to attend interviews to forward their grievances to the Director of Education.

She maintained that the exercise will go on as scheduled and ruled out the possibility of having TSC do it as was the case before 2001.

The Kenya Union of Post Primary Teachers (Kuppet) criticised Mugo saying she was grossly interfering with the functions of TSC.

Secretary-General, Mr Wanyonyi Buteyo said the exercise should be called off and TSC resume its role as spelled out in the Education Act.

The union said the decision to decentralise teacher recruitment was illegal and only promotes nepotism and tribalism across the country at a time when the Government was trying to end the vice.

"It seems TSC is promoting the quota system in teacher recruitment. That action itself makes it impossible for candidates to seek employment outside their ethnic communities as has been the case in Nandi," says Buteyo.

The unionist called on the Government to make TSC autonomous in order to receive funding directly from the Exchequer. "Of what use will the complaints to the Director of Education be, given that TSC will only act on doctored lists presented by its field officials?"

Buteyo argued that TSC should carry out its duty in teacher recruitment and not allow

Board of Governors (BoG) members to interview and recruit teachers.

Buteyo alleged that in Bungoma district, parents were selling parcels of land and livestock to bribe education officials and BoG chairmen to hire their children.

"I am sure that if the Anti-Corruption Police Unit was serious on the issue, many DEOs would be behind bars by now. They are openly collecting bribes from desperate candidates," said Buteyo.

He took issue with one of the requirements that a teacher should demonstrate a thorough understanding of the education system saying "how does a BoG member decide whether or not a candidate understands what he himself (member) doesn't know?"

Concerning the allegation that some candidates already have TSC service numbers and that they were being denied first priority in the recruitment drive, a senior TSC official explained that "it is a legal requirement that all qualified persons apply to be issued with such numbers. Having a TSC number does not make one a front-runner in interviews."

The contentious decentralisation of teacher recruitment came into force in 2001. Mr Benjamin Sogomo, then TSC Secretary, argued that the move was meant to stem the endemic problem of teachers seeking transfers from hardship areas.

He said since the Government halted the hiring of teachers upon graduation from colleges and universities in 1998, the commission was having difficulties in balancing teaching staff across the country.

Since then, whenever the commission advertises teaching vacancies, one of the requirements is that a teacher has to accept to work in a station for at least five years before seeking a transfer.

However, the new mode of teacher recruitment is not reflected in the TSC Code of Conduct nor in the Education Act.

Buteyo dismisses the requirement saying "it is the education officials and TSC itself which effects any transfer requests".

He wonders what would become of a teacher who has a genuine reason for seeking a transfer before the five years are over.

And in Nyanza province, hundreds of applicants jammed local district and municipal education offices in a desperate bid to fill the limited advertised positions, reports Franklin Awori.

The province will recruit 1,074 teachers in primary and 592 in secondary schools.

According to Nyanza Provincial Director of Education, Mr David Siele, this is against an under-staffing level of 11,421 and 2000 teachers in primary and secondary schools respectively,

Siele said the Teachers Service Commission (TSC) was keenly monitoring the exercise to ensure transparency and fairness.

"We had a clear selection criteria and those complaining must have misunderstood the selection system," said Siele.

The PDE said preference was being given to earlier graduates and those with higher

examination qualifications.

According to statistics from the Provincial Education Office, Migori district has a shortage of 1554 teachers against an advertised vacancy of 146.

Siaya, 1299 with 122 to be filled, Rachuonyo 1213 against 114, Kisii 1055 to 99 advertised positions, Gucha 929 to 87 and Nyamira 903 to 85 positions to be filled.

Other districts are Homa Bay with a shortage of 847 against 80 vacancies, Nyando 799 against 75, Bondo 793 to 75 and Kisumu district 698 to 66 advertised positions. Kisumu municipality has a shortage of 312 against 29 to be recruited, Suba district 519 against 45 and Kuria 503 against 47 advertised vacancies

"The recruitment exercise in some schools was extremely chaotic due to lack of clear recruitment guidelines," he said.

Kisumu Knut Executive Secretary, Eric Hongo, said more teachers are needed to ensure effective teaching and improved performance in national examinations.

He said there were complaints of university graduates being left out while those with diplomas were recruited.

In secondary schools, about 280 more Kiswahili teachers are required, 200 in mathematics, 220 in chemistry and 200 in physics. The provincial Education office also reported a shortage of 200 teachers in history, 190 in Biology, 150 in English and 100 in commerce.

In Rift Valley Province, Peter Mutai reports that the government will recruit 894 primary school teachers to meet the shortage of 8,021 it is experiencing, the Provincial Director of Education, Mr Pascal Muli Makite has revealed.

The hardest hit districts are Trans Nzoia and Narok with a shortage of 1,086 and 1,041 teachers respectively.

Other districts are Nakuru which requires 1,015 teachers followed by Bomet with 887 teachers, West Pokot 730, Kericho 666 and Nandi South with 584.

The list also includes; Kajiado district with 516, Uasin Gishu, 500, Turkana, 395, Trans Mara 385, Nandi north 326, Laikipia 300 and Buret 297, Marakwet 286, Samburu 205 and Keiyo 87.

In the municipalities, Eldoret tops the list with a shortfall of 119 teachers followed by Nakuru with 93 while Kitale municipality requires 71 teachers.

Makite said districts such as Baringo and Koibatek have sufficient teachers in the highland regions but arid and semi arid areas of the districts experience a shortage.

To correct the problem, Makite says the Ministry of Education, Science and Technology is currently working on a balancing programme for teachers in the two districts.

Last week, the government conducted the recruitment of teachers at the district level in an exercise co-ordinated by District Education Officers (DEOs) country wide.

In Nakuru, recruitment was done to fill 95 posts allocated to the district by the government

Nakuru DEO Mrs Jane Mtange said 1,226 teachers had applied for the jobs out of which

265 applicants were short listed.

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2

REPORT ON AUGUST 2003 SELECTION AND RECRUITMENT OF TEACHERS

Preamble

The Teachers Service Commission (TSC) received a total of 761 letters (excluding documents sent without letters) from prospective teachers. A total of 253 letters were omitted from the report because the complaints appeared inaccurate. 667 of letters accepted were launched directly at the TSC headquarters and 94 (excluding 8 documents) came through the Ministry of Education, Science and Technology (MoEST). Post primary institutions applicants wrote 265, while primary school candidates wrote 496. Complaints by unsuccessful candidates and stakeholders are still being launched at the TSC headquarters.

Complaint handling process

The complaints letters were acknowledged before they were classified analysed and recorded. The common claims complaints were that:

- Local candidates favoured
- The selections/recruitments characterised by nepotism (spouse and relatives favoured)
- Panel members allegedly received Ksh 50,000 – 100,000 in considerations for employment
- Guidelines were flouted (first-out-first-in rule flouted)
- Local family feuds influenced decisions
- SI candidates not provided for in the advertisement
- Advertised subjects substituted

Observation

- The feedback (in form of complaints and appeals) from candidates gave TSC the opportunity to identify the strengths and challenges in the decentralization of the selection and recruitment of teachers.
- Since most complaints were too general, ambiguous, and nebulous the Commission designed fact-finding questionnaires that were posted, or handed out (at the Front Office) to unsuccessful candidates. The findings will assist the Commission in planning for the next recruitment sessions.

Recommendation

The stakeholders' opinion is that TSC gets more involved in the recruitment of teachers. Accordingly, the Complaints Committee proposes that the BOGs and DEBs be given more support and guidance in the recruitment exercise along a schedule as set below:

Activity	Objectives	Results	Venue	Actors
Advertise vacancies in districts and/or schools	To recruit new teachers for employment	By (a set date) vacancies in schools and/or districts advertised	(Media)	TSC
Register candidates	To prepare records for selection	By (a set date) all prospective candidates registered	Zones (for primary) Schools (for secondary)	MoEST field officers, BOG
Prepare register	To compile a register of applicants in the district	By (set date) register of prospective candidates prepared	District (for primary) Schools (for secondary)	DEB, TSC, BOG
Shortlist candidates	To select candidates for recruitment	By (set date) candidates for recruitment shortlisted	District (for primary) Schools (for secondary)	DEB, TSC, BOG
Recruit prospective teachers	To recruit teachers for employment	By (set date) prospective teachers recruited	Provincial Headquarter (for Primary) Nairobi (for secondary)	PDE, DEO, TSC
Employ recruits	To employ and deploy new teachers	By (set date) new teachers employed and posted	Nairobi	TSC

- The Commission should handle with care complaints where advertised subjects were altered. Unsuccessful candidates could sue TSC.
- Results should be cancelled where there was evidence that guidelines flouted.
- The cases of *A-level untrained teachers* who (underwent a two-week crush programme in various colleges in 1996 and) were issued SI certificates by the MoEST have continuously marred the TSC image for several years.

First, they generated controversy as regards the status of *P1 teachers with A-level* in the Non-graduate Teachers Scheme. Secondly, during interviews, they were neither classified as primary nor post primary teachers.

The following proposals are put forward for consideration:

- (1) P1 teachers with A-level be promoted to ATS 111 status
- (2) A list of the controversial S1 (*A-level untrained*) teachers be compiled by MoEST and those unemployed be isolated and decision to employ them made.

Wednesday, 24 September 2003

PRIMARY SCHOOL

PROVINCE	DI STRICT	TALLIES	MAJOR COMPLAINTS
Eastern	Kitui	17	<input type="checkbox"/> Not from local community
	Makueni	26	<input type="checkbox"/> Not from local community <input type="checkbox"/> Bribery
	Machakos	31	<input type="checkbox"/> Not from local Community <input type="checkbox"/> Nepotism <input type="checkbox"/> Political interference
	Mwingi	31	<input type="checkbox"/> Bribery <input type="checkbox"/> Not from local community <input type="checkbox"/> Nepotism <input type="checkbox"/> Guidelines not followed.
	Meru South	5	<input type="checkbox"/> Not from local community. <input type="checkbox"/> Guideline not followed.
	Isiolo	1	<input type="checkbox"/> Few vacancies for the District.
	Meru North	5	<input type="checkbox"/> Guidelines not followed. <input type="checkbox"/> Nepotism
	Mbeere	12	<input type="checkbox"/> Guideline not used <input type="checkbox"/> Locals given preference
	Tharaka	9	<input type="checkbox"/> Locals given priority.
	Moyale	1	<input type="checkbox"/> Graduation year not considered. /
Total complaints Eastern		138	
Rift Valley	Kericho	5	<input type="checkbox"/> Graduation year not considered (guidelines flouted)
	Nandi North & South	10	<input type="checkbox"/> Guidelines flouted <input type="checkbox"/> Nepotism
	Bomet	23	<input type="checkbox"/>
Rift Valley	Nakuru	7	<input type="checkbox"/> Not from the district although they had passed interview
	Turkana	8	<input type="checkbox"/> Only locals allowed to fill forms <input type="checkbox"/> Political pressure
	Narok	24	<input type="checkbox"/> Guidelines flouted <input type="checkbox"/> Locals given preference

	Buret	1	<input type="checkbox"/> Guidelines not followed
	Uasin Gishu	2	<input type="checkbox"/> Nepotism
	Trans-Mara	4	<input type="checkbox"/> Recent graduands recruited
	Kajiado	2	<input type="checkbox"/> Guidelines not followed
	Trans-Nzoia	2	<input type="checkbox"/> Graduation year not considered
Total complaints Rift Valley		88	
Nyanza	Gucha	48	<input type="checkbox"/> Graduation year not considered. <input type="checkbox"/> Claims of Bribery to tune of 100,000/=.
	Nyamira	18	<input type="checkbox"/> Claims of Bribery to the tune of 70,000/= <input type="checkbox"/> Private college graduates left out. <input type="checkbox"/> Gender bias.
	Kisii Central	10	<input type="checkbox"/> Graduation year not followed <input type="checkbox"/> Bribery claims
	Migori	4	<input type="checkbox"/> Graduation year not considered.
	Bondo	2	<input type="checkbox"/> Late for interview
	Suba	31	<input type="checkbox"/> Graduation year not considered.
	Kuria	1	<input type="checkbox"/> Interference by Teachers Union and influential persons, favouritism.
Total complaints Nyanza		114	
Western	Kakamega	10	<input type="checkbox"/> Locals given preference. <input type="checkbox"/> Rejected because of pregnancy
	Vihiga	5	<input type="checkbox"/> Graduation year not considered. <input type="checkbox"/> Private colleges not given chance.
	Teso	1	<input type="checkbox"/> Not a local
	Bungoma	12	<input type="checkbox"/> SI's left out.

PRIMARY SCHOOL

	Mt. Elgon	2	<input type="checkbox"/> S1's barred from interviews
	Butere/Mumias	6	<input type="checkbox"/> Simply left out <input type="checkbox"/> Rejected employment in past
Total complaints Western		36	
Central	Kiambu	7	<input type="checkbox"/> P2 not considered <input type="checkbox"/> Graduation year not considered
	Muranga	12	<input type="checkbox"/> S1's left out <input type="checkbox"/> Bribery <input type="checkbox"/> Nepotism
	Maragwa	6	<input type="checkbox"/> S1's left out <input type="checkbox"/> Graduation year not considered.
	Thika	32	<input type="checkbox"/> Graduation year not considered.
	Nyeri	1	<input type="checkbox"/> Unfairness
	Nyandarua	14	<input type="checkbox"/> Graduation year not considered. <input type="checkbox"/> S1's left out <input type="checkbox"/> Locals preferred.
Total complaints Central		72	
Nairobi	Nairobi	20	<input type="checkbox"/> Females preferred against men
Total complaints Nairobi		20	
Coast	Kilifi	4	<input type="checkbox"/> Not from local community.
	Mombasa	2	<input type="checkbox"/> Graduation year not considered.
	Malindi	1	<input type="checkbox"/> Locals preferred.
	Tana River	12	<input type="checkbox"/> Graduation year not considered. <input type="checkbox"/> Bribery.
	Taita-Taveta	2	<input type="checkbox"/> Graduation year not considered.
Total complaints Coast		41	

PRIMARY SCHOOL

North Eastern	Mandera	5	<input type="checkbox"/> Graduation year not considered. <input type="checkbox"/> Locals given preference
	Ijara	1	<input type="checkbox"/> Graduation year not considered
	Garissa	1	<input type="checkbox"/> Graduation year not considered
Total complaints North Eastern		7	
Total for all complaints		496	

APPENDIX 5

QUESTIONNAIRE FOR DISTRICT EDUCATION OFFICER

Instructions.

This interview schedule seeks your opinion and views in regard to decentralization of Teacher Recruitment to local sites.

Please respond to each question as required. The information collected will be treated with strict confidence and will only be used for this study.

SECTION A

1. How did you learn about the decentralization of teacher recruitment?

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2. What role did you play in the decentralized teachers recruitment exercise?.....

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.....
.....

3. Were the guidelines on decentralized teacher recruitment clear?

Explain.....
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.....

3. Do you think the stakeholders were sensitized about the change in teacher recruitment?

UNIVERSITY OF NAIROBI
EAST AFRICANA COLLECTION

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4. Do you think it is necessary for the stakeholders to be involved in decision-making in changes that take place in teacher recruitment?

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5. Were there cases of conflict among the selection panel members you have noted during the recruitment process?

Explain.....
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6. Did your office ever receive any complaints from teachers or parents in regard to the manner in which recruitment was conducted?

Explain.....
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.....

7. In your opinion, is the recruitment panel effective in teacher recruitment?

Yes/No

Explain.....
.....
.....
.....

7. Were the following processes effectively carried out: 2

a) Advertising

Explain

b) Short listing

Explain

c) Interviewing

Explain

8. Are there any other issues on the decentralized teacher recruitment exercise you would like to mention?

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9. Suggest ways in which this decentralized teacher recruitment exercise process can be improved.

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2

APPENDIX 6

QUESTIONNAIRE FOR TEACHERS

Instructions

This questionnaire is designed to seek your opinion and views regarding the decentralization of teacher recruitment to local sites.

Please read the instructions carefully and respond to each question as required. The information to be collected will be treated with strict confidence and will be used only for the study hence do not write your name in the questionnaire.

SECTION A

Each of the following questions requires your opinion towards the implementation of decentralization of teacher recruitment to the local site

1. How did you learn about the decentralization of teacher recruitment to local sites? Explain.

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2. What is your opinion or views on the decentralization of teacher recruitment?

Explain.....
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3. What are the advantages of decentralized teacher recruitment?

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4. What are the disadvantages of decentralized teacher recruitment?

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5. In your opinion, is decentralization of teacher recruitment is effective?

Explain.

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6. Are there any other issues on decentralized teacher recruitment you would like to mention?

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7. In your opinion is decentralized teacher recruitment free and fair to all prospective teachers?

Explain.....
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8. Suggest ways in which this decentralized teacher recruitment exercise can be improved.

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SECTION B

Instructions

Each of the following statements requires your opinion or feeling on various aspects of decentralized teacher recruitment to local sites. For each statement kindly respond by indicating with an (X) whether you Strongly Agree (SA) Agree (A) Undecided (U) Disagree (D) or Strongly Disagree (SD) with the statement.

	Decentralization of Teacher Recruitment	SA	A	U	D	SD
1	The introduction of decentralization of teacher recruitment is a good step towards enhancing fair distribution of teachers in the country.					
2	Decentralization of teacher recruitment is good					

	ideas because teachers from the locality will get a chance to be employed near home hence reduce the frequent request for transfers.					
3	The recruitment process has been manipulated and led to irregularity.					
5	The recruitment process has lead to local teachers being preferred compared to those from out side the locality.					
6	Political interference is very prominent in teacher recruitment.					
7	Decentralization of teacher recruitment will ensure fair distribution of teachers in the local sites.					
8	Stakeholders should be sensitized on decentralization of teacher recruitment in order to perceive the recruitment positively.					
9	The stakeholders need to be involved in decision-making in case of any change in the educational sector in order accept the changes.					
10	Teacher recruitment should be taken back to TSC headquarters.					

MINISTRY OF EDUCATION, SCIENCE & TECHNOLOGY

Telegrams: EDUCATION", Nairobi

Fax No.
 Telephone: 318581
 When replying please quote



REPUBLIC OF KENYA

JOGOO HOUSE
 HARAMBEE AVENUE
 P. O. Box 30040
 NAIROBI
 KENYA

MOEST 13/001/35C 402/2

29th July, 2005

Milcah Kemunto Oirere
University of Nairobi
P.O. BOX 3097
NAIROBI

Dear Madam

RE: RESEARCH AUTHORIZATION

Following your application for authority to carry out research on "Perceived effectiveness of decentralized teacher recruitment in Gucha District", I am pleased to inform you that you have been authorized to conduct research in Ogembo Division in Gucha District for a period ending 31st December, 2005.

You are advised to report to the District Commissioner, and the District Education Officer Gucha before embarking on your research project.

Upon completion of your research project, you are expected to submit two copies of your research findings to this Office.

Yours faithfully

B. O. ADEWA
FOR: PERMANENT SECRETARY

Cc
The District Commissioner
Gucha District

The District Education Officer
Gucha District

TEACHERS SERVICE COMMISSION

Telephone: Nairobi
312067/68/78/89/91 & 312123
www.tsc.go.ke
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Ref. No. TSC/700116/206



THE BAZAAR
MOI AVENUE/BIASHARA
STREET
PRIVATE BAG, 00100
NAIROBI, KENYA.

8th August 2005

Milcah K. Oirere,
Teachers Service Commission,
Private Bag,
NAIROBI

RE: PERMISSION TO CARRY OUT RESEARCH IN
TEACHERS SERVICE COMMISSION -
MRS. MILCAH K. OIRERE - TSC/700116

Your letter dated 4th May 2005 refers.

You are granted permission to interview officers of the Teachers Service Commission in relation to your M.ED project.

Upon completion of your research project, you are expected to submit a copy of your research findings to the Teachers Service Commission Resource Centre.

PETER L. OLE SHONKO
FOR: SECRETARY
TEACHERS SERVICE COMMISSION

MINISTRY OF EDUCATION SCIENCE AND TECHNOLOGY

District Education Office,
Gucha District,
P.O. Box 121,
OGEMBO.

Ref:GU/EM/ADM/1/1/VOL.1/122

1st August, 2005.

TO WHOM IT MAY CONCERN:

This is to introduce to you Milcah Kemute Cirere who is a student at Nairobi University who is undertaking a research in Education Administration and Planning.

You are requested to assist her in providing information in her area of research.


JOE MWASI

for: DISTRICT EDUCATION OFFICER,
GUCHA DISTRICT.

FOR DISTRICT EDUCATION OFFICER
GUCHA DISTRICT

APPENDIX 10

LETTER OF INTRODUCTION

Milcah K Oirere
University of Nairobi
College of Education & External Studies
PO Box 92 - KIKUYU

July 18, 2005

UNIVERSITY OF NAIROBI
EASTAFRICANA COLLECTION

RE: LETTER OF INTRODUCTION

I am a postgraduate student undertaking a masters degree at the Department of Educational Administration and Planning of the Faculty of Education, University of Nairobi. I am carrying out a study on "The Perception of Decentralized Teacher Recruitment by Teachers Service Commission". I am using the attached questionnaire to collect information for the study.

Kindly fill in the questionnaire, providing the relevant information to facilitate the study. Use the spaces provided to fill in the information requested.

All the information provided will be treated with strict confidentiality and will be used only for the study and not for any other purposes.

Thank you,

Yours Sincerely

Milcah K. Oirere