

**AN ASSESSMENT OF THE IMPLICATIONS OF DECENTRALIZED  
TEACHER RECRUITMENT IN PUBLIC SECONDARY SCHOOLS: A CASE  
STUDY OF KISUMU DISTRICT, KENYA**

**UNIVERSITY OF NAIROBI  
EAST AFRICANA COLLECTION**

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**BY**

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**A RESEARCH PROJECT SUBMITTED IN PARTIAL FULFILLMENT OF  
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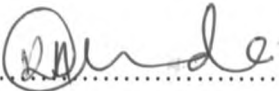
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### DECLARATION


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

Signed...  .....

Date... 04-03-05 .....

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This research project has been submitted for examination with my approval as the University Supervisor.

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## **DEDICATION**

To my mother, Asenath and all the applicants who deserved to be employed, but were turned away during the recruitment exercise in 2002, because the recruitment panel I happened to sit in could not consider their application for reasons other than merit.

## ACKNOWLEDGEMENTS

I owe a great deal of gratitude to my lecturers, respondents and friends who helped me to go through the process of undertaking this project from initiation to its completion.

I should like to particularly reserve my heartfelt thanks to my supervisor, Dr. Genevieve Wanjala, Chairman of the Department of Educational Administration and Planning, who patiently and conscientiously guided me through the research. I should also like to earnestly acknowledge the moral support I received from Kukubo Barasa, Ken Ongeko and Paul Anywayo.

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Last but not in any way the least, I am grateful to Francis Atwoli, the Secretary General of the Central Organization of Trade Unions for availing the requisite encouragement and financial assistance.

## TABLE OF CONTENTS

Content	Page
Title Page .....	i
Declaration .....	ii
Dedication .....	iii
Acknowledgements .....	iv
Table of Contents .....	v
List of Tables .....	ix
List of Figures .....	x
List of Abbreviations .....	xi
Abstract .....	xii

## CHAPTER ONE

### INTRODUCTION

1.0 Background to the Study .....	1
1.1 Statement of the Problem .....	8
1.2 Purpose of the Study .....	10
1.3 Objectives of the Study .....	10
1.4 Research Questions .....	10
1.5 Significance of the Study .....	11
1.6 Limitations of the Study .....	11
1.7 De-Limitations of the Study .....	12
1.8 Assumptions of the Study .....	12
1.9 Definition of Significant Terms .....	12
1.10 Organization of the Study .....	13

## CHAPTER TWO

### LITERATURE REVIEW

2.0 Introduction.....	15
2.1 Decentralizing the Education System .....	15
2.2 Decentralization and Participation .....	19
2.3 Advantages of Decentralization.....	20
2.4 Problems of Decentralization.....	21
2.5 Decentralization Policy Strides in Developing and Developed Countries .....	23
2.6 Analysis of Policy on Decentralization of Teacher Recruitment in Kenya .....	29
2.7 Summary of the Literature Review .....	36
2.8 Conceptual Framework .....	37

## CHAPTER THREE

### RESEARCH METHODOLOGY

3.0 Introduction.....	40
3.1 Research Design.....	40
3.2 Target Population.....	41
3.2.1. Study Locale .....	41
3.3 Sampling Techniques and Sample Size .....	41
3.4 Research Instruments .....	42
3.4.1 Questionnaires.....	42
3.4.2 Interview Schedules .....	42
3.4.3 Document Study.....	42
3.5 Pilot Study.....	43
3.6 Instrument Reliability .....	43

3.7 Data Collection Procedures.....	43
3.8 Data Analysis Techniques.....	44

## **CHAPTER FOUR**

### **DATA ANALYSIS, INTERPRETATION AND DISCUSSION**

4.0 Introduction.....	45
4.1 Note on Questionnaire Return Rate .....	45
4.2 Demographic Characteristics of the Respondents .....	45
4.2.1 Gender of Respondents .....	45
4.2.2 Age of Respondents .....	46
4.2.3 Experience of Respondents.....	46
4.3 Data Analysis.....	47
4.3.1 Knowledge of the Panel Members on Recruitment of Teachers .....	47
4.3.3 Recruitment Trend and the Extent to Which they Satisfy Staffing Needs .....	49
4.3.4 Problems Encountered when Recruiting Teachers at the School Level .....	52
4.3.5 Possible Solutions to the Problems Encountered by the Recruitment Panels... 54	

## **CHAPTER FIVE**

### **SUMMARY, CONCLUSIONS AND RECOMMENDATIONS**

5.0 Introduction.....	56
5.1 Summary of the Study .....	56
5.2 Conclusions.....	57
5.3 Recommendations.....	58
5.4 Suggestions for Further Research .....	61
Bibliography .....	62

APPENDICES .....	69
Appendix I: Interview Schedule of the District Education Officers.....	69
Appendix II: Interview Schedule for the District Knut/ Kuppet Secretary .....	71
Appendix III: Secondary School Headteachers' Questionnaire .....	73
Appendix IV: Location of Kisumu in the Map of Kenya .....	77
Appendix V: Map of Kisumu District .....	78
Appendix VI: Research Authorisation, Moest.....	79
Appendix VII: Research Authorisation, Deo - Kisumu.....	80
Appendix VIII: Research Authorisation, Dc - Kisumu .....	81
Appendix IX: Models of Teacher Management Governance .....	82
Appendix X: Board of Governors Interviewing Panel .....	83

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EAST AFRICAN COLLECTION



## LIST OF TABLES

Table	Page
Table 4.2 (a): Gender of Respondents .....	45
Table 4.2 (b): Age Distribution of the Informants .....	46
Table 4.2 (c): Experience of Respondents in Years.....	47
Table 4.3 (a): Training of Panel Members on Recruitment of Teachers. ....	48
Table 4.3 (b): Level to which Recruitment should be Done .....	49
Table 4.3 (c): Frequency with which Recruitment should be Done .....	50
Table 4.3 (d): Satisfaction of Staffing Needs.....	50
Table 4.4: Problems Encountered by Recruitment Panels.....	52
Table 4.5: Possible Solutions to Problems Encountered by Recruitment Panels .....	54

## LIST OF FIGURES

Figure	Page
Figure 2.1: Levels of Decentralization.....	19
Figure 2.1 Conceptual Framework .....	39

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## LIST OF ABBREVIATIONS

<b>B.o.G</b>	Boards of Governors
<b>B.o.M</b>	Board of Management
<b>DDC</b>	District Development Committee
<b>DEB</b>	District Education Boards
<b>DETB</b>	Districts Education and Training Boards
<b>DFRD</b>	District Focus for Rural Development
<b>ESSP</b>	Education Sector Strategic Plan
<b>G.o.K</b>	Government of Kenya
<b>KNUT</b>	Kenya National Union of Teachers
<b>KUPPET</b>	Kenya National Union for Post Primary Education Teachers
<b>MPET</b>	Master plan on Education and Training
<b>MoEST</b>	Ministry of Education, Science and Technology
<b>NGO</b>	Non Governmental Organization
<b>LGA</b>	Local Government Authority
<b>PEB</b>	Provincial Education Board
<b>PTA</b>	Parents Teachers Association
<b>R.o.K</b>	Republic of Kenya
<b>SMC</b>	School Management Committee
<b>UNESCO</b>	United Nations Education, Scientific and Cultural Organization.
<b>UNDP</b>	United Nations Development Programme.

## ABSTRACT

In Kenya, teachers were employed by various organizations – the government and missionary organizations and later teachers came under County Councils and Municipal Councils (Kimalat, 1998). The government and the teachers experienced problems that necessitated putting teachers under the Teachers Service Commission (TSC)- for all purposes of management of the affairs of teachers (Kimalat, 1998; Sifuna et al 1992). In the year 2001, the TSC decided to de-concentrate its recruitment function to its agents, Boards of Governors for secondary schools and District Education Boards for primary schools.

Soon after the recruitment exercise was launched, there were hue and cries that favouritism, nepotism, bribery, manipulation and external influence bedeviled the process. The decentralization policy was intended to improve learning outcomes for the institutions in that schools were not only given an opportunity to recruit the best but also hire individuals who are prepared to work in specific stations for a minimum of five years. There was, however, evidence that some Boards of Governors (BoG) had not fully grasped the essence of decentralization, especially recruitment of teachers.

The study analysed four issues, namely; knowledge of the panel members on recruitment of teachers, recruitment trends and the extent to which they satisfy staffing needs, problems encountered during the recruitment exercise and the possible solutions to the problems encountered during the recruitment exercise. The study used information gathered from the secretary to the recruitment panel, that is, the headteachers of public secondary schools in Kisumu District, Nyanza Province, Kenya. Information was also gathered from senior education officials in the district. Data were collected through questionnaires, interviews and document study.

Data were analysed using descriptive statistics. The implications of decentralizing recruitment of teachers to BoG was assessed by its corollary on the management

structure at the school level, structure of public authority at the local level, monitoring and evaluation and, mechanism for sharing functions and powers.

The findings of the study indicated that recruitment at the school level reduced workload at the TSC headquarters and at the same time, headteachers were satisfied with the extent to which their staffing needs were met. The headteachers were, however, not satisfied with the current trend whereby teachers are recruited once in a year. The education officials, trade union officials and the headteachers were in agreement that the panel members' capacity be enhanced to enable them carry out the tasks bestowed upon them: effectively and efficiently.

The study recommends a mix of political will (policymakers working together with stakeholders), technical inputs (competent policies and personnel in education) and economic factors (adequate resources) as imperatives for the recruitment exercise to be efficient and effective. At the same time, there should be congruency between 'bottom-up' and 'top-down' principles, emphasizing expertise, rights, and power of local communities while taking into account context and constraints. Decentralization of teacher recruitment should not take place where institutional capacity is weak, where democratic institutions are fragile and resources are scarce.

# CHAPTER ONE

## INTRODUCTION

### 1.0 Background to the Study

In recent years, a clear trend towards the decentralization of control over the education service has emerged. This trend is evident both in industrialized and the industrializing countries according to the United Nations, Education, Scientific and Cultural Organization (UNESCO, 2003).

Various views have been espoused as to the meaning of decentralization in education (Gaynor, 1998). Decentralization can be broad or constrained in scope (Rondinelli et al, 1983). The degree of responsibility for and discretion in decision-making that is transferred by the central government can vary from simply adjusting workloads within central government organizations to the diverting of all government responsibilities for performing a set of what were previously considered to be public sector functions (Dimmuck, 1993).

Rondinelli et al (1983) identifies several types of decentralization of teacher management, that is, de-concentration, delegation, devolution and privatization. These various types of decentralization have in common that decision making is moved out from central authority. This implies that people nearer the classroom are empowered and do participate in decision making about education, Ministry of Education, Science and Technology (MoEST, 2003a).

The governance and management of education in Kenya is not under a single institution but spread within a number of ministries and other government departments. Even within

the Ministry itself, there are divisions, departments and specialized agencies, which have not always coordinated their work very well (MoEST, 2003b). This has resulted into inefficiency, duplication of efforts and even wastage of time and resources. This implies that coordination of key functions is imperative in ensuring the effective implementation of policies and programmes (MoEST, 2003,b).

Efforts at decentralization have had mixed results. The broader framework for decentralization in Kenya was laid with the launching of the District Focus for Rural Development (DFRD) in 1983. However, its roots could be traced to the late 1960s when the government launched the Districts Development Committee (DDC) for the purpose of involving district level staff and other stakeholders in planning for development. This was followed in 1971 with the establishment of a grant fund and the Rural Works Programme Fund in the mid 1970s with the goal of stimulating the DDC into active participation in development planning (Otiende, 1992). In another effort, the 1974/78 Development Plan endorsed the idea of making the district the focus for rural development. It was however not until 1983 when the DFRD was officially launched. In this approach, the government shifted the responsibility for planning and implementation from the central government to the districts. Under the DFRD the districts are required to prepare their annual development plan and submit them to the central government. The districts would receive allocation based on the development plans and national priorities.

The success of the policy has been little, if any, given the fact that the districts stakeholders including the voluntary institutions operating at the district level have no powers to formulate policies or to hold the government officials accountable. The Master

Plan on Education and Training (MPET) (GoK, 1998) states that the failure of the DFRD also meant that effective decentralization of educational services and decision-making was curtailed. As designed, the DFRD could not have ensured effective decentralization because financial allocation was still the responsibility of the central government as well as the appointment of the key personnel in the regions including the District Commissioners (DC), whose power mainly derive from the fact that they are representatives of the president at the district level. In education, the closest we have come to having a semblance of decentralization is the District Education Boards (DEB), a creation of the colonial government that was largely retained in structure and functions by the independent government (GoK, 1998; Kimalat, 1998). The DEBs are chaired by the DCs who are presidential appointees, while the secretary is the Districts Education Officer (DEO), also appointed by the central government. In effect, the DEBs do not have executive authority and their functions as defined by the Education Act such as submitting statistical, financial and other reports as the Minister may require are carried out by the DEO. The DEO is answerable to the DC and the Provincial Director of Education (PDE) who is in turn answerable to MoEST and the Provincial Commissioner (PC). The PC is the chairperson of the Provincial Education Board (PEB) (GoK, 1998).

The creation of the PEB is not provided for in the Education Act, which instead recognizes the Provincial Education Offices (currently PDE) as one of the members of the PEB. The PEB and the National Educational Advisory Boards (NEAB) were established as a result of legal Notice No 16 and 17 of 1996 respectively. Arguably this was an effort to ensure that the central authority retains control of what happens at the



lower level by giving the PC the power to coordinate education in the province (GoK, 1998).

The presence of the central government percolates even the village, provincial, district, divisional and zonal education officers who are effectively keeping brief for the central government in ensuring that 'things go well'. In most cases, their functions are limited to responding to the requirements of central government including MoEST or passing of request and needs of institutions to headquarters (Deolalikar, 2001). Abagi (2001) is of the view that the existence and functions of the DEB be reviewed as they have been identified as being a burden to parents.

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At the institutional level, there are school management committees (SMC) for primary, while secondary schools have Boards of Governors (BoG) and Parents Teachers Associations (PTA). This latter body however is not recognized in law and was created as a result of presidential decree in 1979. That they have existed for close to a quarter of a century, illegal as they are, points to the casual and slow manners in which the ministry has handled institutional framework within the sector (ROK, 1998). There are instances where each of these bodies get confused as to what role they should play vis-a vis the other (Deolalikar 2001). The creation of executive PTA and BoG makes things worse (Elimu Yetu Coalition, 2003). The confusion on roles and functions of these bodies' plays directly to the advantage of the central authority in the long run as the headteachers remain in firm control not just of the school affairs but even these bodies. The headteachers are relied upon as persons in the know and therefore s/he informs the rest on virtually all aspects of school development. A fundamental problem within these

institutions is that they have been infiltrated by politicians who use them to reward their political supporters especially in the constitution of BOG, who's membership has to be ratified by the Minister for Education. Even where politicians do not influence the appointment of members, they still interfere with school management through the headteachers whose deployment and transfers they orchestrate if it is their interest (Elimu Yetu Coalition, 2003).

The PTA, SMC, and BoG exist in theory and in practice though they do not have sufficient decision-making powers over crucial inputs (GoK, 1998). Deolalikar (2001) notes that the Teachers Service Commission (T.S.C) employs, deploys and disciplines teachers while curriculum and examinations are centrally administrated. In as much as the roles and functions of the PTA are not laid down in law, it is envisaged that they should manage school affairs though in a non- executive form since their main roles relate to collection of funds for putting up building. Important decisions are made by the headteachers and the school committee's chairman and passed on to the general committee for ratification or even communicated directly to parents and the community.

The effective functioning of some of these bodies is circumscribed by the fact that their membership does not always include informed people and majority do not clearly know what their roles are. This gives opportunity to the headteacher and a few enlightened members, usually the chairperson, the latitude to implement their own policies that they just use the committee to rubber stamp (Elimu Yetu Coalition, 2003).

The MPET notes that Local authorities have only a minimal involvement in the provision and control of education. It is a serious contradiction if not a paradox that while household and community contribution in education is so enormous, their role in decision making in the education sector is so infinite. Reforms in this sector should therefore aim at increasing the latitude of communities and household in decision-making on important processes of education. What is required is a well defined policy framework and a scheme of delegation that will clarify the process of decentralization and establish an organizational structure that would clearly spell out the roles of each stakeholder (Bloomer, 1991).

Whereas the government noted its intention to decentralize educational financing and management, this has not materialized, just but for the registration of schools (MoEST, 2003a) and recruitment of teachers (TSC, 2002). This has been necessitated by the fact that the document in which these intentions were spelt out, that is, the Master Plan on Education and Training (MPET), was shelved and has not been officially launched, seven years after its publication (Elimu Yetu Coalition, 2003).

The Presidential Working Party on Education and Manpower Training for the next Decade and Beyond (1988a) and the ensuing policy document, Sessional Paper No. 6 of 1988 is perhaps the last policy document provided by the government of Kenya (MoEST, 2003b). The MPET reviews policies and develops objectives and strategies to guide the sector into the 21<sup>st</sup> century. Kenya is currently faced with new challenges in meeting the demand for education and training both as a basic human right and as an investment in the development process. The reforms are also influenced by globalization. These

challenges point to the need for a focused vision of growing nation in the next millennium so as to ensure that education and training efficiently and effectively facilitate development.

The MPET also laid the groundwork for a comprehensive policy and legal framework necessary for the implementation of the proposed objectives and strategies. The focus of the MPET was the rationalization of financing and management of education and training for more efficient and effective allocation, mobilization and utilization of resources. The key issues addressed in the plan include among other things: Efficient teachers development and deployment; Resource mobilization and allocation; Intra- and inter-sectoral coordination; Governance and management of education and training; Improving efficiency and effectiveness through empowerment of stakeholders; Increasing equity in participation.

The MPET predicates the achievement of efficiency and effectiveness for improved participation upon improved planning and management. devolved planning and management, better national coordination, balanced state funding, manageable household cost, streamlined curriculum process and integrated external funding. One of the major policy and planning orientation of the MPET is the decentralization of management and financing of education. Decentralization is expected to strengthen the partnership between the central government and the stakeholders in Education and Training at the grassroots level. For instance, the MPET states that decentralization should lead to appropriate location of accountability for both: (1) Way in which resources are used, and, (2) the outputs and outcomes of investments in Education and Training.

The principle thrust of the Government of Kenya policy on secondary education as stated in the MPET entails increasing efficiency and effectiveness through the development of a legal and management infrastructure that institutionalizes decentralization of power and authority through devolution of professional management and financing to local Authority and Boards of Governors which, as compared to MOEST, are better placed to be accountable for the quality of output and outcomes.

The MPET had beautiful ideas including experimenting (piloting) a decentralization programme in a few local Authorities selected on the basis of performance and available infrastructure. In as much as the MPET was not officially launched, subsequent policy documents like the Report of the Commission of Inquiry into the Education system of Kenya (The Koech Report-TIQET), the Report of the Sector Review and Development (MoEST, 2003a) and the Education Sector Strategic Plan: 2003-2007 (MOEST 2003b) immensely benefited from it.

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The MoEST organized a National Conference on Education and training at the K.I.C.C from 26<sup>th</sup> –29<sup>th</sup> November 2003, whose theme was ‘meeting the challenges of Education and Training in Kenya in the 21<sup>st</sup> century’. Among other recommendations was the need to decentralize the management and financing of Education and Training in Kenya.

### **1.1 Statement of the Problem**

Decentralization is a multi-faceted process, which, because to an extent it is a new approach in the delivery of Education and Training Services in Kenya, needs to be carefully sequenced and paced (ROK, 1998). Teachers Service Commission (TSC) decentralized the recruitment of teachers to the respective DEBs and Institutions in the

years 2001(TSC, 2002). The decentralization process was done by handing over some amount of staffing authority or responsibility to lower levels within central government ministries and agencies. Recruitment and deployment of teachers was shifted from centrally located officials to staff or offices outside the T.S.C. The field agents were given discretion to determine staffing needs to do recruitment analysis within guidelines set by the T.S.C (Wangai, 2003).

The decentralization of teachers recruitment was in response to the need to inject democracy in the management of Education and Training by involving stakeholders at all levels without rigid bureaucracy and ensuring that there is response to local needs as they are expected to be more sensitive to the local realities while maintaining a national outlook (GoK, 1998).

As envisaged in the MPET, the management of Education and Training should have been devolved to the yet to be created District Education and Training Board (DETB). The DETB should have replaced the DEB and would have, as one of its core functions, the recruitment of teachers. The core functions of the TSC should have been policy formulation, strategic planning, standard setting and monitoring & evaluation but not day to day management of the secondary education system.

Soon after the recruitment exercise was launched, there was hue and cry that the process was bedeviled by favouritism, nepotism, bribery, manipulation and external influence. The Director of Education, Naomi Wangai (2003), also acknowledged that the decentralized and demand driven policy on recruitment of teachers had given rise to new

challenges that need to be addressed. This study, therefore, undertook the challenge to assess the implications of all these changes and make recommendations for equitable staffing across provinces, districts and schools.

### **1.2 Purpose of the Study**

Recruitment of teachers was decentralized with a view of enhancing the participation of stakeholders in the management of education. Improved participation of stakeholders in the management of education leads to efficiency and effectiveness in staffing. The purpose of the study was to assess the implications of decentralization of teacher's recruitment to Boards of Governors in Kenya. The implications of decentralizing recruitment of teachers was measured by its consequence on the prerequisites of an efficient and effective decentralization process, that is, management at the school level, structure of public authority at the local level, monitoring and evaluation and, mechanism for sharing functions and powers.

### **1.3 Objectives of the Study**

The objectives of the study were; to,

6. Explore how knowledgeable the recruitment panels are about teacher recruitment.
7. Assess the recruitment trend and show the extents to which they satisfy the staffing needs of the District.
8. Identify the problems encountered by the recruitment panels.
9. Establish the possible solutions to problems encountered by the recruitment panels.

### **1.4 Research Questions**

To meet the said objectives, the study sought to answer the following questions:

1. To what extent are the recruitment panels knowledgeable about the policy on teacher recruitment?
2. What are the recruitment trends in the district?
3. To what extent do the recruitment trends satisfy the staffing needs of the district?
4. What problems do the recruitment panels encounter when recruiting teachers?
5. What are the possible solutions to the problems encountered by the recruitment panels?

### **1.5 Significance of the Study**

Through this study it was hoped that greater insights into decentralization of teacher recruitment would be developed. The recommendations from this study will help education policy makers improve the policies regarding decentralization of teacher recruitment. Educational planners will use the results and findings in evaluating the programme and making necessary adjustments. It is expected that the findings of this study will be disseminated through seminars, educational journals and other reference texts. The findings and recommendations of this study will also be useful for further investigations in this very important topic by way of conclusions given for future research work on decentralization of teacher management.

### **1.6 Limitations of the study**

Because recruitment of teachers is currently demand based and not supply based, the TSC does not recruit on regular basis. Observation of the recruitment exercise was therefore predicated upon the recruitment of teachers by the TSC at the time of data collection.



### **1.7 De-limitations of the Study**

The study was constrained to the views and answers given by the respondents and the documents analysed. It was not possible to compare the findings of this study with those of other researchers in Kenya as assessments have hardly been done. It is three years since the Boards of Governors were allowed to advertise and recruit teachers for their schools provided that the Curriculum Based Establishment is stated and the academic and professional qualifications are specified.

### **1.8 Assumptions of the study**

In carrying out the study, the following assumptions were made to serve as the guiding frame of references: -

1. That the education officers, union officials and headteachers are vastly aware of their roles and were capable of answering questions on the issue of decentralization of teacher recruitment.
2. That all the secondary schools selected for this study had active BOG members.
3. That all the panel members had the minimum qualifications stipulated by the TSC to recruit teachers.
4. That what was experienced in Kisumu District during the recruitment exercise is a true reflection of what transpires in the whole country?

### **1.9 Definition of significant terms.**

**Board of Governors:** refers to the statutory body, which the ministry of education has charged with the management of a particular secondary school. Its members are not

necessarily parents of the students in that school but include community members who make management decision for the school.

**Recruitment:** refers to the process of hiring a teacher that begins from the time a vacancy arises until a suitable candidate is identified.

**Decentralization:** refers to deconcentration. Deconcentration is the handing over of some amount of administrative authority or responsibility to lower levels within the MOEST and its agencies. Staffing functions are shifted from the TSC to the secondary schools. Discretion is given to the Boards of Governors to plan and recruit teachers within guidelines set by the TSC. Delegation has also been used in reference to decentralization.

**Policy:** refers to an explicit or implicit single decision or group of decisions, which may set out directives for guiding future decisions, or, to initiate and guide the implementation of previous decisions.

**Management:** refers to administration of the teaching force that include among other things, recruitment, deployment, professional development, grievance procedures and remuneration of teachers.

### **1.10 Organization of the Study**

This study is organised in five chapters. The first chapter highlights the background and the statement of the problem under study, purpose, objectives, research questions, significance, limitations, de-limitations, basic assumptions and definitions of significant terms of the study.

The second chapter presents a review of literature on decentralization of teacher recruitment in order to provide the major highlights underlying this study. Literature is discussed under the following sub-heading; Decentralizing the education system, decentralization and participation, advantages of decentralization, problems of decentralization, decentralization policy strides in industrializing and industrialized countries, analysis of the policy on decentralization of teacher recruitment in Kenya, summary of the literature reviewed and the conceptual framework.

The third chapter focuses on the research methodology that was employed. The chapter describes the research design, the target population, sample and sampling techniques, reliability of research instruments and validity of the instruments, data collection procedures and data analysis techniques.

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Chapter four deals with data analysis and discussion of the findings while chapter five focuses on the summary, conclusions and recommendations.

## **CHAPTER TWO**

### **LITERATURE REVIEW**

#### **2.0 Introduction**

This section presents literature review on decentralization of teacher recruitment to the BOG of secondary schools. The review is organised under the following sub-headings; decentralizing the education system, decentralization and participation, advantages of decentralization, problems of decentralization, decentralization policy strides in developing and developed countries, analysis of policy on decentralization of teacher recruitment in Kenya and summary of literature review.

The section ends with a conceptual framework.

#### **2.1 Decentralizing the Education System**

All forms of decentralization involve shifts in the distribution of power and functions among various sources of authority within an education system. Decision-making is thus moved out from the central authority (Rondinelli et al, 1983).

In most countries control of the education service is at least to some extent shared among a number of different types of authority. Almost invariably, power ultimately lies with the central government in that by legislation it has the capacity to withdraw authority from other partners. In other cases even where significant authority is given to bodies such as local authorities, the power of these bodies derive from central government and could be revised or revoked by central government (Bloomer, 1991).

Most countries also give important powers to a number of non-governmental organizations, which nevertheless base their authority upon statute. Bodies concerned with registration discipline or employment of teaching profession often fall into this

category whether in the shape of the General Teaching Council of Scotland or in the more significant cases of the Teachers Service Commission of a large number of African countries (Bloomer, 1991).

In most countries there is also a substantial body of private schools, which are not owned by the government or any local authority but by independent bodies. In African countries, churches or missions run many of these schools. The government usually obliges such school to meet certain standards and the proprietors retain important managerial powers. The extent of these powers varies from country to country (UNESCO, 2003).

In all countries the individual school also has a degree of independence. The head-teachers are able to take some management decisions, the extent of which varies considerably from system to system. In other cases the individual school may enjoy a large measure of autonomy limited only by very generalized government regulation. Within the school, management structure may range from the very rudimentary to the highly sophisticated. In some schools separate departments enjoy a degree of autonomy and are, therefore, in a position to make policy decisions which will significantly affect the educational experience of young people although only in relation to a single subject or course (Bloomer, 1991).

The existence of these and other sources of authority within the education system have important implication for the manner in which the concept of decentralization may be applied. In some context the focus may be de-concentration as is the case in Kenya. In other cases the interest is on devolution as is the case in South Africa, Scotland and Oman (UNESCO, 2003).

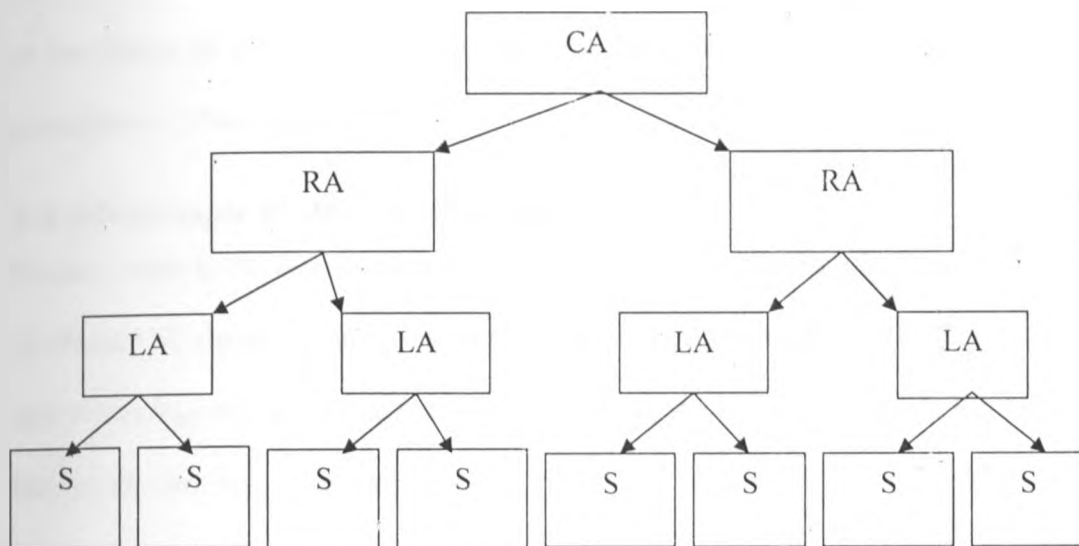
The concept of decentralization is used somewhat ambiguously or at least inaccurately (UNESCO, 1985). In many countries the concept of decentralization is often linked to the idea of regionalisation and is highly political in character. Since the term "region" has many different meanings in the various countries where it is used, one must accept this ambiguity and recognize the range of definitions that are commonly given to the term "decentralization". These definitions are usually linked to the purpose of decentralization. The expressions may take on different meanings depending on whether they are applied on the policy, or administration level, the territorial level or the functional level, (UNESCO, 1985).

Vedel (1998) distinguishes decentralization from de-concentration. He defines de-concentration as "an organizational technique which consist of giving decision making power to employees of the central government put in charge of the administrative divisions or various departments", whereas decentralization consist of "granting decision making power to governing bodies which are by nature different from mere employees of central government. since these bodies are not subject to the duty of hierarchical obedience and instead are elected by the citizens concerned".

Crispin (1997) holds the same opinion as Vedel and notes that decentralization amounts to more extensive autonomy within a national system and not independent from the system. Caetano et al (1982) summaries the essential differences between decentralization and de-concentration. They are that deconcentration is a way to provide for the effectiveness of central government, while decentralization is a way to provide for the effectiveness of the local government.

Deconcentration often constitutes a first step towards decentralization and some governments start by delegating power to intra-state bodies and then later pass on to regional or local institutions (UNESCO, 1985; UNESCO, 2003). Rondinelli et al (1983) define the concepts of decentralization as the transfer of responsibility for planning, management, resource raising and allocation from central government and its agencies to: Field units of central government ministries (education authority level) or agencies (school level); Subordinate units or levels of government; Semi-autonomous public authorities or corporations; and area-wide regional or functional authorities or non-governmental private voluntary organizations.

Rondinelli's definition of decentralization is quite different from the one's espoused by Vedel, Crispin and Caetano as he identifies deconcentration as a type of decentralization. Other types of decentralization include delegation, devolution and privatization. According to Fiske (1996), planners in any given situation must decide what elements of the system to decentralize (resource generation, spending authority, recruitment, curriculum development and so on) and they must determine to what levels (regional, district, local, institution) they will assign each of these elements.

**Figure 2.1: Levels of Decentralization**

Adapted from Fiske (1996; 74)

Legend:

- CA –Central Authority (T.S.C)
- RA –Regional Authority (PDE)
- LA-Local Authority (DEO)
- S –Schools (Institutions)

## 2.2 Decentralization and Participation

One of the consequences of decentralization is that it empowers the population to participate in decision-making about education (UNESCO, 1985, 1999; UNESCO, 2003).

Olivera (1997) has pointed out that genuine participation conceived of as the contribution individuals and groups make to the process of deciding about and executing projects and reforms in education is not only basic requirement for democracy, but also a social



condition for effective implementation of such projects. Decentralization can thus become an active factor in favour of democratization because it allows for management of the interest of the local community by local organizations and in so doing encourages participation (UNESCO, 1985).

### **2.3 Advantages of Decentralization.**

Present trends in the management of education take place against a background in which confidence in central planning has greatly diminished (Bloomer, 1991). The growth of new technology has also made it possible to take key decisions at relatively local levels.

Decentralization has advantages in that:

1. Local control widely encourages responsiveness to local needs. Even in quite small countries, conditions are not as homogeneous as highly centralized system requires. Decisions are made on the basis of greater knowledge and more appropriate results;
2. Even at level the of individual the school, differences of geography, resources, tradition and personal preferences imply a need for some kind of significant decision to be within the power of local management.
3. Decentralization can speed up the decision making process. If minor issues have to be referred to some remote central authority, rapid response is out of the question. Furthermore, the ability of the center to deal with its legitimate strategic concerns is impaired.
4. Decentralization encourages the development of clear distinction between strategic control, which is the proper function of the center and operational management, which is more efficiently carried out locally.

5. A serious problem in highly centralized system is one of the scales. The sheer number of schools or the size of the area mean that the issues are frequently beyond the comprehension of even perfectly capable administrators.
6. Decentralization encourages initiative and improves the quality of management particularly at local level. In highly centralized system, key figures such as DEO or headteachers are denied decision-making opportunities and frequently have little, if any, management training.
7. Decentralization release human potential. People respond to increased opportunities to use their talents and energies productively.
8. Greater involvement in the decision making process improves morale leading to enhanced job satisfaction and better motivation.
9. A well-designed system of the decentralization increases accountability. The respective roles of central government, local government, school management and other agencies are classified and this makes it possible to set appropriate targets for each.

(Bloomer, 1991)

#### **2.4 Problems of Decentralization**

A number of potential problems must be addressed for decentralization to work successfully. Bloomer (1991) aptly highlights the problems as under:

1. Greater local authority implies greater variety. Variety can itself be a reflection of different standards of the provision and spasmodic attention to national policies. If these problems are to be avoided it will be necessary to clarify in considerable

detail what are the standards expected. A well-defined policy framework is thus an indispensable element of a decentralized system.

2. A system of educational management depends on effective monitoring. Even in the highly centralized system, the center needs to know what is taking place in each of the thousands of individual schools. When those schools are permitted greater freedom of action the need for information increases.
3. Equitable distribution of resources presents apparently greater problems. In practice, decentralizing can help to clarify the issues and lead to more effective solutions. For example, the government of Kenya has defined particular areas as "hardship zones" in which higher capitation allowance is paid. The process of decentralization makes resourcing issues more explicit and allows government to reach rational conclusions about matters, which may currently be taken for granted.
4. Any attempt to spread decision-making powers more widely throughout the system inevitably implies a need for increased training. It may also impose demands for new equipment particularly computers. However, it is important to recognise from the outset that the costs in terms of developing human expertise will be much greater than any material costs and require to be addressed more urgently.
5. Effective decentralization depends upon clear demarcation of the functions and powers of the different tiers of management. It should not imply duplication of effort. Nevertheless, it will almost certainly require increases in staff and equipment. Decentralization will not prove a cheaper form of management: its justification must be that it is better.

## 2.5 Decentralization Policy Strides in Developing and Developed Countries

Strategies and reforms that lie at the heart of many government policies include engagement and participation of civil society, better management of education through decentralization and reduction of private costs (UNESCO, 2003). One of the major strategies agreed at the World Education Forum in 2000 was to ensure the engagement and participation of civil society, private sector, local communities, religious bodies and family groups in the formulation, implementation and monitoring of strategies for educational development (UNESCO, 2000).

These commitments are similar in intent to many international statements on governance 'with' as opposed to 'of' the people. The United Nations Millennium Declaration States that 'we [national governments] resolve to work collectively for more inclusive political processes allowing genuine participation by all citizens in all our countries' (United Nations, 2000).

UNIVERSITY OF NAIROBI  
EAST AFRICANA COLLECTION

Government reforms in support of decentralization may be one way of enabling the stronger engagement of civil society and local communities in education. Greater autonomy in the management of schools and local institutions can provide opportunities for citizens to be heard through the development of schools plans, the management of budgets and the recruitment of personnel (UNESCO, 2003). While defining policies that will contribute to the elimination of human poverty, the Human Development Report 2003 (UNDP, 2003) avers, "Decentralization can make a big difference in the provision of social services". To benefit the poor, the report adds, decentralization must have

adequate support and safeguards from the center and effective mechanisms of participation.

Decentralization tends to be successful when the central government is stable, solvent and committed to transferring resources, while local authorities are able to assume those responsibilities and when there is effective participation by poor people and well-organized civil society. These conditions generally result in responsive policies and services, increasing growth, equity and human development (UNDP, 2003).

In a recent survey, Work (2002) suggests that 80% of developing countries plus some of the transitional economies of Eastern and Central Europe are experimenting with some forms of decentralization. Decentralization for better education rests primarily on the assumption that the quality of education will be improved as a result of greater efficiency in the use of resources and better responsiveness to specific problems. (UNESCO, 2003; Fiske, 1996). The motives for introducing decentralization are many and varied. Some are fueled by donor agencies as a means of promoting local democracy through the work of NGOs. (Netherlands, 2002; Nach Mback, 2001). Within countries there may be a genuine wish to respond to demands for greater participation or to political pressure. For example, in recent years, devolution of authority in the Russian Federation, Papua Guinea, the Philippines and the Sudan have been as a response to the risk of succession (Bray et al, 2003).

A historical perspective indicates that decentralization is neither a new idea nor process. McGinn, (2001) recognizes a number of trends over the past half century, these include:

1. A move away from decentralization being conceived as a technical instrument to becoming an accepted component of 'modernization';
2. A concern for outcomes as well as inputs;
3. Recognition of diversity of place, community and need;
4. A more inclusive approach to stakeholders;
5. A shift from local management to local governance.

The trends have often involved policy reversals. Thus, in 1973, Bangladesh eliminated local management of school, passed legislation to restore local control in the early 1980s, reverted to central control in 1990 and most recently, is moving towards local management again (McGinn, 2001). In as much as there is no comparable data on which to draw, there are broad surveys of aspects of decentralization and a growing number of regional and national studies (Crook et al, 1999). The decentralization experience of several countries is reviewed as under with a view to determining where real opportunities lie for better education through decentralization.

Since 1992, Indian decentralization has picked up steam (Mahal et al, 2000). Changes in the Indian constitution (1992) made it incumbent on the individual states to set up representative rural *panchayats* and urban bodies. The exact responsibilities and the specification of the mechanism to ensure accountability were left to state legislation to determine. As a result, decentralization finds expression in different states (Govinda, 2003). The recent and varied experience of Kerala State, in the South West of India highlights the complexity of the decentralization process where vested interests remain strong (Bray et al, 2003). Kerala State is one of the most developed parts of India with an

average literacy rate of 90.9%, which contrasts with the national average of 65.4%. The state has strong reputation for political participation and its leaders have been outspoken champions of decentralization. The initiatives in Kerala derive from national reforms. The 73<sup>rd</sup> and 74<sup>th</sup> amendments to the Indian constitution (1992) required the state government to establish local self-government institutions (LSGI), also known as *Panchayati Raj* institutions.

The administrative responsibility for Kerala's 11,000 government and government-aided schools was transferred from the state government to LSGI. An evaluation after six years indicated continuity more than change. State level regulations continued to dominate, and bottom-up initiatives were few in numbers. The village authorities also lacked understanding of the tasks devolved to them, and even where they did understand, they lacked expertise to conduct the tasks. Teachers resisted what they saw as political incursions into their professional domain and few village level leaders felt adequate to challenge the professional views asserted by the teachers. *Pinniannur* and *Pinarayi Panchayats* had leaders who were experienced in education and who showed particular interest in implementing educational projects.

The debate around these initiatives centers in part on the extent to which the practice of decentralization is about delivery mechanism rather than learning processes, and decentralized management rather than educational decentralization. Other concerns relate to the power of the national elite being replaced by the power of the local elite (Raina, 2002).

In South Africa, decentralization and democratic participation has been a live issue for the past decade, particularly in relation to school autonomy (Sayed, 2003). During the apartheid era, Sayed adds, the democratic movement sought to develop Parent-Teacher-Student-Association (PTSA). The South Africa Schools Act of 1996 drew on this tradition, establishing mandatory School Governing Bodies (SGB). These bodies were designed to assist school managers and teachers to encourage parents to support their children's education (Nzimandi, 2002). But some of these developments have raised questions about the balance between the central and decentralized modes of governance, the regulatory role of the State in pursuit of national norms and educational equality, and strong community control (Sayed, 2003).

In Jordan, Work (2003) states that the ministry of education has decentralized financial and administrative authority to local units, reorganized the ministry to be more responsive to the local government and allowed local decision-makers to promote participatory budget development. District governors advertise, recruit and hire civil service staff through personnel units.

The United Republic of Tanzania's Primary Education Development Plan 2002-2006 (United Republic of Tanzania, 2001) states that central ministries will continue to focus on policy development and monitoring. There will be increased delegated authority to local government and schools to manage education provision and development. The ultimate aim is for each district to be able to provide equitable access by children to education service. In Gambia, a delegation has been devised which empowers the DEO, for example, to appoint teachers to schools, provided they have been approved for



appointment by the Ministry of Education (Halliday, 1995). In Lesotho, NGOs have the authority to appoint teachers to their schools, up to a predetermined establishment. The salaries to those appointed being paid by the Ministry of Education (Halliday, 1995).

In England and Wales, the responsibility for the administration of the State Education Service, including teacher's management is devolved to local authorities. Certain powers are, however, retained by the Ministry of Education, for instance: The national curriculum is prescribed in principle, by a government controlled body, and; arrangements are in place for external assessment of quality standards (Halliday, 1995). In some countries for example France and Japan, most power lies at the center. In Germany and Switzerland, regional control is strongest, while the Nordic countries are known for their emphasis on local control.

In the United Kingdom and the Netherlands, substantial power has been devolved to schools themselves as well as to the educational market place (Green, 1999). The former Swedish education minister, Johansson (2000) suggests that experimentation should be fostered within the broad framework of national goals, with imaginative solutions devised for the real challenges being confronted on the ground. Evaluation and feedback are critical. Some 'failures' are inevitable and must be accepted in order to encourage risk-taking; valuable lessons can be learned from them as well as from the successes. These practices should not remain isolated examples but be disseminated so that they can enjoy a much broader impact.

## **2.6 Analysis of Policy on Decentralization of teacher recruitment in Kenya**

The Christian missionaries started formal education in Kenya in 1846. After the Phelps-stokes education commission of 1924, the colonial government agreed to fund education while the missionaries were expected to provide teachers (Otiende, 1992). Teachers were employed under a decentralized system whereby the terms and conditions of service were left at the discretion of the various missions and were frequently out of harmony (Kimalat, 1998).

In response to persistent agitation for one employer and uniformity of terms and conditions of service, the government registered the Kenya National Union of Teachers (KNUT) in 1957. Subsequently, TSC was established in 1967 (Kimalat, 1998).

The Ominde commissions' report of 1964 had as one of its recommendations the policy of transferring the responsibility of the management of secondary schools to Boards of Governors. The policy was expected to help avoid the delays of impersonal nature of central administration and also help as a valuable means of giving schools a personality of its own (RoK part one, 1964).

The Gachathi report also proposed that secondary schools be run by BOG and recommended higher degree of delegation in order to enhance effective management of schools (RoK, 1976).

The presidential working party on education and manpower training for the next decade and beyond (RoK, 1988) saw the establishment of BoG by the government as a noble intention to decentralize the day to day management of educational institutes to the BoG

and headteachers. The role played by the BoG in the management of educational institutions was crucial and therefore, they should have their boards appointed on time and members carefully selected to ensure that the boards have committed members with complementary talents to enhance management and maintenance of high standards of education (RoK, 1988).

The Koech report stipulated that the role of BoG is to manage and not to “govern”. The commission received presentations that BoG should be autonomous so as to have full responsibility for the appointment, promotion and discipline of teachers. The commission recommended that BoG be changed to Boards of management (BOM) (RoK, 1999). The Sessional paper No 6 of 1988 recommended that the BoG and SMC be comprised of persons who are committed, competent and experienced as this would enhance the management and development of educational institutions (RoK, 1988b). The Koech report also recommends that the caliber of persons charged with the management and administration of education be such that their qualifications match up to their duties and responsibilities (RoK, 1999).

It is therefore apparent from these educational commission reports that the management of secondary schools in Kenya is vested on the BoG (Sifuna et al, 1988). The Master Plan on Education and Training 1997-2000 (MPET) (RoK, 1998) reviewed policies in the various commission reports and developed objectives and strategies to guide the education sector into the 21<sup>st</sup> century. As stated in the MPET the principle thrust in RoK policy on secondary education was to raise participation with a view to making the sub-sector part of basic education provided to all children in the eligible age group. This

entailed increasing efficiency and effectiveness through development of a legal and management infrastructure that institutionalizes decentralization of power and authority through devolution of professional management and financing to LGA and BOG which, as compared to MoEST, are better placed to be accountable for the quality of outputs and outcomes.

The MPET had, as one of its specific policies on the development of secondary education, the policy to decentralize the planning, financing and management of secondary education to LGA and BoG. One of the management problems pointed out in the MPET is that systemic planning and expansion of secondary education has not been developed. Communities and DDC establish new schools without the benefit of rationalized overall plan of action that takes into account availability of human and other resources. As opposed to the recommended ideal that public secondary schools should be at least triple stream institutions each with an enrolment of 480 students, the 2764 public secondary schools in existence in 1996 had between them less than 1 ½ streams per school (RoK, 1998). This had in effect created artificial teacher shortages in the country that can be sorted out by careful balancing of teachers. (Standard, 29<sup>th</sup> January 2004).

Complementary sets of strategy to be adopted in order to improve the status of secondary education are also stated in the MPET. These include among others: Expansion of secondary education on carefully planned but localized norms that include school mapping; empowering stakeholders at the local level through decentralization of management and financing to LGA, BoG and PTA; definition of the location of the

accountability for various educational functions through delineation of the responsibilities of MoEST, LGA, BoG and PTA.

Various activities and programmes were also lined up by the MPET with regard to legal and management structure:

### **1. Decentralization to Local Government Authorities.**

The professional and financial management of secondary education was to be devolved to LGA through appropriate amendment to the Local Government act. Under each LGA, a District Education and Training Board (DETBoard) with an appropriate secretariat was to be established to, *inter alia*, take over the responsibilities currently carried out by District Education Boards (DEB).

### **2. School management.**

Each secondary school was to be managed by a BoG whose secretary and chief executive is the school head. The BoG was to be reorganized to include more PTA members. The appointment of headteachers and members of the BoG was to be streamlined and systematic induction programmes established.

UNIVERSITY OF NAIROBI  
EAST AFRICANA COLLECTION

All these changes envisaged in the MPET were to be legislated through amendment to the Teacher Service Commission Act and the Education Act (Elimu Yetu Coalition, 2003).

The Education Sector Strategic Plan (ESSP) takes note of this and adds that the policy making process has not kept pace in so far as law making is concerned (MoEST, 2003).

Further, as opposed to regular comprehensive review and revision of Education and Training laws, there has been a tendency for the law making to concentrate on piecemeal solutions to new situation and needs (RoK, 1998). The slow pace of change is particularly

evident with regard to the decentralization of recruitment of teachers. In 1996, former TSC secretary Jackson Kangali announced a plan to give power to school boards to employ teachers. Besides improving efficiency, he added, delegation empowers parents and communities in that they participate in the recruitment and supervision of teachers (Aduda, 2001).

Addressing secondary school headteachers in Nakuru during their annual conference in 1997, the Permanent Secretary in charge of the Ministry of Education, Mr. Kangali took the opportunity to explain the move that was largely intended to decentralize teacher management and service delivery (*Daily Nation*, 15<sup>th</sup> Sep, 1997). Launching the process at the KIE in 1998, the then Minister in charge of education Mr. Musyoka noted that the success of the exercise would depend on the professional support of provincial and district education chiefs. Addressing the same meeting, the then Permanent Secretary in charge of Education Mr. Japheth Kiptoon averred that the spirit of the arrangement was to ensure that schools get the teachers they need and therefore reduce wastage in the education sector.

The Teacher Service Commission (T.S.C) decentralized the recruitment of teachers in the year 2001 due to acute shortage of teachers at both Primary and Post-Primary Institutions (Wangai, 2003; Ocheing, 2003). The shortage of teachers was occasioned by the freezing of employment by the government of all civil servant including teachers due to budgetary constraints (Wangai, 2003). Since its inception in 1967, the TSC had been recruiting teachers through supply driven process. All newly qualified teachers who had completed their training courses would be posted directly to Educational Institutions/Districts with

vacancies. Currently, the TSC is allowed to recruit teachers but only replace those who have left the teaching profession for other jobs and through natural attrition, that is, deaths, resignations and retirements. The TSC had thus adopted a demand driven policy in the recruitment process (Wangai, 2003).

The TSC decentralized one element of the education system, that is, recruitment of teachers, to the institutional level and gave more responsibilities to the PDF, DEO, DEB and BoG (Wangai, 2003). The management of the educational institutions in Kenya is under the BoG (TSC, 2002). The institutions are in themselves agencies of the central government (Ochieng, 2003). According to Ongwae (2003) the TSC de-concentrated by handing over some amount of staffing authority or responsibility to lower levels within the ministry of Education Science and Technology and TSC agencies. The decentralization process necessitated the redefinition of the roles of the T.S.C agents with a view to delegating more functions to them so as to improve service delivery (Wangai, 2003). The recruitment policy provides a clear mechanism of selecting and recruiting the right candidates for particular stations who are also committed to render services where the specific vacancies exist (TSC, 2003).

The TSC provides a fairly comprehensive criterion for selecting the candidates (Aduda, 2003). In the Post-Primary Institutions the BoG declare vacancies in their schools to the TSC, which in turn verifies and advertise these vacancies. (Wangai, 2003). The BoG then receives and records the applications from candidates as per the advertised vacancies and the shortlisted candidates are interviewed by a panel chaired by the BoG chairman (Aduda, 2003; Wangai, 2003; TSC, 2003). The DEO is a member of this panel as per the

guidelines provided by the TSC for ratification and employment (Wangai, 2003; TSC, 2003; Aduda, 2003). Three names are submitted to the TSC for every vacancy out of which one is chosen (TSC, 2003; Aduda 2003). To ensure transparency and accountability, the TSC sends two commissioners to each province to monitor the exercise (TSC, 2003). Any question or irregularities are to be brought to the attention of the respective PDE (TSC, 2003).

While announcing the commencement of the recruitment exercise in 2003, the TSC Secretary Mr. Ongwae, said that those employed would have to stay at their stations for five years before seeking a transfer. This move was aimed at ensuring teacher balancing across districts (Aduda, 2003). The KNUT Secretary General, Mr. Nganga, decried corruption, nepotism and favouritism during the exercise (Aduda 2003). Soon after, there was a barrage of complaints about the recruitment exercise. Not all had gone according to the spirit of the writ. Favouritism, nepotism, bribery manipulation and external influences persisted, making a joke of the whole exercise (Masibo, 2003). This explains why the TSC was compelled to reject the recruitment of 115 teachers in six districts (Siringi, 2003). These were only the cases that had come out in the open. Many others were silently crying out for redress.

While addressing a workshop on teacher management in 2003, the Director of Education, Naomi Wangai, (2003) enumerated the reasons why it was imperative to decentralize recruitment of teachers: Opportunities are created in areas that in the past found it difficult to retain teachers. BoG authority is enhanced over teachers in their respective schools and allows the schools and communities to have say in the kind of teacher to



teach in their schools. Efficiency of teachers is improved because they are employed in schools of their choice. Minimizing transfers (teachers are expected to remain at one station for at least five years) increases stability of teaching staff. It allows the TSC to concentrate on policy issues.

The Director of Education went further and enumerated challenges that have arisen in light of the new decentralized and demands driven policy on recruitment: lack of capacity at the institutional and District levels to manage the recruitment process: favouritism, nepotism, clanism and tribalism by panel members and DEB; corruption and bribery of panel members and DEB members; lack of adherence to the interview guidelines issued by TSC; interview dates being availed only to a few selected candidates mostly from the local community; DEB allowing themselves to be manipulated and dictated to by local politicians and other influential community members; and, Incorrect data on the existing vacancies both from the DEO and schools heads.

## **2.7 Summary of the Literature Review**

In this study, literature has been reviewed on decentralization of teacher recruitment. The concept of decentralization has been brought to the fore with a view to showing the broad and wide scope of decentralization. The levels to which teacher recruitment has been decentralized and the authority delegated are also highlighted. The merits and supposed demerits of decentralization have been discussed. Comparative analysis has also been extensively done for developing countries as well as developed countries. From the literature reviewed, it is apparent that most of the data available is on decentralization of teacher management passé. Little, if any, is available on recruitment of teachers. This

study, therefore, strives to assess the implications of decentralizing the recruitment of teachers in Kenya.

## 2.8 Conceptual Framework

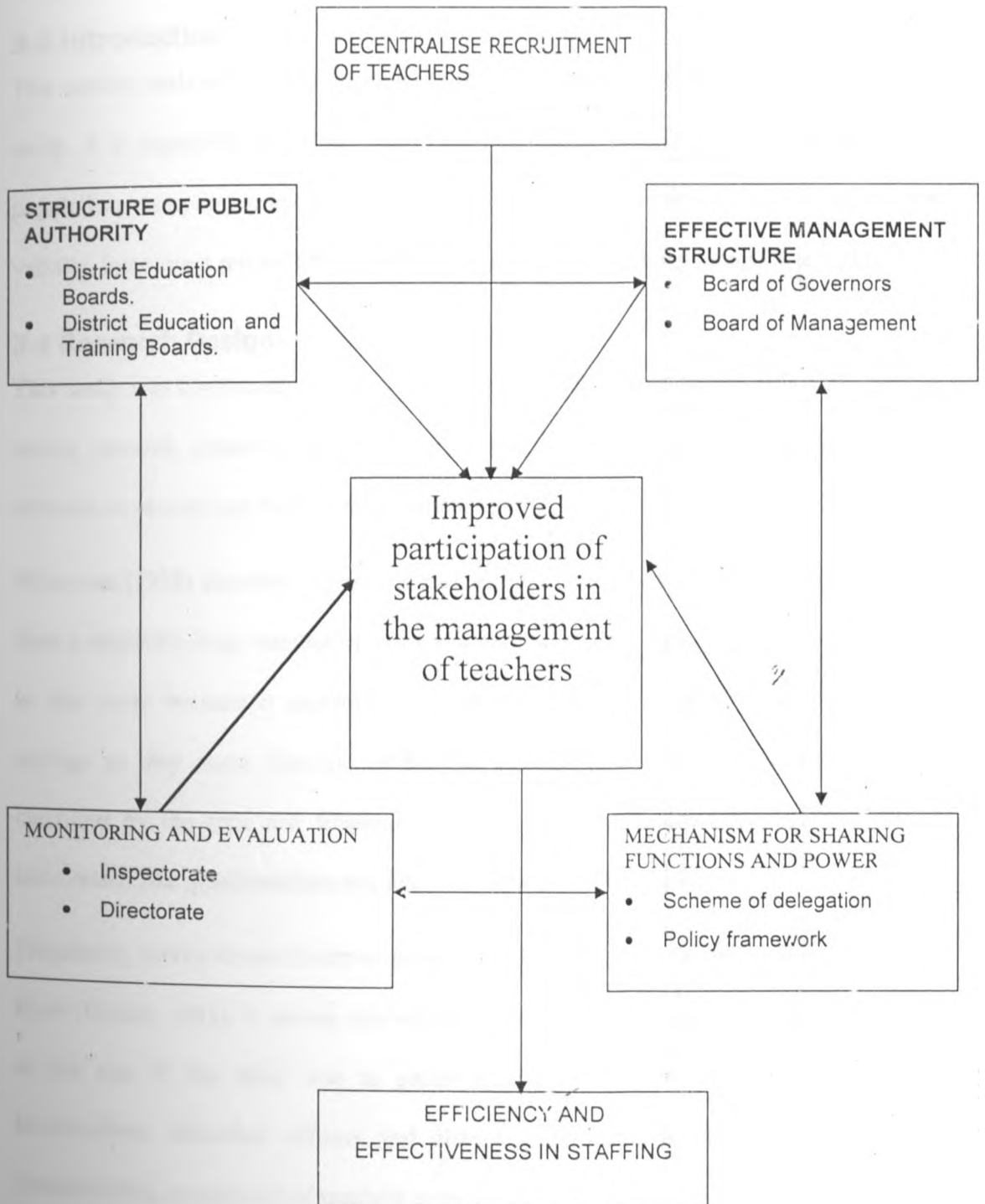
The conceptual framework (Fig. 2.1) illustrates how some elements under study relate with, and influence others. Decentralizing recruitment of teachers leads to improved participation of stakeholders in the management of teachers, which, in essence, leads to efficiency and effectiveness in staffing. Participation of stakeholders is improved when four key elements exist and interact with each other. These four key elements play a significant role in any programme of decentralization and can be seen as prerequisites of efficiency and effectiveness in staffing:

1. A decentralized system is likely to be ineffective unless there is some structure of public authority at local level. The authority may be a local arm of central government or form of a local government. What ever form it takes, there is a need for officers of reasonable seniority able to exercise initiative and take decisions. The officers need to be properly trained and must be supported by an adequate administrative structure. They should have the means to know what is happening in the schools in their areas and should have the authority to require compliance with national policies and reasonable standards of provision.
2. Monitoring and evaluation will depend on the existence of field inspectorate, sufficient in number, training, confidence and skills for their work.
3. The key to successful decentralization must be the creation of an effective management structure at the level of the individual school. Such management structure can evidently take many forms, SMC, PTA, or BoG. In all cases, an

indispensable element is effective day-to-day professional management through the head-teacher. It for these reasons that training, especially management training for head-teachers, is central to any programme of decentralization.

4. Decentralization also requires that appropriate mechanisms exist for sharing functions and powers among the various levels of the structure or among the partners contributing to the running of the system. Two of these- a scheme of delegation and a well-defined legal framework- may prove particularly helpful in clarifying the process of decentralization and establishing a structure, which functions efficiently.

Figure 2.1 Conceptual Framework



## **CHAPTER THREE**

### **RESEARCH METHODOLOGY**

#### **3.0 Introduction**

This section deals with the description of the methods applied in carrying out the research study. It is organized under the following subsections, namely; research design, target population, sampling procedures and sampling size, research instruments, instrument validity, instrument reliability, data collection procedures and data analysis techniques.

#### **3.1 Research Design**

This study was conducted as a survey research. A descriptive survey was employed. A survey research concerns itself with describing practices that prevail, beliefs, views, attitudes or perceptions that are held (Julian, 1969).

Wiersman (1988) describes survey research as the method that enables one to gather data from a relatively large number of cases at a particular time. Descriptive survey was used in this study because it explores the relationship between variables in their natural settings as they occur (Sproul, 1988), yields a sizeable volume of data that can be classified by the type and frequency (Miller, 1991) and allows the use of research instruments like questionnaires and interview schedules (Gay, 1976).

Frequently, survey research aims at generating ideas and explanations, rather than testing them (Kidder, 1981). A survey method was found convenient in carrying out this study, as the aim of the study was to gather extensive opinions from secondary school headteachers, education officers and district union officials on the implications of decentralizing recruitment of teachers to the BoG.

### **3.2 Target Population**

Borg, (1998) defines the target population as all the members of a real or hypothetical set of people, events or objects to which the researcher wishes to generalize the results of the research study. The population involved in this study comprises the Boards of Governors in all the fifty-five secondary schools in Kisumu District, Kenya.

#### **3.2.1. Study Locale**

Kisumu District lies on a down warped part of large lowland surrounding the Nyanza Gulf, at the tip of which is Kisumu Town (see Appendix IV). Kisumu District is one of the 12 districts forming Nyanza Province, of which it is the largest. It is bordered by Rachuonyo District to the southeast, Kisii District to the south, Nandi District to the northeast, Bureti District to the east, Vihiga District to the northwest and Siaya District to the west. Kisumu District lies within longitude 33 20'E and 35 20'E and latitude 0 20'S and 0 50'S. The district covers a total area of 918.5km<sup>2</sup> and has four administrative divisions, namely, Winam, Maseno, Kombewa and Kadibo.

### **3.3 Sampling Techniques and Sample Size**

TSC manual (2002) states that a sub-committee for academic affairs should be constituted to facilitate recruitment of teachers (see Appendix X). Respondents were stratified according to status and role. The DEO Kisumu, Kisumu District KNUT/KUPPET Secretary and all the fifty-five public secondary school headteachers in Kisumu district were purposively sampled because their status and the positions they hold in the panels put them in good stead to provide the information required for this study.

### **3.4 Research Instruments**

Three types of research instruments were used to gather information for this study.

#### **3.4.1 Questionnaires**

Questionnaires were administered to fifty headteachers of public secondary schools in Kisumu district, out of which 39 were useable. Questionnaires were also administered to five headteachers during the pilot study. The questionnaires had two parts. Part 1 sought demographic data while Part 2 sought information related to the actual study.

#### **3.4.2 Interview Schedules**

Four education officers in the district were interviewed, that is, the district education officer, the district inspector of schools, the district staffing officer and the provincial staffing officer. Two trade union officials were also interviewed, that is, the district KNUT secretary and the district KUPPET secretary. Interview was used because of spontaneity of information and flexibility. At least the researcher felt a sense of security due to the fact that all data was collected in face-to-face situation (McLeod, 1998). It was hoped that the interview would provide a more clear statement on the problems faced by the respondents, and also shed light on other problems not anticipated by the researcher. More information can be elicited through this method than the questionnaires, which tends to limit information.

#### **3.4.3 Document Study**

Documents are an important source of data in the area of study. They serve the purpose of adding knowledge to fields of inquiry and in explaining certain events (Best, 1992).

Data from the education officers and the public secondary schools under study was analysed to supplement the questionnaire.

### **3.5 Pilot Study**

To establish the validity of the instruments, a pilot study was undertaken in five out of the fifty-five secondary schools in Kisumu District, Nyanza Province Kenya. Validity is the degree to which a test measures what it purports to measure (Borg, 1998).

To check for validity, the researcher included in the sample a few respondents from the Provincial Director of Education's office, Nyanza Province; District Education officers, Kisumu; and, trade union officials in Kisumu District. Since the researcher did not encounter contradictions in the data within the classes of respondents, then the instrument had validity.

### **3.6 Instrument Reliability**

Reliability is the level of internal consistency or the stability of a measuring device over time. Since it was impossible to predict how the respondents would interpret the questionnaire items, the researcher carried out a pilot study. Split-half correlation was used to estimate the internal consistency of the instruments.

### **3.7 Data Collection Procedures**

The researcher obtained official authorization to carry out the research from MoEST through the University of Nairobi. A letter of introduction was sent to various institutions involved in the study. Appointments were sought for the interviews. Questionnaires were delivered to all the schools under study and collected whenever available. Documents were analysed in the various schools under study on appointment.



### **3.8 Data Analysis Techniques**

Information from the questionnaires was written down, quantified and coded then categorized and generalized for analysis. The frequency of occurrence and prevalence amongst the respondents were determined. Simple statistical analysis of the quantitative aspects was done to generate appropriate inferences. The number of percentages of those favouring the responses in comparison to secondary data determined the significance of any response. The statistical analysis method was used to determine the trends and the extent of the outcome. In addition, the researcher used Statistical Analysis Systems (SAS) to analyse data collected. Information from the interviews was analysed manually and presented as text.

## CHAPTER FOUR

### DATA ANALYSIS, INTERPRETATION AND DISCUSSION

#### 4.0 Introduction

Presented in this section are the findings of the data analysis of the study together with their interpretations. All of the data presented in this chapter were processed using Statistical Analysis System (SAS). The analysis of data is presented in both narrative and tabular form.

#### 4.1 Note on Questionnaire Return Rate

The questionnaires were administered to a sample of 50 respondents out of which 39 responses were usable. Interview schedule was administered to six respondents to corroborate the information obtained from the questionnaires.

#### 4.2 Demographic Characteristics of the Respondents

Presented in this section is information relating to the respondents such as their gender, age and their experience in years.

##### 4.2.1 Gender of Respondents

The table below shows the gender of the respondents.

Table 4.2(a): Gender of Respondents

Gender	Frequency	Percentage
Male	25	64.1
Female	14	35.9

N = 39

The results in Table 4.2 (a) reveal that 64.1% of the respondents were male while 35.9% were female. All the four education officials and the two trade union officials interviewed were male.

#### 4.2.2 Age of Respondents

The table below shows the distribution of informants by age.

**Table 4.2(b): Age distribution of the informants**

Age Bracket	Frequency	Percentage
30-34 years	2	5.1
35-39 years	5	12.8
40-44 years	15	38.5
45-55 years	17	43.6

N = 39

From the above analysis, it is evident that 5.1% (2) of the respondents were in the age bracket 30-34 years, 12.8% (5) were in the age bracket 35-39, 38.5% (15) were in the age bracket 40-44 and 43.6% (17) were in the age bracket 45-55 years. The findings therefore indicate that majority of the respondents were in the age bracket 45-55 years.

#### 4.2.3 Experience of Respondents

Respondents were asked to state for how long they had been secondary school headteachers. Table 4.2 shows the experience of respondents in years.

**Table 4.2(c): Experience of respondents in years.**

Experience in years	Frequency	Percentages
Less than a year	3	7.7
1-4 years	10	25.6
5 – 9 years	22	56.4
10 years and above	4	10.3

N = 39

The results above show the years of experience of the respondents where 7.7 % (3) of the respondents stated less than a year, 25.6 % (10) stated 1-4 years, 56.4 % (22) stated 5-9 years and 10.3 % (4) stated 10 years and above. The results indicate that majority of the respondents had experience of between 5-9 years. These results connote that most of the respondents had a fairly long experience as headteachers, which puts them in good stead to adequately respond to the questionnaire items that touched on implementation of the policy to decentralize recruitment of teachers.

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EAST AFRICANA COLLECTION

### 4.3 Data Analysis

The major findings of the study are stated in this section, which are then corroborated with the information obtained from documents analysed, literature reviewed and from education officials interviewed.

#### 4.3.1 Knowledge of the panel members on recruitment of teachers

Respondents were asked to state whether they had undergone specialised training on recruitment of teachers. The table below shows the knowledge of the panel members as indicated by the specialized training on recruitment they have undergone.

**Table 4.3(a): Training of panel members on recruitment of teachers.**

Response	Frequency	Percentages
Yes	4	10.3
No	35	89.7

N = 39

The results in table 4.3(a) above indicate that 10.3 % (4) of the respondents had undergone specialized training on recruitment while 89.7 % (35) had not undergone specialized training on recruitment of teachers. When asked further to state the type of training they had gone through, 10.3 % (4) acknowledged having attended a seminar on recruitment organized by KNUT.

Whereas it is imperative to give power to the population to participate in decision-making about education, it is equally important to build their capacity to be commensurate to the functions they are called upon to perform. The results are, therefore, not concomitant with Bloomer's (1991) assertion that any attempt to spread decision-making powers more widely throughout the system inevitably implies a need for increased training. The results also contradict a UNDP report (UNDP, 2005) that stresses that decentralization tends to be successful when the local authorities are able to assume the responsibilities delegated to them. The respondents interviewed confirmed that the panel members were not acquainted with the tasks they are called upon to perform. The education officials interviewed averred that the exorbitant costs of developing the expertise of the panel members hampered the otherwise noble intention of building their capacity.

### 4.3.3 Recruitment trend and the extent to which they satisfy staffing needs

The respondents were asked to state the level of the education system to which recruitment should be done, the frequency with which teachers should be recruited and the extent to which the decentralized system of recruiting teachers has satisfied the staffing needs of the schools.

**Table 4.3(b): Level to which recruitment should be done**

Level	Frequency	Percentages
National	12	30.8
Provincial	16	41
District	7	17.9
Institutional	4	10.3

N = 39

The results show that 30.8 % (12) of the respondents stated that recruitment of secondary teachers be done at the national level, 41 % (16) stated the provincial level, 17.9 % (7) stated the District level while 10.3 (4) stated the institutional level. These data indicate that majority of the respondents were of the view that teachers should be recruited at the provincial level.

**Table 4.3 (c): Frequency with which recruitment should be done**

Time	Frequency	Percentages
Once a year	4	10.3
Twice a year	4	10.3
When vacancies arise	31	79.5

N = 39

The results in Table 4.3(c) reveal that 10.3 % (4) of the respondents would like recruitment to be done once in a year and the same number of respondents 10.3% (4) would like recruitment to be done twice in a year. Majority of the respondents 79.5 % (31) are of the view that recruitment of teachers be done whenever there is a vacancy.

**Table 4.3(d): Satisfaction of staffing needs**

Response	Frequency	Percentages
Satisfactory	26	66.7
Unsatisfactory	11	28.2
Not sure	2	5.1

N = 39

The data in Table 4.3(d) indicate that 66.7 % (26) of the respondents were satisfied with the decentralized recruitment of teachers while 28.2 % (11) were not satisfied with recruitment at the school level while 5.1 % (2) were irresolute about recruitment of teachers at the school level. The findings established that most of the respondents were

contented with the staffing needs in their schools occasioned by the decentralized teacher recruitment.

The study generally found in table 4.3(a) that most of the respondents were apprehensive about recruitment at the school level while at the same time, table 4.3(c) showed that they are satisfied with the level of staffing in the schools. Table 4.3(b) indicated that most of the respondents were of the view that recruitment trend set in the last three years whereby teachers are hired once in a year be reversed so that teachers are hired whenever vacancies arise

Documents studied reveal that the decision by the TSC to set up a data bank of all the unemployed teachers with a view to sending teachers directly to schools where vacancies exist without going through the rigor of interviews will change the trend even further. The BoG will not recruit in future. This confirms McGinn's (2001) assertion that trends have often involved policy reversals, as was the case in Bangladesh, India, Jordan and the United Republic of Tanzania.

The education officials interviewed acknowledged that the TSC has been revising the guidelines on recruitment for the last three years, which further verifies the notion that the trends have involved policy reversals that Cohen (1979) refers to as 'incremental policy making' wherein policy adjustments are expected to remedy an experienced dissatisfaction with past policies, improving the existing situation or relieving an urgent problem. Consequently, these adjustments should be tentative, and in some cases temporary, and must be revised as the dynamics of the situation evolve.



#### 4.3.4 Problems encountered when recruiting teachers at the school level

Respondents were requested to state the problems they encountered while recruiting teachers. Table 4.4 shows the problems that bedevil the recruitment exercise at the school level.

**Table 4.4: Problems encountered by recruitment panels**

Category	Male	Female	N%
Nepotism	17 (43.6%)	10 (20.5%)	27 (69.2%)
Clanism/Tribalism	20 (51.4)	5 (12.8%)	25 (64.1%)
Craftiness	14 (35.9%)	7 (17.9%)	21 (53.8%)
Semi- illiterate BOG	11 (28.2%)	9 (23.1%)	20 (51.3%)
Manipulation and external influence	12 (30.8%)	8 (20.5%)	20 (51.3%)
Bribery	8 (20.5%)	3 (7.7%)	11 (28.2%)
Expenses involved in Coordination	3 (7.7%)	3 (7.7%)	6 (15.4%)
Subject combination	4 (10.3%)	1 (2.6%)	5 (12.8%)

N=39

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EAST AFRICANA COLLECTION

From table 4.4, it can be observed that 69.2 % (27) [43.6 % (17) male; 20.5 % (10) female] of the respondents stated nepotism as the main problem that bedevils the

recruitment exercise. 'Sons of the soil,' as the locals are referred to, are favoured at the expense of 'outsiders,' that is, people from without the locality. Whilst 64.1 % (25) [51.35 % (20) male; 12.8 % (5) female] of the respondents stated that tribalism and clanism feature very prominently during the recruitment exercise, 53.8% (21)[35.9% (14) male; 17.9% (7) female] of the respondents contend that the panelists are very crafty such that among other issues, application forms are only availed to a selected few and, interview dates are not disclosed to everyone. At the same time, 28.2% (11) [20.5% (8) male; 7.7% (3) female] of the respondents singled out bribery while 12.8 % (5) [10.3% (4) male; 2.6% (1) female] maintain that they experience difficulty in getting candidates with the desired subject combination.

The results from table 4.4 above are in agreement with newspaper reports indicating the disenchantment of the general public on the way secondary school teachers were being recruited. The results are also concomitant with the challenges enumerated by the former director of education, Naomi Wangai, just but for the expenses involved and difficulty in finding teachers with the right subject combination.

The education officials interviewed stated that the TSC implemented the policy to recruit teachers administratively. This has been the reason why the TSC is endeavouring to continuously review the policy to decentralize recruitment of teachers with a view to making the exercise as effective and efficient as possible. The education officials further stated that the TSC prepared the Operations Manual in line with the Koech Commission report of 1999 and the Master Plan on Education and Training of 1998, but, the Ministry of Education insisted on revising the legal documents first, notwithstanding the slow pace

with which it takes to act. The officials aver that if due process were followed, the problems currently bedeviling the recruitment exercise would have been alleviated.

The education officials were also in agreement that the BoG did not comprise people who are professionally founded to interview prospective teachers, leading to open bias, nepotism, tribalism, favouritism and manipulation. The education officials stated that the interpretation of policy posed a big problem as locals see it as a way of employing their sons and daughters. The officials further stated that the interviewees felt humiliated to be subjected to interview by incompetent, inexperienced and unexposed BoG.

#### **4.3.5 Possible solutions to the problems encountered by the recruitment panels**

The respondents were asked to state the possible solutions to the problems they encountered while recruiting secondary school teachers. Table 4.5 shows the possible solutions to the problems encountered by the recruitment panels.

**Table 4.5: Possible solutions to problems encountered by recruitment panels**

Category	Male	Female	N%
Capacity building	21(53.8%)	13(33.3%)	34(87.2%)
TSC to recruit	12(30.8%)	9(23.1%)	21(53.8%)
PEB to recruit	6(15.4%)	6(15.4%)	12(30.8%)
Councillors, Chiefs & MPs be excluded from panels	9(23.1%)	3(7.7%)	12(30.8%)
Adherence to guidelines	4(10.3%)	2(5.1%)	6(15.4%)
Use of recruitment agencies	2(5.1%)	2(5.1%)	4(10.3%)

The results from Table 4.5 indicate that majority of the respondents 87.2 % (34) [53.8 % (21) male; 33.3 % (13) female] stated that it is of essence to build the capacity of the panel members through workshops and seminars organized at the district level while 53.8% (21) [30.8% (12) male; 23.1% (9) female] stated the need for the TSC recruit secondary teachers, 30.8% (12)[15.4% (6) male; 15.4% (6) female] stated that the Provincial Education Board be charged with the responsibility of recruiting secondary school teachers and 15.4 % (6) [10.3 % (4) male; 5.1 % (2) female] stated that it is necessary to ensure TSC issues clear guidelines that the recruitment panels are strictly to adhere to.

Majority of the respondents (87.2%) concurred with Bloomer's (1991) assertion that any attempt to spread decision-making powers more widely throughout the education system inevitably implies a need for increased training.

Fifteen point four percent (15.4%) of the respondents stated that panel members should strictly adhere to the guidelines issued by the TSC. That guidelines are not strictly followed implies that monitoring and evaluation are not done effectively. The findings agree with the observation of Rondinelli (1983) that monitoring and evaluation are prerequisites for effective decentralization. Documents analysed revealed that the guidelines issued by the TSC in August 2004 enhanced the evaluation component by ensuring that TSC officers are sent to each district a day to the recruitment exercise.

## **CHAPTER FIVE**

### **SUMMARY, CONCLUSIONS AND RECOMMENDATIONS**

#### **5.0 Introduction**

Presented in this section are the summary, conclusions and recommendations of the study. The section ends with suggestions for further research.

#### **5.1 Summary of the study**

The study analysed four issues, namely; knowledge of the panel members on recruitment of teachers, recruitment trends and the extent to which they satisfy staffing needs, problems encountered during the recruitment exercise and the possible solutions to the problems encountered during the recruitment exercise. The study used information gathered from the secretary to the recruitment panel, that is, the headteachers of public secondary schools in Kisumu District, Nyanza Province, Kenya. Information was also gathered from senior education officials in the district. Data were collected through questionnaires, interviews and document analysis.

Data were analysed using descriptive statistics. The significance of responses was determined by the percentage of those favouring the response in comparison with secondary data. The implications of decentralizing recruitment of teachers to BoG was assessed by its corollary on the management structure at the school level, structure of public authority at the local level, monitoring and evaluation and, mechanism for sharing functions and powers.

The findings of the study indicated that recruitment at the school level reduced workload at the TSC headquarters and at the same time, headteachers were satisfied with the extent

to which their staffing needs were met. The headteachers were, however, not satisfied with the current trend whereby teachers are recruited once in a year. The education officials, trade union officials and the headteachers were in agreement that the panel member's capacity be enhanced to enable them carry out the tasks bestowed upon them to effectively and efficiently.

Most of the headteachers stated that the problems they experience emanate from implementation of the policy to decentralize recruitment of secondary school teachers to BoG and not the policy itself. Possible solutions to the problems were also centred on how to improve the implementation of the policy.

## **5.2 Conclusions**

This study sheds some light on the implications of decentralizing recruitment of teachers to the BoG. The results imply that to a large extent, decentralization of teacher recruitment satisfied the staffing needs of secondary schools while at the same time, problems still persist in the recruitment exercise. Decentralization of teacher recruitment did not enhance employment of the right candidates on merit. The decision by the TSC to concentrate recruitment by sending teachers directly to schools may not be a panacea to the problems bedeviling the recruitment exercise so long as politicians still meddle in education matters.

Apart from enhancing the management capacity of the BoG and, monitoring and evaluation, the respondents did not view an effective structure of public authority at the local level and appropriate mechanisms for sharing functions and powers among various levels of the structure or among the partners contributing to the running of the system as

imperative for effective recruitment exercise. This implies that the reforms and plans were not implemented precisely because the interests of certain key actors (parents and teachers) had not been taken into consideration, financial and human resource implications had not been carefully assessed or the systems managerial capacity had not systematically been taken into account.

Decentralization of the commission implies decentralization of the functions of the commission – not decentralization of the people. Equality of opportunity and treatment of ethnic minorities and majorities is imperative. As mobility has been increasing, the composition of classrooms is becoming very heterogeneous in Kenya. It is not unusual to have pupils from different ethnic, cultural and linguistic backgrounds in the same classroom setting. The vital question is, whether this cultural diversity should not be reflected in the educational personnel, especially teachers. The recruitment panels flout the guidelines issued by the TSC with impunity despite their level of academic qualifications by among other things, exhibiting discriminatory practices in recruitment by favouring ‘sons of the soil’ as the locals are referred to.

### **5.3 Recommendations**

To avoid entrenching questionable employment criteria, the TSC should allow open debate to improve the current guidelines on recruitment and right sizing of teachers. Decentralization of the recruitment process is an appropriate idea. To guard against its abuse, the TSC should make the following considerations:

1. TSC should exercise carefully controlled decentralization. All applications for employment should be made directly to the TSC. Applicants should state three

schools of their choice in order of preference. The TSC should then prepare a short list on merit. Lists of shortlisted applicants will then be sent to district interview committees for primary school teachers and to provincial interview committees for secondary school teachers. These committees should interview only shortlisted applicants and present their results to the TSC.

2. The district interview committees or provincial interview committees may be composed of people who should include the provincial director of education or a representative, the district education officer, TSC staffing officers in the district, and a representative from the secretariat in Nairobi to provide technical support. Representatives of the BoG, PTA, trade unions and civil society should also be included in the panel for broad participation. A commissioner or a representative should chair the committees. In the absence of a commissioner, the Provincial Director of Education (PDE) and District Education Officer (DEO) should chair the two committees respectively. On the other hand, the TSC should decentralize all aspects of teacher management to the provincial level so that the headquarters handle policy matters, monitoring and evaluation. Alternatively and preferably, the TSC should contract private, independent and competent human resource consultants to recruit the best teachers.

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EAST AFRICANA COLLECTION**

3. Gradual and long-term evaluation strategies should be preferred in implementing countrywide teacher recruitment, employment, retrenchment, and re-training projects. A minimum ten-year time-line should be considered for funding. During



this period, the parties involved in funding and implementation should jointly and continuously monitor, evaluate, and review the progress of the projects. Changes on the original plans should be made strictly on the basis of such periodic evaluation reports. To ensure the success of such projects, economic valuation of intended programmes on teacher employment and their improvement must begin at the school level. They should also emphasize practice and output rather than the economic theories and assumptions on which they are based. Some of the resource needs should also be quantified to ascertain the cost-effectiveness of decentralizing recruitment of teachers.

4. The Boards of Governors should be excluded from the recruitment process. It is also imperative to exclude chiefs and councilors from the panels that recruit teachers as their inclusion has opened a way for nepotism, tribalism, clanism and external influence to gain access in schools. In some of the European countries, the Boards of Governors employ teachers – but one needs to compare the Boards of Governors in Europe and the Boards of Governors in Kenya, in terms of managerial capacity.
5. It is of the essence to upgrade the terms, conditions and regulations governing teacher's recruitment, employment and dismissal. The outdated and inconsistent terms, conditions and regulations made the TSC to rely on circulars and meeting minutes to direct registration, recruitment and employment of teachers. The slow pace with which the Ministry of Education embraces change predicated upon the

action taken by the TSC. The TSC Act and the Education Act should be harmonized. The role and relationship between the recruitment panels and the TSC should be clearly spelt out. It is also imperative to state the responsibilities of the recruitment panels, which should include among other things, the powers to make decisions, vetting procedures and room for appeals.

6. Decentralization of teacher recruitment in Kenya was as a result of World Bank/IMF policies, which support projects that guarantee direct net economic returns by productivity and indirect returns or externalities. The projects are also to meet the private demand for education and inter-regional distribution (Psacharopoulos and Wood hall, 1985; and, Psacharopoulos, 1994). These strategies that have been successful elsewhere are not necessarily appropriate for Kenya. Any meaningful intervention strategies in Kenya should be based on research data from within the country's education system.

#### **5.4 Suggestions for further research**

Since the research was carried out in an urban setting, the researcher suggests that a similar study be carried out in a rural setting to compare the findings of the study with those of this study. The study can also be replicated in other urban areas with adjustments in the scope and the variables to determine any similarities with the findings of this study given that not so much has been done in this field and that there may be variables that are regional in nature or particular to localities.

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## APPENDICES

### APPENDIX I

#### INTERVIEW SCHEDULE OR THE DISTRICT EDUCATION OFFICERS

This interview schedule seeks to obtain data on management issues in secondary schools related to decentralization of teacher recruitment to the Boards of Governors (BOG).

#### Section A: Background Data

1. How many years have you served as a DEO?
2. Have you served in any other district/municipality as a DEO other than your current station? Yes/No... if Yes, how many years?
3. What is your highest level of academic qualification?
4. Have you undergone courses/seminars/workshop in human resource management?

#### Section B: Questions on Decentralization of Teacher Recruitment

The following are some questions on management issues in secondary schools relating to recruitment of teachers. You are requested to give the most appropriate answers.

1. What role do you play in the appointment of BOG?
2. What role do you play in the selection of potential teachers?
3. In your opinion, do you think that the panel members are qualified to recommend teachers to TSC for employment?
4. What are some of the problems that have bedeviled the recruitment of teachers in the past three years?
5. In your own assessment do you think that there exists;
  - (a) A well designed structure of public authority at the local level?

(b) A well designed system for monitor and evaluate the recruitment exercise?

(c) An effective management structure at the institutional level?

(d) Mechanisms for sharing functions and powers?

6. Has the decentralization of teacher recruitment satisfied the staffing needs of the district?

7. In your opinion, what are the implications of decentralizing the recruitment of teachers?

## APPENDIX II

### INTERVIEW SCHEDULE FOR THE DISTRICT KNUT/ KUPPET SECRETARY

This interview schedule seeks to obtain data on management issues in secondary school related to decentralization of teacher recruitment to the Boards of Governors (BOG)

#### Section A: Background Data

1. How many years have you served as a KNUT/KUPPET secretary?
2. What is your highest level of academic qualification?
3. Have you undergone courses/seminars/workshop in human resources management?

#### Section B: Questions on Decentralization of Teacher Recruitment

The following are some questions on management issues in secondary schools relating to recruitment of teachers. You are required to give the most appropriate answers.

1. What role do you play in the selection of potential teachers?
2. In your opinion, do you think that the panel members are qualified to recommend teachers to TSC for employment?
3. In the recent past, there have been numerous complaints about recruitment of teachers by BOG. In your opinion, what are some of the sources of these complaints?
4. Has the decentralization of teacher recruitment satisfied the staffing needs of the district?
5. With reference to the following, does the BOG encounter possible solutions to the problems in (c) while recruiting teachers?
  - (a) Structure of public authority at the local level (i.e. DEO, PDE, LGA, etc);
  - (b) Monitoring and Evaluation;

(c) Management structure (BOG, PTA);

(d) Mechanism for sharing functions and powers.

6. In your opinion, what are the implications of decentralization of recruitment of teachers?

**APPENDIX III**  
**SECONDARY SCHOOL HEADTEACHERS' QUESTIONNAIRE**

OKINDA, ROBERT A. ODERA.  
UNIVERSITY OF NAIROBI  
DEPARTMENT OF EDUCATIONAL ADMINISTRATION AND PLANNING  
P. O. BOX 92, KIKUYU  
NAIROBI.

15<sup>TH</sup> JUNE 2004.

Dear Respondent,

**RE: STUDY ON ASSESSMENT OF THE IMPLICATIONS OF  
DECENTRALIZED TEACHER RECRUITMENT IN PUBLIC SECONDARY  
SCHOOLS: A CASE STUDY OF KISUMU DISTRICT, NYANZA  
PROVINCE, KENYA.**

I am a postgraduate student in the University of Nairobi, pursuing a Master of Education in Educational Administration and Planning course.

At the very first possible opportunity, I do hereby request you to earnestly respond to the questionnaire attached herewith honestly and to the best of your knowledge.

The questionnaires are designed for this research purpose only, therefore the response shall be absolutely confidential and anonymously given. NO NAME SHALL BE REQUIRED FROM ANY RESPONDENT OR INSTITUTION.

Yours sincerely,

**OKINDA R. A. O.**

You are earnestly requested to supply information on decentralization of teacher recruitment. This information will be useful in making suggestions for providing a clear mechanism of selecting and recruiting the right candidates for your station who are also committed to render services whenever a vacancy exists. It is imperative to note that there are no correct answers, what is important is your honest assessment of the various aspects of the recruitment exercise you have been exposed to. This information will be treated with a lot of confidentiality

### PART 1 –Demographic data

1. Indicate your gender (Tick one)

Male .....

Female.....

2. What is your religion (Tick one)

(a) Muslim .....

(b) Protestant .....

(c) Catholic .....

(d) Other .....

3. By use of a tick, please indicate the age category that applies for you.

(a) Below 30 years.....

(b) 30 – 34 years .....

(c) 35 – 39.....

(c) 40 – 44.....

(d) 45 and above .....

4. For how long have you been a secondary school head-teacher?

(a) Less than a year .....

(b) 1-4 years .....

(c) 5 – 9 years.....

(d) 10 years and above .....

5. Please indicate the duration of stay at your stay at the current station as a head-teacher?

- (a) Less than a year.....
- (b) 1 – 4 years .....
- (c) 5 – 9 years .....
- (d) 10 years and above.....

6. Have you undergone specialised training on recruitment of teachers? Yes/ No...

If yes, please state the date, duration, type of training and the venue

Date	Duration	Type of Training	Venue

**Part 2**

1. In your opinion, give at least five factors that you consider could have lead to the introduction of the policy to decentralize teacher recruitment

- (a).....
- (b).....
- (c).....
- (d).....
- (e).....

2. Has the policy to decentralize teacher recruitment solved the problems in (2) above?

Yes/No Explain.....  
 .....  
 .....  
 .....



3. In the recent past, there have been numerous complaints about recruitment of teachers by the BOG. In your opinion, what are some of the sources of the complaints? .....

.....  
.....  
.....

4. What are some of the possible solutions to the problems stated in (3) above? .....

.....  
.....  
.....

5. At what level of the education system should secondary school teachers be recruited?.

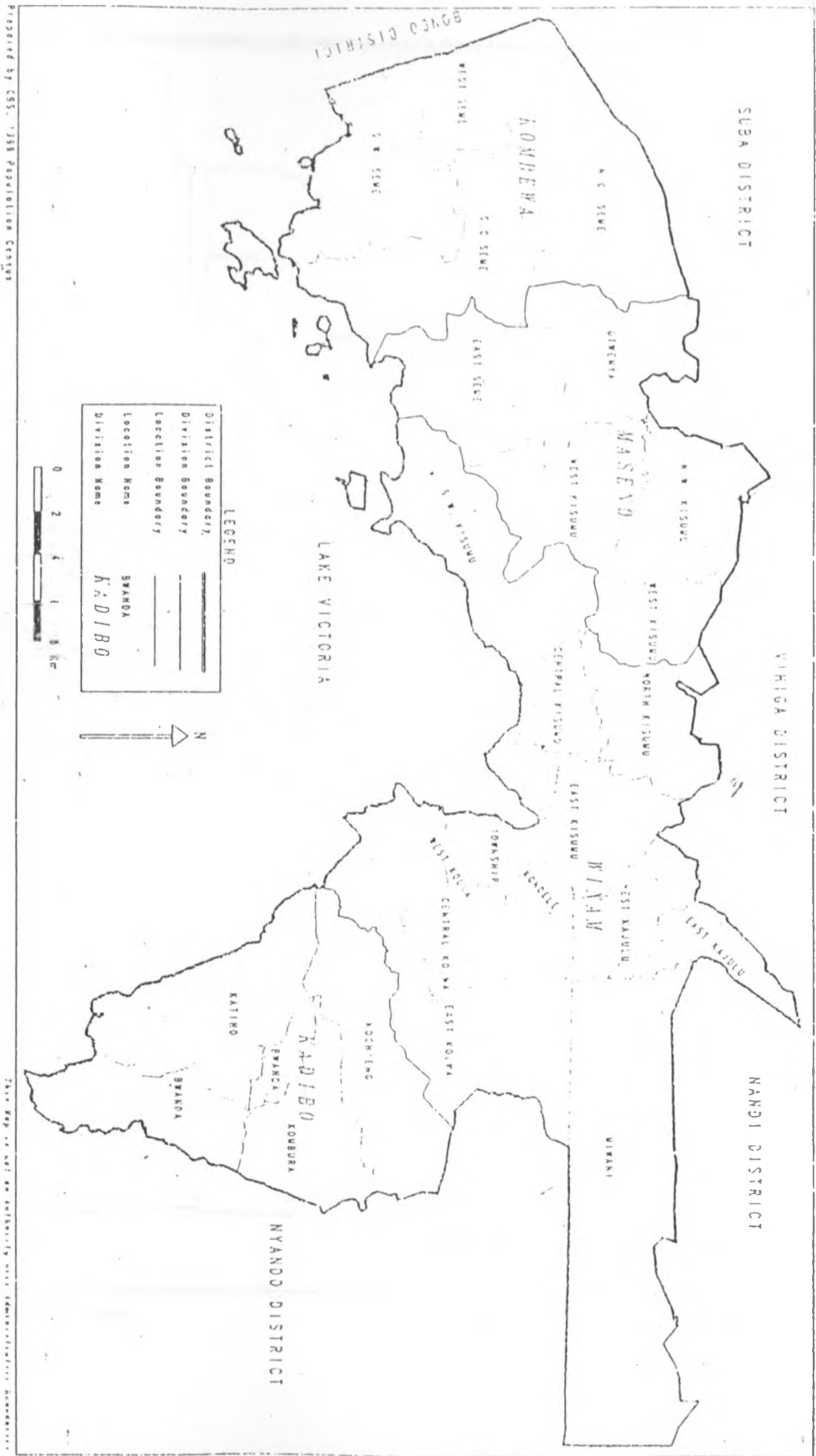
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6. How often should secondary school teachers be recruited? .....

.....  
.....  
.....  
.....

2

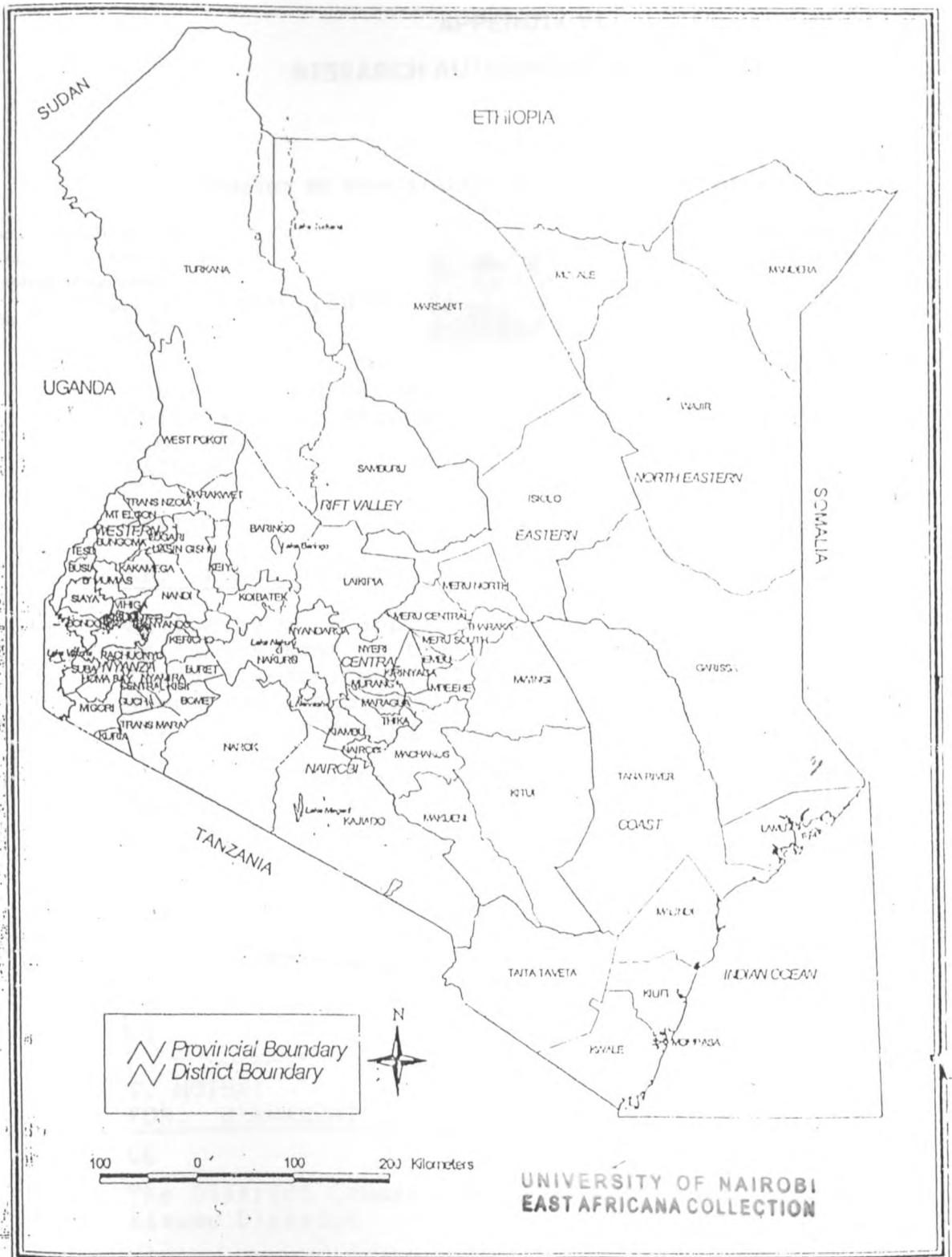
# APPENDIX V: MAP OF KISUMU DISTRICT



Prepared by CBS, 1958 Population Census

This map is not an authority with administrative boundaries

# APPENDIX IV: LOCATION OF KISUMU IN THE MAP OF KENYA



Prepared by CBS, 1999 Pop. Census

This map is not an authority over administrative boundaries

**APPENDIX VI**  
**RESEARCH AUTHORISATION, MOEST**

MINISTRY OF EDUCATION, SCIENCE AND TECHNOLOGY

Telegrams: "EDUCATION", Nairobi

Telephone: Nairobi 334411

When replying please quote

Ref No. MOEST 13/001/34C 180/2  
and date



JOGOO HOUSE "B"

HARAMBEE AVENUE

P.O. Box 30040-00100

NAIROBI

24th June 2004

Robert Alfred Odera Okinda  
University of Nairobi  
P.O. BOX 30197  
NAIROBI

Dear Sir

RE: RESEARCH AUTHORISATION

Following your application for authority to conduct research on 'Assessment of the implications of Decentralization of Teacher Recruitment, I am pleased to inform you that you have been authorised to conduct research in Kisumu District for a period ending 31st December, 2004.

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

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

Yours faithfully

T. MOTURI  
FOR: PERMANENT SECRETARY

CC

The District Commissioner  
Kisumu District

The District Education Officer  
Kisumu District

**APPENDIX VII**  
**RESEARCH AUTHORISATION, DEO - KISUMU**

MINISTRY OF EDUCATION, SCIENCE AND TECHNOLOGY

Telegrams: .....

Telephone: 057-43409

When replying please quote

Ref. No. ... KSM/SCM/24/VOL.1/63  
 and date



DISTRICT EDUCATION OFFICER  
 KISUMU DISTRICT  
 P.O. Box 1914-40100  
 KISUMU

30th June, 2004

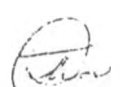
TO WHOM IT MAY CONCERN

ROBERT ALFRED CUERRA OKINDA

The above named is a M. Ed. student at University of Nairobi.

He has authority from the Permanent Secretary Ministry of Education Science and Technology vide his letter MEST/13/001/34/180/2 dated 24th June, 2004 to conduct research on 'Assessment of the implications of Decentralization of Teachers Recruitment' in Public Secondary Schools in Kisumu District.

Any assistance given to him will be highly appreciated.

  
 J. N. OTHMAN (MRS )  
 FOR: DISTRICT EDUCATION OFFICER  
KISUMU DISTRICT

jno/oo.

APPENDIX VIII  
RESEARCH AUTHORISATION, DC - KISUMU

## OFFICE OF THE PRESIDENT

Telegrams: 'DISTRICTER', Kisumu  
Telephone: 433204  
When replying please quote

Ref. No.

And date



OFFICE OF THE DISTRICT COMMISSIONER,  
P.O. BOX 1921,  
KISUMU

DATE: 15<sup>th</sup> June 2004

All District Officer,  
KISUMU DISTRICT.

RE: RESEARCH AUTHORISATION - ROBERT A. O. OKINDI

The above named is from the University of Nairobi.

Permission is hereby granted to the above to carry out research study on Assessment of the Implication of Decentralisation of Teachers Recruitment" in Kisumu District for a period ending 31st December 2004.

Please accord him the necessary support to enable him accomplish his mission.

*[Signature]*  
K. A. OGGBIA  
FOR DISTRICT COMMISSIONER  
KISUMU.

DISTRICT COMMISSIONER,  
KISUMU

C.C.

Robert Alfred Odora Okinda,  
University of Nairobi,  
P O BOX 90197,  
NAIROBI.

## APPENDIX IX

## MODELS OF TEACHER MANAGEMENT GOVERNANCE

Appearance of teacher management issues in three models of teacher management governance according to the actual level of decision-making

DECISION MAKING ISSUES ON TEACHER MANAGEMENT	TEACHER MANAGEMENT MODELS / DECISION-MAKING LEVEL			
	I	II IIA    IIB	III	
hiring teachers	C	La    La		La/Lc
governing teacher qualification				C
setting qualification standards for teachers	C	C	C	L
setting salary	C	C	La	Lc <sup>1</sup>
determining incentives				L
setting staffing levels	C	C	C	L
appointment	C <sup>2</sup>			
legislative framework	C	C	C	
responsibility for negotiating with teachers organisations	C			
initial teacher training	C	C I	C I	L In <sup>6</sup>
in-service teacher training	C	La	La	L
paying salaries	Lc	La	La	La/Lc
providing teachers' housing	Lc			
advising regions and districts on promotion, discipline and appointment	Lc			
promotion of teachers		LaLb	La Lb	
discipline		La	La	La/Lc
dismissal		La	La	
appraisal		La	La	
transfers		Lb	Lb	
monitoring teaching standards		C	C	L
accreditation control		C L	C L	
overall funding				Lc In <sup>3</sup>
supervision attendance				La/Lc
conditions of employment				L

## LEGEND:

## MODELS OF TEACHER MANAGEMENT

I = the Administrative Model

II = the Grassroots Model

IIa = free-market end of the spectrum

IIb = democratic end of the spectrum

III = the Alternative (small-scale) Model

## LOCUS OF DECISION-MAKING

C = decision-making at central governance level

L = decision-making at local governance level

La : school level (principal / school council, school committee)

Lb : intermediate layer (regional or district body)

Lc : local level (municipalities or district councils)

In : independent body or organisation

Based upon: Gaynor (1998)

<sup>1</sup> Setting minimum salary levels for (mostly unqualified) teachers at alternative schools

<sup>2</sup> Teachers are usually employed by the government and an independent service commission or body approves the appointment.

<sup>3</sup> Here : ((in)directly) support providing NGOs

**APPENDIX X**  
**BOARD OF GOVERNORS INTERVIEWING PANEL**

<b><u>Members</u></b>	<b><u>Position &amp; Role In The Panel</u></b>
(i) Chairman of BOG	Chairman (School Management)
(ii) Head teacher	Secretary (Professional)
(iii) Treasurer of BOG	Member (Resources)
(iv) School Sponsor/ Patron	Member (Spiritual)
(v) District Education Officer	Member (Regulations are followed)
(vi) Branch Secretary KNUT/KUPPET	Member (Fairness)
(vii) School PTA Chairperson	Member (Parents)
(viii) Head of Department	Member (Subject)
(ix) Two other members of BOG	Members

**Source:** T. S. C. Operational Manual (2002)