DECENTRALIZATION OF THE TEACHERS SERVICE COMMISSION: ISSUES AND CHALLENGES - A CASE OF MURANG'A SOUTH DISTRICT, KENYA

BY

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DECLARATION

This Research Project is my original work and has not been presented for any award in any other University.

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DEDICATION

To my late Mum Wangui and Dad Githaiga

To my loving daughter Koi,

My Brothers and Sister Rosemary Ng’ang’a,

To my comrades in turmoil who encouraged me to pursue this course.

To my covenant friends, Beatrice and Mama Njambi who stood with me all through.
I would like to express my sincere appreciation and gratitude to a number of people who were instrumental in helping me with this dissertation. First and foremost, I acknowledge my two supervisors Dr. G. A. Onyango and Dr. S. N. Waweru, both of Department of Educational Management, Policy and Curriculum Studies, Kenyatta University, whose encouragement and constructive input happened to be the first I encountered as I began the project report. Their guidance was exceptional. They acted enthusiastically and without hesitation to steer me this route when I voiced the consideration out loud.

Deep appreciation to my daughter Koi, you were the light burning bright at the end of this long tunnel.

I owe many thanks to my respondents who included secondary school teachers in Murang'a South District where the study took place. Your willingness to participate in this study is acknowledged and much appreciated.

Much gratitude goes to Eunice Kiiru who did an excellent work of typing and editing my work.

There were many people along my path that were supportive and helpful of which I have named a few. Thanks to all my friends and colleagues who were always there when I needed them. God bless you all.
ABSTRACT

The Teacher Service Commission in an effort to redress the challenges in teacher management in the country reviewed the recruitment and deployment of teachers, and decentralized teacher recruitment and management. Experiences from developed and developing countries reveal little evidence on the extent to which decentralisation of teacher management improves teaching quality and learning outcomes; and that decentralisation does not necessarily increase teacher morale. Although teacher recruitment and management in Kenya was decentralized since 2001, perception of teachers on decentralization has not been looked into, yet teachers are among the main stakeholders in education. Without proper and frequent evaluation of such issues as teachers' perceptions and feelings, the government may be forced to follow the same path as countries like Colombia, Mexico, Nigeria and Zimbabwe, all which saw policy swings back to centralisation after it became clear that there was inefficiency in handling teacher management at the levels to which it had been devolved. To address this problem, this study sought to find out the perception of this devolution to district and school levels by the teachers in Murang'a South District. To realize the purpose of this study, a survey design was adopted. The target population consisted of 69 public secondary schools, 1,107 secondary school teachers, and 4 education officers at the District Education headquarter. Data were collected by use of interview schedules and questionnaires. Data were analyzed using both descriptive and statistical analysis procedures. The descriptive analysis procedures employed included frequencies, percentages, and means. The results were reported in summary form using frequency tables, pie charts and bar charts. The study established that secondary school teachers in Murang'a South District find the TSC agents at district and school level as effective in the general management of teachers, with the agents doing well especially in
functions related to recruitment, promotion, transfer, and disciplining of teachers. However, a number of challenges hamper effective management of teachers at the district and school level through decentralization of TSC services. These include recruitment panels taking a long time to understand the process of recruitment; interference from stakeholders, politicians, teachers, relatives and friends; lack of qualified personnel; and poor transport systems. Therefore, it can be concluded that while teachers view decentralization of TSC services as a positive move towards improvement of service delivery, the effectiveness of this strategy is being hampered by the abovementioned challenges.
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<th>Abbreviation</th>
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<tr>
<td>AIDS</td>
<td>Acquired Immune Deficiency Syndrome</td>
</tr>
<tr>
<td>DEB</td>
<td>District Education Board</td>
</tr>
<tr>
<td>DEO</td>
<td>District Education Officer</td>
</tr>
<tr>
<td>EFA</td>
<td>Education For All</td>
</tr>
<tr>
<td>ESR</td>
<td>Education Sector Review</td>
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<td>ESSP</td>
<td>Education Sector Strategic Plan</td>
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<td>FPE</td>
<td>Free Primary Education</td>
</tr>
<tr>
<td>GER</td>
<td>Gross Enrolment Rate</td>
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<td>HIV</td>
<td>Human Immunodeficiency Virus</td>
</tr>
<tr>
<td>KCPE</td>
<td>Kenya Certificate of Primary Education</td>
</tr>
<tr>
<td>KCSE</td>
<td>Kenya Certificate of Secondary Education</td>
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<tr>
<td>KESSP</td>
<td>Kenya Sector Support Program</td>
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<td>KNEC</td>
<td>Kenya National Examination Council</td>
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<tr>
<td>MEO</td>
<td>Municipal Education Officer</td>
</tr>
<tr>
<td>MoE</td>
<td>Ministry of Education</td>
</tr>
<tr>
<td>PDE</td>
<td>Provincial Director of Education</td>
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<td>PRSP</td>
<td>Poverty Reduction Strategy Paper</td>
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<td>PTA</td>
<td>Parents’ Teachers’ Association</td>
</tr>
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<td>PTE</td>
<td>Primary Teacher Education</td>
</tr>
<tr>
<td>SP</td>
<td>Strategic Plan</td>
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<tr>
<td>SWAP</td>
<td>Sector Wide Approach to Planning</td>
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<td>TSC</td>
<td>Teachers’ Service Commission</td>
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<td>UNPD</td>
<td>United Nations Development Program</td>
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<td>UPE</td>
<td>Universal Primary Education</td>
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CHAPTER ONE
INTRODUCTION

This chapter discusses the background to the research problem, study questions and objectives. The purpose and the significance of the study, its scope and limitation have also been described. Finally, the theoretical and conceptual framework guiding the study is described and the operational terms are defined.

1.1 Background of the Study

In all parts of the world, recent decades have brought numerous political and administrative reforms in the education sector. A considerable proportion of these reforms bear the label of decentralization. Indeed decentralization has almost become a mantra among policy makers and international agencies. These individuals and bodies commonly assert that decentralization can facilitate better management and governance of education, and, in turn, improve efficiency and enhance relevance. Decentralization according to Hanson (1995) refers the transfer of decision-making authority, responsibility and tasks from higher to lower organizational levels or between organizations.

A number of studies have been carried out on the forms and extent of decentralization in both developed and developing countries. For example, Gaynor (1998) found out that in developing countries there has been little full-scale decentralisation of teacher management to the school level in public education. Stronger experiences are available in industrialised countries, such as the United States, United Kingdom, Australia and New Zealand; but even in industrialised countries the trend is far from uniform. The French government, for example, does not allow local control over teachers; and other countries, such as Ireland, do so only in the context of strong
central rules and regulations. Gaynor (1998) added that decentralisation of teacher management functions will not increase operational efficiency if the level receiving the responsibility cannot support it. Such countries as Colombia, Mexico, Nigeria and Zimbabwe saw policy swings back to centralisation after it became clear that there was inefficiency in handling teacher management at the levels to which it had been devolved.

In Kenya, the role of teacher management rests with the Teachers Service Commission (TSC). Before the formation of the Teachers Service Commission (TSC), various bodies employed teachers for public schools. These included the Central Government, Local Authorities, Churches and Communities. The teachers performed similar duties but had no uniform terms of service and their professional welfare issues would be handled in uniform (TSC, 2002). The terms and conditions of service were different from one employer to another. In many cases professional and academic excellence were not considered in determining a teacher's suitability for promotion or for appointment to a position or responsibility (Mutua 1975).

The Kenya National Union of Teachers (KNUT), which was registered as a trade union to fight for the welfare of teachers, urged the government to form a body that would deal with the employment of teachers. The TSC was formed by the Act of Parliament and was officially launched on 1st July 1967. TSC therefore became the sole employer of teachers in the country. It unified the terms of service for all teachers in Kenya (Okumbe, 2001). The functions of the commission include the registration, recruitment, deployment remuneration, maintenance of standards of education and discipline of all teachers in the above-mentioned institutions established under the Ministry of Education. The TSC has powers under Section 4 (1), Section 6 and Section 7 (3) of the Act to carry out the following functions:
i. To recruit, employ and register teachers

ii. To assign teachers for service in any public school

iii. To remunerate of such teachers

iv. To promote or transfer the teachers in service

v. To terminate the employment of such teachers

vi. To delegate to any person or body with the consent of the minister and subject to such conditions as he may impose some of their duties

vii. To keep under review the standards of education, training and fitness.

viii. To supply teachers and tender advice to the minister from time to time on the aforesaid matters.

ix. To refuse to register unsuitable person as a teacher

x. To compile and publish a code of regulation, which shall apply to all teachers employed by the commission, and from time to time modify or amend the code of regulations in such manner as it thinks fit (TSC, 2002).

Since inception, the TSC used the supply-driven method of teacher recruitment and management, which resulted in uneven distribution of teachers. This policy changed in 1997, following the Government freeze on employment of civil servants, including teachers, due to budgetary constraints. Since the year 2001, the Commission has only been allowed to recruit teachers to replace those who leave service through natural attrition. Thus, the Commission adopted a demand-driven policy in the recruitment and deployment process (TSC, 2006). To facilitate this process, the recruitment process was restructured and decentralized. The decentralization process has necessitated the redefining of the roles of the TSC agents. It also called for the involvement of the stakeholders at various local levels and also gave more responsibilities to the District Education Boards (DEBs) and Boards of Governors
(BoGs). Therefore, the TSC, out of wide stakeholder consultations, saw an imperative need to review the recruitment and deployment of teachers, and implement appropriate approaches in teacher recruitment and management. This was in the belief that decentralized, demand-driven teacher recruitment and management is one way of redressing the challenges in teacher management in the country (TSC, 2006).

The TSC has also been restricted to allow for effective delivery of services. In this respect the TSC headquarters has shed off most of the operational functions and devolved most of the routine processes to the Agencies. The role of the TSC headquarters now is mainly to formulate policies and regulate operations of the agents through provision of advice and guidance. Therefore the delegation of some TSC functions to the Provincial Directors of Education (PDE), District Education Officers (DEO), Municipal Education Offices (MEO), and the Board of Governors (BoGs) to some extent relieved pressure from the centralized system.

According to the TSC (2008), the responsibilities of the TSC that have been devolved to the district level include recruitment and employment of teachers, placement and transfer of teachers, promotion of teachers, and discipline of teachers. Two TSC functions that have not been devolved, that is registering of teachers and remuneration of teachers. The TSC agents on the ground, according to TSC (2008) include the Provincial Directors of Education (PDE), District Education Officers (DEO), Municipal Education Offices (MEO), and the Board of Governors (BoGs). The functions delegated to the field officers/TSC Units include: 1) Assignment of Duties - Transferring teachers from one school to another within their area of jurisdiction; and 2) Promotions: The PDEs interview applicants for promotion to GATI, Job Group 'L' for deployment as Heads of Department. MEOs and DEOs
based on studies conducted in countries such as Nicaragua, Mali, India, Sri Lanka, Burkina Faso and Chile, noted that little evidence existed on the extent to which decentralisation of teacher management had improved teaching quality and learning outcomes; and that it did not commonly increase teacher morale.

1.2 Statement of the Problem

The teacher resource is a vital input into the education process as teachers are responsible for the delivery of the curriculum and hence are critical in determining the quality of education. The TSC in an effort to redress the challenges in teacher management in the country reviewed decentralized teacher management aspects of recruitment and employment, placement and transfer of teachers, promotion of teachers, and discipline. As noted in the background of the study, experiences from developed and developing countries reveal little evidence on the extent to which decentralisation of teacher management improves teaching quality and learning outcomes; and that decentralisation does not necessarily increase teacher morale. Although teacher management in Kenya was decentralized since 2001, perception of teachers on decentralization has not been looked into, yet teachers are among the main stakeholders in education. Without proper and frequent evaluation of such issues as teachers’ perceptions and feelings, the government may be forced to follow the same path as countries like Colombia, Mexico, Nigeria and Zimbabwe, all which saw policy swings back to centralisation after it became clear that there was inefficiency in handling teacher management at the levels to which it had been devolved. To address this problem, this study sought to find out the perceptions of teachers on decentralization of the TSC.
1.3 Purpose of the Study

The purpose of this study was to investigate how the secondary school teachers in Murang'a South District perceive the idea of decentralizing the functions of the TSC services to the school and the District levels.

1.4 Objectives of the Study

i. To find out how the secondary school teachers of Murang'a South perceive the devolvement of TSC functions to district level.

ii. To find out the views of teachers on recruitment, promotion, discipline, placement and transfer of teachers at the school and District level.

iii. To find ways through which decentralization of teacher management can be implemented effectively for improved education service delivery

1.5 Research Questions

The study was guided by the following research questions:-

i. How do the secondary school teachers of Murang’a South perceive the devolvement of TSC functions to the District level?

ii. In which ways has the service delivery changed with the devolvement of TSC functions to the District level by bringing services closer to the teachers in Murang’a South District?

iii. How do the teachers view the recruitment, promotion, discipline, placement and transfer of teachers at the school and District level?

iv. What is the perception by teachers of the involvement of the stakeholders such as BoGs in the teacher management in secondary schools in Murang’a South District?

v. What other TSC services would the teachers like devolved and why?
1.6 Significance of the Study

The study could be of significance to stakeholders in education such as the government, the ministry of education, the TSC, teachers and teacher trainers in various ways. The government, being in charge of education provision, spends a lot of money in education, and would like to see a return on this investment. Since education quality depends to a large extent on the quality and dedication of teachers, the study could be of use to the government in that it will reveal any weaknesses existing in teacher management.

The findings of the study may also help Ministry of Education and the TSC to correct the issues that may be found wanting from the research. Since the goal of TSC, like any other human resource management organization, is to have the best employees through the most cost-effective way, the study could be of benefit in that issues that require reviewing relating to teacher management at the district and school level will be addressed. The TSC may for instance consider it wise to utilize the results and recommendations of this study to adopt such measures as would improve those elements identified as impacting negatively to the teachers and to the country in general.

The study could also be of benefit to teachers because, if the recommendations of this study are implemented, the challenges they face on the ground will have been dealt with, and teachers will be left more motivated, with high levels of job satisfaction and work morale. The end result of this would be improved quality of secondary education in the country.
1.7 Scope and Limitations of the Study

The study investigated how the secondary school teachers in Murang’a South District perceive the idea of decentralizing the functions of the TSC services to the school and the District levels. Data were gathered from principals, teachers, and education officers from the district. There are many other stakeholders involved who were not included such as officers serving at the TSC headquarters, members of the BoG, and the Provincial Education Officer. This was because of inadequacy of time and financial resources.

The study was conducted in public secondary schools in Murang’a South District. However, not all schools in this district were part of the study, again due to inadequacy of time and financial resources. However, an appropriate sampling procedure was used to allow for generalization in other schools within the district. The findings of the study could not however, be generalized to all the schools in the country.

1.8 Assumption of the Study

The study was based on the following three assumptions:-

i. That the information given by the respondents was a true reflection of the situation on the ground.

ii. That all the TSC employed teachers in Murang’a South District were aware of the decentralized functions of TSC.

iii. That the teachers had already developed perceptions about decentralization of TSC to the district level.
1.9 Theoretical Framework

The study was guided by the theoretical model of decentralization of education developed by Gaynor (1998). Gaynor situates decentralization of teacher management-related issues as part of an overall process of educational decentralization motivated by one or more forces. Three models, according to Gaynor (1998), are to be distinguished. These are the administrative model; the grass-roots model; and the alternative or small-scale model.

The administrative model is popular in large countries that have several levels of government. The central government sets standards, salary and staffing levels for publicly paid teachers and allocates budget resources to lower levels of the government. The teachers are also usually employed by the government, although a teaching service commission (or other independent body) may approve teacher appointments. Negotiating with teachers’ organizations is at the centre, and teacher training is in colleges that are controlled by the centre. Local governments are given some responsibilities such as paying salaries and providing housing for teachers (Gaynor, 1998).

The grassroots model’s approach varies depending on the values and focus of the decentralization reform. When parents are viewed as consumers, school boards can have significant power, but there is little role for local authorities. On the other hand, when the emphasis is on partnership, parents, teachers and community leaders are seen more equally, thus giving local authorities a bigger role to play. In the grassroots model the principal (with a school council or committee) is responsible for hiring, promotion, discipline, dismissal, in-service training and appraisal of teachers. The school board is usually the official employer. The central government is usually responsible for regulatory functions such as setting qualification standards,
monitoring teaching standards, determining class size and salary levels and establishing the legislative framework. Accreditation may be devolved or retained at the centre, and pre-service training varies from centrally controlled to decentralized (Gaynor, 1998).

The alternative model, also referred to as the small-scale model, is used mostly in local initiatives, rather than in national programs. It mobilizes direct support for teachers, including funding, from NGOs and the community. The school or community is given responsibility for hiring, discipline and paying teachers, as well as for supervising them. As a result teachers often lack formal teaching qualifications and are even more poorly paid. Standards are usually set at the local level, independent of the national norms. In some cases the centre may set some standards but they still don’t meet the national standards for education. Pre-service training is provided locally or by NGOs (Gaynor, 1998).

1.10 Conceptual Framework

The goal of this study was to investigate how the secondary school teachers in Murang'a South District perceive the idea of decentralizing the functions of the TSC services to the school and the District levels. Figure 1.1 presents the conceptual framework of the study.
As shown in the diagram above, this study investigated how the secondary school teachers in Murang'a South District perceive the idea of decentralizing the TSC functions of teacher recruitment, selection, promotion, discipline and transfer to the school and the District levels. The conceptual framework of the study suggested that
teachers' perception of decentralization of TSC to the district level depended on a number of factors, among them being accessibility of services to teachers at the district level, the quality of services offered by TSC representatives at the district level, recruitment and promotion effectiveness at the district level, and the ability of BoGs to handle teacher management matters at the school level. If the TSC human resource services are more accessible and of higher quality at the district level than it was at the headquarters before decentralization, then teachers will have positive perceptions, and this would increase job satisfaction and morale, leading to improved job performance. The opposite happens if teachers' perceptions are negative due to poor service delivery at the local level.
1.11 Definition of Significant Terms

**Attitude:** Refers to positive or negative pre-disposition to think, feel perceive and behave in a certain way towards a given situation.

**Board of Governors:** The body that is given the mandate by the minister of Education to manage the learning institutions.

**Decentralization:** This refers to the transfer of decision making authority, responsibility, and tasks from higher to lower organizational levels or between organizations.

**Devolution:** This is decentralizing services from the central office to district levels.

**Education:** This is the continuous process from birth to death from formal education is systematic teaching and learning received by the young in school or a college where they acquire new skills knowledge and values which enable them to be useful members of the society and help in development of a country.

**Inspection:** This is the process of guiding and giving professional growth and development of teachers and Evaluation instruction.

**Perception:** This refers to the process by which people interpret and organize sensation to produce a meaningful experience of the world.

**Performance:** This means the status of a pupil in respect to attainment of knowledge and skills in comparison with others and evaluated through formal examinations.

**Recruitment:** This is the process of assessing, interviewing and offering an opportunity to serve in a given area: The process of getting employed.

**Teacher:** A teacher can be trained or untrained and is employed to guide and direct the learning experiences of the learners in an institution.
CHAPTER TWO
LITERATURE REVIEW

2.1 Introduction

This chapter presents a review of literature related to the study. The chapter covers literature on the following:

- Centralization and decentralization of education
- Issues and challenges in decentralization of teacher management
- The political feasibility of decentralizing teacher management
- The TSC strategic plan
- The move of education and teacher management to the districts and schools levels
- Gender issues on secondary school leadership
- Summary of the literature review

2.2 Centralization and Decentralization of Education

Educational decentralization is a popular reform theme of governments around the world, but with goals, strategies and outcomes that are as different as the countries themselves (Hanson, 1997). These decentralization initiatives can range from arbitrary exercises of coercive power (such as Chile and Argentina under military governments in the 1970s) to conscientiously planned interventions driven by national political will. They can take many forms, such as revising the way a ministry of education makes decisions at the top of the system (for example Colombia in 1991); privatizing through the introduction of market forces (Chile in 1980), and empowering local educators and parents through school-based management (SBM) (Nicaragua in 1994) (Hanson, 1997). Because so many countries are attempting to
decentralize their educational systems, there is a growing need to synthesize the positive and negative aspects of these national experiences for both the academic community seeking greater insight into educational change as well as decision makers seeking guidelines on effective educational policy (Hanson, 1997).

Centralization and decentralization are not ends in themselves, but only means to an end. Consequently, under given conditions the rationale behind qualitatively strengthening a centralized system rather than decentralizing it can be quite persuasive. The principal arguments behind educational centralization are, as Winkler (1993) and Weiler (1993) observe:

- Financial, to benefit through economies of scale as well as the equitable allocation of resources to reduce regional economic disparities;
- Policy and programmatic uniformity, to establish consistency in quality, programmes and activities (e.g. curriculum, hiring, examinations, delivery of administrative services);
- Central placement of scarce human resources, to place strategically the scarce, skilled human resources at those points in the institution where their impact can reach across the entire educational system;
- The diffusion of innovation, to spread changes more rapidly through the entire system; and
- Improved teaching-learning, a tightly controlled curriculum can be one policy response to the problem of poorly qualified teachers.

Hanson (1998) cites Colombia, from 1968 to the late 1980s, as an interesting illustration of a country where a policy of centralization dramatically improved the organization and management of the educational system. Prior to the beginning of a series of centralization reforms in 1968, the departments (similar to provinces or
states) existed in a condition of semi-anarchy. They were highly politicized, rarely hesitant to use educational funds for other purposes, generally disorganized, very inefficient, and quite capable of routinely ignoring national educational policy whenever it proved convenient. For Colombia, the weak regional administrative infrastructures that poorly supported education called for increased centralization rather than decentralization in the 1970s and 1980s, and that strategy proved to be very effective (Hanson, 1986).

If centralization involves the concentration of decision-making authority at the upper levels of the organizational hierarchy, then decentralization involves the projection of that authority down through various levels of the organization. However, there are various forms of decentralization. Decentralization is defined as the transfer of decision-making authority, responsibility and tasks from higher to lower organizational levels or between organizations. There are three major forms of decentralization: deconcentration, delegation and devolution. (1) Deconcentration typically involves the transfer of tasks and work, but not authority, to other units in the organization. (2) Delegation involves the transfer of decision-making authority from higher to lower hierarchical units, but that authority can be withdrawn at the discretion of the delegating unit. (3) Devolution refers to the transfer of authority to an autonomous unit that can act independently, or a unit that can act without first asking permission.

Privatization is a form of devolution as responsibility and resources are transferred from public to private sector institutions (Rondinelli, 1990). The author argues that in the long run, devolution is the more effective method because it provides for continuity in the change process. Delegation often brings with it the so-called “yo-yo decision-making pattern” as newly appointed (and frequently changing) educational
leaders delegate or retract authority depending on their motivations of the moment (Hanson, 1989).

2.3 Issues and Challenges in Decentralization of Teacher Management

Some key areas to be considered with regard to decentralization of teacher management are: a) teacher professionalism, standards, certification and pre-service training; b) teacher recruitment and posting; c) teacher promotion, transfer and dismissal; d) in-service training and professional development; e) salaries, incentives and conditions of service; and f) pedagogical supervision and support.

2.3.1 Professionalism, Standards, Certification and Pre-Service Training

In principle, decentralization of teacher management leads to more autonomy. But, autonomy may result in less professional support for teachers and thus require more of them. For this reason, decentralization reforms must include strategies to increase teaching standards. These strategies may include giving teachers more control over accreditation, licensing and advanced certification and allowing teachers to set and monitor ethical standards. In addition, the reform might devolve responsibility for teacher training to various bodies such as advisory bodies or councils. In most countries it is probably unrealistic to expect much local involvement in setting standards or certifying teachers, except in the case of alternative programs. Therefore, the centre should oversee certification (Gaynor, 1998).

2.3.2 Recruitment and Posting

It is important for the reform to clearly delineate what aspects will remain at the centre and what should be decentralized. Usually the centre should decide the total number of teachers and qualification standards, while the community would be in
charge of the more administrative tasks such as pay and monitoring. Communities in developing countries often have difficulty recruiting teachers; to mediate this problem the government could establish a regional or national register of qualified teachers that would be updated and circulated to all schools on a regular basis. Another consideration is the fact that teacher shortages often lead to problems with teacher deployment. In such circumstances, the leaders would need to outline a plan for deployment that would be equitable to all students in all regions or localities (Meyer, 1993).

2.3.3 Promotion, Transfer and Dismissal

Most often promotion within the system means leaving teaching. This tends to lead to a decline in the perceived importance of teaching and of the need to improve teaching quality. To solve this problem, Australia and Ireland have created special graded teaching positions that offer more responsibility and higher pay to better teachers. Another issue is that central governments often set the procedures for filling higher-level posts. This can result in people being hired who have the correct political, socioeconomic and/or ethnic affiliations, rather than people being hired for their qualifications. To avoid this problem, any reform should outline the criterion for promotion in a clear and easily understandable manner (King & Berk, 2000).

2.3.4 In-Service Training and Professional Development

Relevant, regular and practical in-service training that is well implemented appears to be a prerequisite for school excellence. It is difficult for local groups to fund and organize in-service training. Rather, for practical and equity reasons it is wise to organize in-service training at a central or regional level, depending on the structure of the education system and geographic conditions. In some countries teachers'
unions and other bodies outside of the education sector provide training. This relieves some of the burden from the central government and may even lead to higher-quality training programs. Involving teachers in the process of their own development is also important because it gives them a stake and a say in what they are doing. One way to involve teachers is to ask them to design and deliver their own in-service training courses. Another way is to develop collegial working practices within and among schools so that the teachers can have more interaction with and learn from each other. This is taking place in Nepal, Thailand and Zimbabwe (Gaynor, 1998).

2.3.5 Salaries, Incentives and Conditions of Service

The terms and conditions of teachers’ employment are important because they largely determine the quality of candidates attracted to the profession. Governments are understandably wary about decentralizing decision-making power because many communities have difficulty offering attractive salaries, benefits and job security to teachers. As a result, schools are often forced to recruit teachers who are poorly qualified or not qualified at all, and who are inexperienced in order to fill the need for teachers. Moreover, this offers little incentive to teachers already in the schools to improve the quality of their performance. Some say that linking compensation to job performance would motivate teachers while at the same time making increases easier to administer. Currently there is little empirical evidence to support this, however. Other functions that might be decentralized are leave, payment of allowances and retirement benefits, and the determination of incentives that correspond to specific local requirements (Meyer, 1993).
2.3.6 Pedagogical Supervision and Support

Often the teacher supervision and evaluation system serves the needs of the government or civil servants and not those of the teachers or the schools. Since teachers and schools never see many of the reports that are carried out, they do not know how they are performing and thus have no need for or means of improving their skills or service provided. Another problem is that there are often too few supervisors to assess all of the teachers. When there are enough supervisors, there are often other problems related with transportation and time needed to conduct the evaluations that hinder their ability to actually supervise. Given this, it makes sense for the supervision and assessment to be carried out locally so that the teachers and staff can get regular information that can be used to improve their performance (Gaynor, 1998). School heads should always supervise and provide support to teachers, but they also need the authority to do something about poor performance and low quality. If they do not have that authority, their ability to be effective will be severely limited.

Pedagogical supervision is not something that should be devolved to the local community. Too often the people in the community do not know enough about teaching to effectively supervise it, and when they do know enough about teaching what they know is often outdated. To be effective, the criteria on which teachers are evaluated must be objective and must reflect local and school realities and priorities. Regular informal appraisal is more helpful to schools than informal yearly appraisal. Peer evaluation, self-evaluation, appraisal interviews with supervisors, and whole school and department reviews are some of the methods being considered to make appraisal less bureaucratic and more relevant and useful to schools. Appraisal in a decentralized teacher-management system should consider the needs of teachers, schools, localities and the entire nation. Changes should be consistent with the
governance structures, must include teachers, and must be comprehensive, simple, and possible to deliver. There should be a trial period before any new measures are adopted permanently (Gaynor, 1998).

2.4 The Political Feasibility of Decentralizing Teacher Management

Teachers' unions and associations usually strongly oppose any efforts to decentralize control over hiring and firing of teachers. This results from evidence that decentralized education has often led to delayed payment or non-payment of teacher salaries and to abuses of power by local officials. The power of the unions and associations comes from their ability to negotiate; consequently, they oppose decentralization in order not to negotiate with many different authorities or groups. Parents may fear that decentralization is simply an effort by the government to shift certain undesirable education functions to the communities and parents, while keeping the real decision-making power at the centre. In that event, the government would need to make the motivation for the reform very clear to the parents and communities in order to gain their support and assistance (Lockwood, 1998). Finally, the feasibility of decentralizing teacher management will depend on its perceived effects on teaching and learning. Understandably, a perception that teaching and learning will improve education will likely lead to the acceptance of the decentralization (King & Berk, 2000)

According to Lockwood (1998), decentralization of certain functions having to do with the status and responsibilities of the legal employer of teachers will require significant changes to the legal framework. The legislation must be clear on the role of each actor involved in the decentralization reform. It is important to clearly define the roles of each level of authority, but the status of the employer is one of the most important items to get right (Lockwood, 1998)
2.5 The TSC Strategic Plan

The teacher service commission has over the years undertaken various initiatives to shore up its performance for instance, in 2000 the commission rationalized its organization structure and developed its mission statement in a bid to clarify its corporate direction and identify its core business.

According to Image (2006), even with these efforts the lack of well-defined programme of action did not support these initiatives. The organization’s goals, objectives and programme of activities were not clearly articulated and its day-to-day operations remained routine in nature.

In 2002, the commission published a customer service charter following realization for the need to deliver quality service. Unfortunately no performance improvement programme was put in place to enable TSC attain the envisioned standards. To quote the TSC Secretary Gabriel K. Lengoibon by publishing our service charter, the commission was in essence compelling itself to think about managing for results rather than continuing to exist in a culture where performance is routine and where results are not predetermined.

The development of the strategic plan was a deliberate step by the commission to emerge with a comprehensive programme of action that is futuristic and endeavours to pre-determine results. The strategic plan is anchored on the vision of the TSC which is Effective Service for Quality Teaching. It also seeks to help the commission live to its mission to establish and maintain a sufficient professional teaching service for educational institutions – responsive to environmental changes. Further it seeks to reinforce the following core values of the TSC.
i. To create terms and conditions in the teaching service necessary for quality curriculum implementation.

ii. To embrace work practices that respect, protect and promote human rights and freedoms of pupils and students without discrimination.

iii. To contribute towards the achievement of the Millennium Development Goals (MDGs) including the attainment of Universal Primary Education (UPE)

iv. To maintain professional ethics and discipline among the employees in accordance with the established Code of Regulations (COR)

v. To preserve a high level of integrity, employees at all times.

vi. To ensure swift response to customer needs

vii. To ensure adherence adaptability and responsiveness to Government policies.

viii. According to the TSC secretary, teachers are a critical resource in the education sector hence it was crucial to develop a comprehensive programme that would optimize the utilization and management of this resource. Already a major proportion fund of public is spent on teachers.

2.6 The Move of Education and Teacher Management to the Districts and Schools Levels

For the purpose of democracy, transparency and accountability the Draft Bill on Education and Training (2007) has created an elaborate hierarchy of governance and management in Education and training in Kenya with authority to make decisions on financial and human resource deployment and other matters related to Education and training.

According to Insight Magazine Vol. 11 (2007), the structure is expected to ensure the participation of and consultation with the stakeholders and gender and regional equity at all level in the education and training.
Every province shall have a Provincial Director of Education and Training. At the
district level, the District Education Board (DEB) shall preside over the education and
training matters, teacher management with district education and training officer
(ex-officio) with no voting right, as secretary. The DEB shall consist of a chairperson
and fifteen other members representing the public and the private sectors and other
interests.

The chairperson of the DEB shall be a resident of the district, a person of integrity and
good character, and should be a holder of a university degree and at least ten years
experience in the field of education and training. The challenge has been sitting
District Commissioner automatically becomes the chairperson in the DEB the run
over of the district.

Commissioners in Kenya Murang’a South included, is so high that at times many
things are left hanging. The move by the TSC to delegate certain duties to powers of
agency at the provincial and District levels was arguably a move in the right direction,
but as expected whispered criticism has not ceased to emerge.

Critics fear the move, for instance to decentralize teacher recruitment is fraught with
dangers of corruption nepotism and political patronage. In the 2007 principals annual
conference, the retired chairman Mr. Peterson Muthatha was quoted saying that the
move by TSC was well intended and has already yielded positive results.

Appreciating the fact that recruitment of teachers has been a thorny issue years on end
Muthathai resist the recruitment and selection strategy has done the magic. This he
says has seen the rest while neglected regions make tremendous turnaround in
staffing, with postings going down well with teachers who can now settle and develop
interest in their duties.
The Permanent Secretary, Ministry of Education, Prof. Karega Mutahi does not rule out the possibility of irregularities, nepotism corruption and political patronage with the prevailing exigencies of poverty and massive unemployment. But not all is lost he says, when all is said and done, the advantages override the pitfalls as testified by respective school heads in hitherto marginalized areas. The duties and powers given to the DEBs which to some extent have been raising issues are:-

- Recruitment of teachers
- Disciplining teachers
- Promotion of teachers
- The role of the DEB in counselling especially on HIV/AIDS issues affecting teachers
- Failure to delegate all departments as they are at TSC Headquarters.

2.6.1 Recruitment of Teachers

At the moment almost all the secondary schools in Kenya are understaffed. This has been as a result of many teachers leaving the profession retiring dying more secondary schools and the TSC stopped employing teachers ten years ago. With so many graduate teachers floating out there, any opportunity to get employed by the TSC has been sought through thick and thin.

As principals send their monthly reports to the TSC Headquarters they will include the subjects that are understaffed in their report. Once in a while the TSC will advertise through the media vacancies of various subjects in various schools. The interviews are held in the school the board that sits to interview the teacher includes:-

1. Chairman BoG - Chairs the meeting
2. The principal - Secretary
3. DEO or representative
4. 3 BoG members
5. Deputy principal
6. Subject teacher

This makes a total of nine members. The area Member of Parliament is an ex-officio can attend.

The bone of contention has been credibility of the sitting board until recently when the Ministry insisted that the BoG Chairmen must be degree holders. Some schools have been chaired by semi illiterate chairmen and illiterate members there has been a feeling that it is abuse of the profession to have a group of some illiterate people assess a fully trained graduate teacher who has been given powers to read and act as a pertains his or her degree.

This is also the area where corruption and nepotism may be found. The board is guided by a selection score guide (see Appendix IV) where each candidate is awarded scores according to his:-

i. Academic profession
ii. Length of stay since qualifying as a teacher
iii. Length of teaching under BoG.
iv. Communication ability, special talent and willingness to participate in co-
curricular activities and other duties assigned by the head.

The qualifying teacher must commit him/herself in writing to work in that particular school for at least five (5) years before seeking for a transfer.

According to the Permanent Secretary Ministry of Education Prof Karega Mutahi, many teachers were recruited in some stations out of desperation. Its far from where their interests are, they don’t work they only wait for five years to elapse and they
start filling the transfer forms could Murang’a South be having such teachers who are desperate to leave hence the poor performance?

Madam Jemima Nindo, the Guidance and Counselling Officer at the TSC wonders whether this clause of teachers staying in the station for five years is facilitating the breakage of homes and the spread of HIV related diseases.

In the Education Insight Magazine (Oct 2006) the vice chairman of the Kenya Heads Association Mr. K. Tirop (the present chairman) is quoted saying that many secondary schools in Kenya have been so localized because each an every board want to recruit “their own” in their local school this means could be that these recruitment are never done fairly. It’s the high time perception of the teachers concerning the same was assessed.

2.6.2 Disciplining the Teachers

According to the reviewed TSC Act the District Education Boards shall hear and determine cases of students discipline referred to it by the BoG in the districts. It shall also hear and determine cases of non-teaching staff and any other person aggrieved by the decision of the board. The teacher’s discipline cases will first be heard by the BoG in the schools (Education Insight April/2007).

The act provides guidelines to BoG in hearing and determining discipline cases of teachers and students. When dealing with discipline of teaches the DEB is expected to:-

i. Inform the person concerned of the nature of the allegations made against him or her

ii. Afford that person adequate time and prepare and present a defence
iii. DEB may act on general evidence on statements relating to the character or conduct of the person concerned and shall not be bound by the rules of evidence as set under Evidence Act.

According to the secretary Kenya Heads Association way ward teachers should be disciplined “as a way of encouraging them to observe professionalism”. Once in a while, alleged errant teachers subjected to disciplinary action by the Teachers Service Commission (TSC) have accused respective school heads of malice and witch hunt.

A teacher will be disciplined and interdicted due to many reasons for example:-

- Desertion
- Sick leave (failure to apply)
- Incitement, insubordination, negligence of duty and chronic absenteeism
- Misappropriation, mismanagement and embezzlement.
- Immoral behaviour
- Forgery, corruption deals, impersonation and fraud.

Some teachers complain that some principals are driven by malice to see them disciplined and interdicted they feel that the board that sits to listen to them may not be fair because they want to please the complainant (the principal) and since some of them have some “interests” in the schools they tend to be bias.

Some board members reside very near the school just as most teachers, this one makes both the BOG member and teachers interact, most of the times informally either in bars, weddings etc. It is said that familiarity is the cause of contempt. If a teacher is to be disciplined due to drunkenness, a member will already be bias having had interacted with the teacher in the bar other times. If the case is about lateness the same BoG member is the neighbour who acts watchman to the teacher. Other village
matters may affect the judgment of the team. It becomes very dangerous to empower the BoG to judge the innocence and the level of guilty of the teacher.

According to Insight (2007) the secretary Heads Association Ms Berth Omanya, as an invaluable asset to the school a principal has no reason to antagonize a teacher. In the case of an iota of this nature she says, there would be very personal reasons bordering on conflict of interest. The disciplinary procedure against a teacher who has contravened his/her service code or regulations starts by a teacher being served with an interdiction letter.

According to Image (2006) first offenders in particular are initially taken a back by this kind of “uncalled for” response to what they thought was simply an oversight or omission. They will even wonder how their employer got involved in such local issues at school. It may have been an absence for a few days but intermittent or a quarrel with the head teacher arising from holding a dissenting opinion and subsequently taking what one thought or imagined was the appropriate action.

Whatever the case, the culprit is expected to write a comprehensive defence statements which is to be forwarded to the commission within 21 days following interdiction in the address the offence. You may admit or deny the offence but what matters most is how candid you are in your facts. The supportive evidence is very important aspect of the statement.

The issue is that the board that is set at the TSC headquarters will listen to the defence after the BOG in schools. The board writes the recommendations which at times are judgmental the major issue here is how fair are these panels. What can put a teacher in trouble is many teachers are never orientated or inducted in their news stations.
The code of regulation for teachers booklets is only kept by the principal who uses it only when he/she is pinning down a teacher other times its under lock and key. This makes many teachers to be ignorant of what can put them to trouble.

Some terms used by the code are also not easy to understand and again here some teachers are far too ignorant of the meaning or interpretation for example one may be ignorant on the term desertion: the interpretation is absence from duty without permission for 14 or more continuous days including weekends and holidays. What will not make a malicious board put the teacher on duty when he is already absent?

Infamous conduct: many teachers don’t know the interpretation of the same and they may conduct themselves infamous without their knowledge this includes

- Drunkardness
- Being disorderly as a result of intoxication
- Fighting
- Abusing or peddling drugs
- Dealing in pornography
- Inappropriate dressing (operational Manual on Teacher Management 2002)

The other big challenge her is that the Boards in schools are also not familiar with the code of Ethics for teachers because they are not teachers and many teachers tend to think that they judge via intuition and physical appearance of the teacher with the assistance of the principal who may be bias. With the devolution of powers from the TSC headquarters to the district level and schools. Many teachers who could be innocent have been disciplined.
2.6.3 Promotion of Teachers

It is now a TSC Policy that after 3 years in a certain job group one qualifies for a promotion to the next job group up to job group ‘L’. From job group ‘L’ to move up, it’s through an interview. These interviews have also been decentralized to District level especially the posts for Heads of Departments, Deputy Principals and Principals. The panel that sits at the DEOs office is usually chaired by the provincial staffing officers other members include:-

- The Quality Assurance Officer in the district
- The District Education Officer
- The Quality Assurance Officer from the Province
- The Chairman Heads Association in the District
- A woman representing the lady principals in the District
- A chairman of the heads association in any of the neighbouring district but within the province

The teachers who turn up for these interviews must carry a confidential report from their principals, which either recommends or discourage the panel. Many teachers complain that the principals have a lot of say in determining who gets promoted and who does not.

Deputy principals have been quoted in their management courses through the Kenya Education Staffing Institutes (KESI) as being undermined by their bosses some principals never want their deputies promoted, hence they will give oral negative comments to their chairman of the association before the interview by the time the teacher appears for the interviews judgment has already been made.
Many teachers especially in Murang’a South complain that those powers should be left to the TSC agents excluding the principals. There is also the issue of which school one is posted after passing and getting the promotion. There is tendency for favourism and nepotism in the choice of the school one is posted to.

There has also been the question of the level of a school performance locality etc. A deputy principal from Njiiri School may easily pass the interview as compared with a deputy from Gathera Secondary School because Njiiri performs well in the National Exams but the value added to the student in Gathera should not be ignored. The lowest mark in Njiiri could be 400 marks while the best in Gathera is 200 marks. If a student gets a grade C+ from Gathera that is value added. That is why many teachers feel that these promotions should be left to the commission.

2.7 Gender Issues on Secondary School Leadership

Earlier on in the 1970’s mid 80’s women were not to be found in the high ranks of Administration of education (shake shaft 1980). This could be as a result of the way in which school leadership is a associated with masculine traits behaviour. According to Al-Haifa (1988) when a woman takes a management post in what was previously a male domain, this perceived intrusion leaves her exposed and vulnerable. Management work is therefore made more difficult for women generally because of isolation and the need to negotiate their way through challenges, which come not only from staff but also from outsiders such as advisers, parents, boards of governors and even the DEBs (Al-Khalifa, 1988).

This mentality has also crept to the panels that promote teachers and one may be biased over women leadership. It is not until recently when the TSC started appointing lady principals to head mixed schools.
While a supportive and safe learning environment should be created, women head teachers are expected to ensure that the students succeed (Gachukia, 1995). The emphasis here is that women head teachers and deputies like their male counterparts are expected to be effective leaders despite the challenges that they face.

Biklen (1980) in his study of administrative styles women points out the difficult of women attempting to succeed in traditionally male fields. Either they are judged competent and unfeminine or incompetent and feminine a choice that puts two strong and interconnected identities in conflict. Griffith Frederiksen and Hemphill (1979) found that women are preferred as decision makers because of the way they make decisions. Some district panellists still hold to the school of thought that women need not be promoted to mixed school as managers.

2.8 Summary of the Literature Review

The literature under review focused on what other scholars of education have said about the significance of the variables the project will set out to investigate. The review has showed that this country in general and the rural areas in particular have to counted with a serious shortage of properly trained teachers if the same areas have not produced graduate teachers at all with the devolution of powers in recruitment to district level. A district will recruit as many teachers as they have trained.

The review quoted the works of Karibu Kinyanjui in his IDs paper No. 208 where he argues that teacher qualification and the BOG illiteracy could not be taken as sole index of the quality of secondary education there is need to distribute teachers equitably and there is need to promote teachers using the right channel.

Performance can continue to be a problem unless those same teachers were given sufficient and relevant guidance in the area of instructional process through well
organized and executed induction and orientation programs in the recruitment stations so that our institutions don’t have teachers who are demoralized and stressed that they need to stick in one station for a minimum of five years while their interests are some where else.

The review also drew the attention to the reader to the fact that the Headteachers attribute and involvement in promotion of teachers is an issue. All the people concerned should fully participate in this noble undertaking and that incentives, rewards and job opportunities are necessary to make education meaningful to the learner.
CHAPTER THREE
RESEARCH METHODOLOGY

3.1 Introduction

This chapter explains the procedures that were used in carrying out the study. Specifically, it describes the research design, study location and population, sampling procedures and sample, instrumentation, data collection and data analysis procedures.

3.2 Research Design

The study adopted a descriptive survey design. The design was considered appropriate for the study because according to Kothari (2004) survey is concerned with describing, recording, analyzing and reporting conditions that exist or existed. Kerlinger (1973) argues that survey method is widely used to obtain data useful in evaluating present practices and in providing basis for decisions. In this study, the researcher collected data on the perceptions of teachers on decentralization of the TSC and described the situation as it is; hence descriptive survey design was most appropriate. Data for the study were collected using questionnaires and interview schedules.

3.3 Locale

The study was conducted in Murang’a South District, Central Province. It is located 70 kilometres from Nairobi. The district is bordered by Thika District to the south, Machakos to the east, Nyandarua to the west, Murang’a North to the north, Kirinyaga and Mbeere to the Northeast. Wamahi and Karugu (1995) point out that, being familiar with the research locale helps in gaining acceptance. Singleton (1993) noted that the ideal setting for any study should be easily accessible to the researcher and
should be that which permits instant rapport with the informants, hence the choice of Murang'a South District.

3.4 Target Population

The target is defined as all the members of a real or hypothetical set of people, events or objects which a researcher wishes to generalize the research study (Borg and Gall 1989). The population consisted of 69 public secondary schools, with a total of 1,107 teachers. The TSC agents on the ground were also targeted, including the principals and the District Education Officer.

3.5 Study Sample and Sampling Procedure

Since the study could not be conducted in all the 69 secondary schools in Murang'a South District, a representative sample was selected for the study. A number of scholars suggested various ways of arriving at a representative sample size. It is, however, generally agreed that the larger the sample, the smaller the error. According to research scholars such as Gay (1992), a minimum sample size of 10% is considered adequate if the population is large. Accordingly, a sample of 120 teachers was selected from the 1,107 teachers in Murang’a South District. This formed 10.8% of the target population, which was slightly above the minimum recommended sample size. The 120 teachers came from 20 schools, whereby six teachers were selected per school.

Stratified random sampling was used to select the 20 schools. The 69 schools in Murang’a South District were first grouped according to type - 58 mixed day and boarding schools, 5 boarding boys and 6 boarding girls in the district. These formed the strata for the study. Table 3.1 presents the sampling matrix.
Table 3.1  Sampling Matrix

<table>
<thead>
<tr>
<th>Schools</th>
<th>No. of schools</th>
<th>Schools</th>
<th>Teachers</th>
</tr>
</thead>
<tbody>
<tr>
<td>Girls only school</td>
<td>6</td>
<td>2</td>
<td>12</td>
</tr>
<tr>
<td>Boys only schools</td>
<td>5</td>
<td>2</td>
<td>12</td>
</tr>
<tr>
<td>Mixed day &amp; boarding</td>
<td>58</td>
<td>16</td>
<td>96</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>69</strong></td>
<td><strong>20</strong></td>
<td><strong>120</strong></td>
</tr>
</tbody>
</table>

The simple random sampling method was used to select the teachers from the respective schools. The principals of the 20 secondary schools were required to take part in the study, in their capacities as TSC agents on the ground (being BoG secretaries). Together with this, the four Education Officers from Murang’a South District were included in the sample.

3.6 Research Instruments

In order to address the research objectives and research questions, data were collected by use of questionnaires and interview schedules. Questionnaires were used for data collection because as Kiess and Bloomquist (1985) note, they offer considerable advantages in the administration: they present an even stimulus potentially to large numbers of people simultaneously and provide the investigation with an easy accumulation of data. Gay (1992) maintains that questionnaires give respondents freedom to express their views or opinion and also to make suggestions.

3.6.1 TSC Decentralization Questionnaire for Headteachers and Teachers

This method was used to solicit data from the headteachers and teachers. The questionnaire had four sections. Section A sought to collect demographic data of the respondents. Section B contained questions seeking to establish from the respondents
on the problems, which the teachers encountered in the process of recruitment, discipline and promotion in the hands of the BoG and the DEO. Section C and D required the respondents to give suggestions on how these processes can be improved.

3.6.2 TSC Decentralization Interview Schedule for District Education Officers

The interview schedule was for the Education Officers from Murang'a South District headquarters. They included the DEO, staffing officer, quality assurance officer and officer in charge of exams. The interview schedule was used to gather information on their view on TSC devolution of services to district level and establish from them how best the services could be improved if there was need.

3.7 Validity

Mugenda and Mugenda (1999) define validity as the accuracy and meaningfulness of inferences, which are based on the research results. In other words, validity is the degree to which results obtained from the analysis of the data actually represents the phenomena under study. Validity, according to Borg and Gall (1989), is the degree to which a test measures what it purports to measure. The pilot study helped to improve face validity and content of the instruments. According to Borg and Gall (1989), validity of an instrument is improved through expert judgment. As such, the researcher sought assistance from her supervisor, in order to help improve content validity of the instrument.

3.8 Reliability

Borg and Gall (1989) define reliability of a research instrument as its level of internal consistency or stability overtime. A reliable instrument therefore is one that constantly
produces the expected results when used more than once to collect data from two samples randomly drawn from the same population.

A reliability of a standard test is usually expressed as a correlation coefficient, which measure the strength of association between variables. Such coefficients vary between 0.00 and 1.00 with the former showing that there is no reliability whereas the later shows perfect reliability which is very difficult to achieve in practice. Reliability coefficient shows the extent to which an instrument is free of error variance.

The research instruments were tested in order to assess their reliability. The questionnaires were given to the respondents to fill in, and then after one week, the same questionnaires were again administered to the same respondents. To attest the reliability of the instruments, test retest was used. To compute the correlation coefficient of the instruments, the following formula was used.

\[
R = \frac{\sum Xy - (\sum X)(\sum y)}{\sqrt{[\sum X^2 - (\sum X)^2][\sum y^2 - (\sum y)^2]}}
\]

Where

\[
R = \text{correlation coefficient}
\]
\[
N = \text{total number of scores}
\]
\[
\sum = \text{summation of scores}
\]
\[
X = \text{scores}
\]
\[
y = \text{scores}
\]

The researcher accepted validity of items at a correlation coefficient of 0.68, which is recommended by Kiess and Bloomquist (1985).

3.9 Piloting

Piloting was done to determine the reliability and validity of the instrument. It helped in modifying and removing any ambiguous items in the instruments. The researcher administered the pilot’s study to five headteachers and 35 teachers. The schools in
the pilot study were randomly selected from those left out in the main sample. Responses from the pilot group were used by the researcher to make modifications to the instrument.

### 3.10 Data Collection Procedure

After approval of the proposal, the researcher got a letter of introduction from the university and then visited the Ministry of Education offices in Nairobi, from where a permit to conduct the research was issued. After this, the researcher visited each of the sampled schools and booked appointments with headteachers and teachers to administer the questionnaires. On the day of appointment, the researcher visited each of the sampled schools. The researcher then administered the questionnaires to the sampled headteachers and teachers. With regard to interview schedule, prior arrangements were made to interview the education officers. On the material day, the researcher personally visited the officers and interviewed them.

### 3.11 Data Analysis

After data collection, the researcher coded all the data and entered them in the computer for analysis using the Statistical Package for the Social Sciences (SPSS). Data were analyzed using both descriptive and statistical analysis procedures. The descriptive analysis procedures employed included frequencies, percentages, and means. The results were reported in summary form using frequency tables, pie charts and bar charts.
CHAPTER FOUR
DATA ANALYSIS AND DISCUSSION

4.1 Introduction

This chapter covers the findings of the study and a discussion of the findings. The study sought to investigate how the secondary school teachers in Murang'a South District perceive the idea of decentralizing the functions of the TSC services to the school and the district levels. Data were collected from 120 teachers. The study had three study objectives:

i. To find out how the secondary school teachers of Murang'a South perceive the devolvement of TSC functions to District level.

ii. To find out the views of teachers on recruitment, promotion, discipline, placement and transfer of teachers at the school and District level.

iii. To find ways through which decentralization of teacher management can be implemented effectively for improved education service delivery

4.2 Demographic Data of the Respondents

The study was conducted in 20 schools in Murang'a South District. A total of 120 teachers participated in the study. There were four education officers and 20 principals. This included 73 (60.8%) male teachers and 47 (39.2%) female teachers. Of the 120 teachers, 92 (76.7%) were Bachelor degree holders, 19 (15.8%) had diploma qualifications while 9 (7.5%) had Masters qualifications. Majority (n=101; 84.2%) were graduate teachers.

Eighteen 18 (15%) had served as Heads of Department for one year while 4 (3.3%) had served as deputy headteachers for a period of four years.
The teachers were asked to indicate their professional experience as a class teacher. They responded as shown in Table 4.1.

Table 4.1 Professional experience as a classroom teacher

<table>
<thead>
<tr>
<th>Experience</th>
<th>n</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Less than 1 year</td>
<td>33</td>
<td>27.5</td>
</tr>
<tr>
<td>Between 6-10 years</td>
<td>48</td>
<td>40.0</td>
</tr>
<tr>
<td>Between 11-15 years</td>
<td>18</td>
<td>15.0</td>
</tr>
<tr>
<td>More than 15 years</td>
<td>21</td>
<td>17.5</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>120</td>
<td>100.0</td>
</tr>
</tbody>
</table>

Table 4.1 shows that 48 (40%) teachers had served for a period of between 6-10 years, 33 (27.5%) had served for less than a year while 21 (17.5%) served for more than fifteen years.

4.3 Teachers' Perception of Devolvement of TSC Functions

The first study objective was to find out how the secondary school teachers of Murang’a South perceive the devolvement of TSC functions to District level.

A total of 89 (74.2%) teachers reported that they had been promoted, noting that they got their promotion through the processes shown in Table 4.2.

Table 4.2 Process through which teachers got promotion

<table>
<thead>
<tr>
<th>Promotion</th>
<th>n</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Automatically</td>
<td>69</td>
<td>57.5</td>
</tr>
<tr>
<td>Interviewed</td>
<td>20</td>
<td>16.7</td>
</tr>
<tr>
<td>Never been promoted</td>
<td>31</td>
<td>25.8</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>120</td>
<td>100.0</td>
</tr>
</tbody>
</table>

According to Table 4.2, majority (n=69, 57.5%) of the teachers received their promotion automatically. Promotion of teachers is one function that was decentralized...
by the TSC to the district level. It is an area that should be handled professionally because, as Ngware, Wamukuru and Odebero (2006) observe, the secondary school system is said to be marred by nepotism and corruption allegations in the promotion of teachers. Such malpractices are likely to affect teachers' morale, performance and commitment to school improvement as non-performers are rewarded.

The teachers were asked to state if they had ever sat for an interview since they became teachers. Fifty-nine (49.2%) teachers reported that they had been interviewed while 61 (50.8%) had not been interviewed. Teachers are normally interviewed if they have applied for promotion opportunities. That only 49.2% of the teachers had been interviewed shows that about 50% of teachers in Kenya are either not aware of the growth opportunities available in their teaching career, or have no growth aspirations. Teachers with high career aspirations can be noticed in various ways. Such teachers attend professional development courses and make applications for promotion any time the opportunities arise. However, as Oplatka and Sheva (2007) point out, in developing countries there are few if any tangible incentives for teachers to upgrade their qualifications, sometimes because tenure is permanent and accountability is lacking. For instance, Osei (2006) gives the example of Ghana, where promotion is achieved primarily through seniority, devotion to extra-curricular school activities or through family/kin connections to senior bureaucrats, regardless of the teacher's participation in a certain in-service program. Such views can hinder teachers from attending in-service training, making them feel unqualified to apply for promotion opportunities.

Table 4.3 shows where the teachers went for the interviews.
Table 4.3 shows that of those interviewed, 17 (14.2%) were interviewed at the TSC headquarters, while 42 (35%) were interviewed at the Provincial Director of Education’s office. The TSC policy guidelines on recruitment of teachers indicate that candidates should be interviewed in the respective schools by the BoG sub-committee for recruitment. The table shows that most of those who had attended interviews were interviewed at the Provincial Director of Education’s office. This is closer to the teachers than the TSC headquarters offices, making the service closer to the teachers. One of the objectives of decentralization is to make services closer to those being served, thereby making the services more accessible.

Of the teachers who participated in the study, 61 (50.8%) had not sat for interviews. Of these, 43 (35.8%) reported that they had never applied for interviews, while 18 (15%) applied for it but were never invited for the interviews. There could be teachers who are not aware of promotion opportunities once they arise. The TSC, being the body charged with human resource management in the education sector, is expected to effectively communicate promotion opportunities to all teachers in the country.

Of the 120 teachers who took part in the study, 68 (56.7%) were appointed by the Board of Governors panel, while 52 (43.3%) had a direct TSC appointment. When asked if they knew all the members of the board of their school, majority (n=76,
63.3%) reported that they did not know them. A total of 32 (26.7%) teachers had appeared before the BoG panels. Figure 4.1 shows the reasons for teachers appearing before the BoG.

Figure 4.1: Reasons for teachers’ appearance before BoG panels

![Diagram showing reasons for teachers appearing before BoG panels]

As shown in Figure 4.1, many (n=88, 73.3%) of the teachers had never appeared before BoG panels. School BoG is one arm of the TSC agents at the district and school level, the others being the Provincial Directors of Education (PDE), District Education Officers (DEO), and Municipal Education Offices (MEO). It is notable that the BoGs have other demanding functions. On appointment, the BoGs are charged with role of managing the school on behalf of the Minister for Education. According to the Wangai Report (Republic of Kenya, 2001), the BoG members are in-charge of planning, development, budgeting and control of expenditure, sourcing of funds, disciplining of teachers, learners and non-teaching staff. They have to ensure that education policies are implemented and work within the framework of the Kenya
Government’s education goals. They are also charged with the responsibility of approval and discussion of the school budget (Ministry of Education, 2000). As the TSC adds more teacher management roles to the BoG, it is important that issues related to their training and allowances be looked into.

Figure 4.4 below shows how often teachers visited the district office and the TSC headquarters.

Table 4.4 Rate of teachers visiting the district office and TSC headquarters

<table>
<thead>
<tr>
<th>How often</th>
<th>District Office</th>
<th>How often</th>
<th>TSC headquarters</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>n</td>
<td>%</td>
<td>n</td>
</tr>
<tr>
<td>Frequently</td>
<td>0</td>
<td>0.0</td>
<td>Frequently</td>
</tr>
<tr>
<td>Sometimes</td>
<td>16</td>
<td>13.3</td>
<td>Sometimes</td>
</tr>
<tr>
<td>Rarely</td>
<td>76</td>
<td>63.3</td>
<td>Rarely</td>
</tr>
<tr>
<td>Never</td>
<td>28</td>
<td>23.3</td>
<td>Never</td>
</tr>
<tr>
<td>Total</td>
<td>120</td>
<td>100.0</td>
<td>Total</td>
</tr>
</tbody>
</table>

As shown in Table 4.4 above, none of the teachers reported that they frequently visited the district office, while 15 (12.5%) of them reported that they frequently visited the TSC headquarters. Sixteen (13.3%) of the teachers sometimes visited the district office, compared to 19 (15.8%) who sometimes visited the TSC headquarters. This shows that teachers visited the TSC head office more frequently than they did the district office, showing that decentralization of TSC functions was yet to reduce the number of teachers seeking services at the headquarters. There should be deliberate efforts by the TSC to ensure that teacher management services are available at the district level. This is necessary in order to ease the workload at the TSC headquarters, to serve the teachers as quickly as possible, and to improve service delivery to teachers. Frustration by teachers seeking services from the TSC headquarters can emerge from having to travel long distances to Nairobi City along a poor road.
network often characterized by nasty traffic jams. This leads to waste of time for teachers, who are already hard pressed to cover the syllabus within the stipulated time.

The headteachers were presented with 8 items relating to decentralization of TSC functions. They were to indicate the extent to which they agreed or disagreed with the statements, using a Likert scale that ranged from strongly agree to strongly disagree. Their responses are summarized in Table 4.5.

<table>
<thead>
<tr>
<th>Statement</th>
<th>SA</th>
<th>A</th>
<th>D</th>
<th>SD</th>
</tr>
</thead>
<tbody>
<tr>
<td>Teachers still visit the TSC headquarters in Nairobi even with the TSC</td>
<td>80.0</td>
<td>20.0</td>
<td>0.0</td>
<td>0.0</td>
</tr>
<tr>
<td>Office at the District level</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Teachers visit the TSC District level and their problems are always solved</td>
<td>4.0</td>
<td>50.0</td>
<td>10.0</td>
<td>0.0</td>
</tr>
<tr>
<td>I appreciate the services at the district level</td>
<td>60.0</td>
<td>20.0</td>
<td>15.0</td>
<td>5.0</td>
</tr>
<tr>
<td>I appreciate the idea of recruitment and promotion of teachers from the</td>
<td>55.0</td>
<td>15.0</td>
<td>20.0</td>
<td>10.0</td>
</tr>
<tr>
<td>district and school level</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Teachers discipline cases are handled well at the school and district</td>
<td>30.0</td>
<td>15.0</td>
<td>35.0</td>
<td>20.0</td>
</tr>
<tr>
<td>level</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>I play a major role in the promotion of the teachers in my school</td>
<td>25.0</td>
<td>15.0</td>
<td>40.0</td>
<td>20.0</td>
</tr>
<tr>
<td>Many teachers still come to ask for permission to visit the TSC</td>
<td>45.0</td>
<td>35.0</td>
<td>20.0</td>
<td>0.0</td>
</tr>
<tr>
<td>Headquarters while the services have been brought to the District level</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Even with an empowered board I find myself going to explain some</td>
<td>15.0</td>
<td>30.0</td>
<td>40.0</td>
<td>15.0</td>
</tr>
<tr>
<td>discipline issues at the headquarters</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Key: SA – Strongly Agree; A – Agree; D – Disagree; SD – Strongly Disagree

Table 4.5 above shows that all the 20 (100%) headteachers agreed that teachers still visit the TSC headquarters in Nairobi even with the TSC Office at the District level.

Similarly, majority (over 50%) of the headteachers agreed with the following:

- Teachers visit the TSC District level and their problems are always solved
- I appreciate the services at the district level
• I appreciate the idea of recruitment and promotion of teachers from the district and school level

• Many teachers still come to ask for permission to visit the TSC Headquarters while the services have been brought to the District level

On the other hand, majority (over 50%) of the headteachers disagreed with the following:

• Teachers discipline cases are handled well at the school and district level

• I play a major role in the promotion of the teachers in my school

• Even with an empowered board I find myself going to explain some discipline issues at the headquarters.

From the above, it emerges that decentralization of TSC services has not improved handling of discipline cases, and headteachers do not feel to be playing a major role in promotion of teachers. This poses a challenge to one of the core values of TSC, which, according to the TSC strategic plan (Teacher Service Commission, 2008), is to maintain professional ethics and discipline among the employees in accordance with the established code of regulations.

According to the four education officers interviewed, their role in recruitment of new teachers in secondary schools in the district is well done while at the primary there were the following challenges:

• Recruitment panels take time to understand the process of recruitment

• There is a lot of interference from stakeholders, politicians, teachers, relatives and friends.

• Lack of qualified personnel

• Poor transport systems
When asked to state the challenges they face when promoting teachers, the education officers reported that they were demotivated when they made some recommendations and were ignored. On the issue of disciplining teachers, the education officers stated that it consumes a lot of time at the expense of other duties. On the role of BoGs in implementing policies, 75% of the education officers reported that some are challenged by lack of experience and formal education while 25% reported that some offices collude with the indisciplined teachers hence they become a hindering block in policy implementation. One challenge facing decentralization of TSC functions in Kenya is that the BoG may not be fully competent to play the roles delegated to them. This is because there are no definite criteria enumerating the skills necessary for appointment to a board. In addition, service on school boards is not remunerated; and consequently most professionals avoid it. Munyiri (2008) reports that the result of this is that most public schools are managed by old and unenergetic retirees, semi-literate businesspeople, or other semi-skilled non-professionals; often ignorant of elementary law or the basic concepts of public finance, human resource management and organizational management.

4.4 Teachers' Views on Effectiveness of District Level TSC Agents in Service Delivery

The second objective of the study was to find out the views of teachers on recruitment, promotion, discipline, placement and transfer of teachers at the school and district level.

The teachers were asked to indicate their opinion on the effectiveness of TSC agents at the district and school level in handling various functions. Their responses are as summarized in Table 4.6.
Table 4.6  Teachers' views on effectiveness of TSC agents

<table>
<thead>
<tr>
<th>TSC Agents' Functions</th>
<th>Very effective</th>
<th>Effective</th>
<th>Ineffective</th>
<th>Very ineffective</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>n</td>
<td>%</td>
<td>n</td>
<td>%</td>
</tr>
<tr>
<td>Recruitment of teachers</td>
<td>23</td>
<td>19.2</td>
<td>58</td>
<td>48.3</td>
</tr>
<tr>
<td>Promotion of teachers</td>
<td>31</td>
<td>25.8</td>
<td>64</td>
<td>53.3</td>
</tr>
<tr>
<td>Transfer of teachers</td>
<td>27</td>
<td>22.5</td>
<td>49</td>
<td>40.8</td>
</tr>
<tr>
<td>Disciplining of teachers</td>
<td>18</td>
<td>15.0</td>
<td>55</td>
<td>45.8</td>
</tr>
<tr>
<td>Improving service delivery to teachers</td>
<td>7</td>
<td>5.8</td>
<td>18</td>
<td>15.0</td>
</tr>
<tr>
<td>Improving teacher performance through proper management and development</td>
<td>2</td>
<td>16.7</td>
<td>11</td>
<td>9.2</td>
</tr>
<tr>
<td>Involving stakeholders in teacher management and development</td>
<td>17</td>
<td>14.2</td>
<td>23</td>
<td>19.2</td>
</tr>
<tr>
<td>Strengthening DEBs and BoGs</td>
<td>22</td>
<td>18.3</td>
<td>31</td>
<td>25.8</td>
</tr>
<tr>
<td>Overall teacher management in general</td>
<td>29</td>
<td>24.2</td>
<td>48</td>
<td>40.0</td>
</tr>
</tbody>
</table>

As shown in Table 4.6, majority (over 50%) of the teachers reported that TSC agents at the district and school level were either very effective or effective in executing the following functions:

- Recruitment of teachers
- Promotion of teachers
- Transfer of teachers
- Disciplining of teachers

On the other hand, majority (over 50%) of the teachers reported that the TSC agents were ineffective in executing the following functions:

- Improving service delivery to teachers
- Improving teacher performance through proper management and development
- Involving stakeholders in teacher management and development
- Strengthening DEBs and BoGs
The views of teachers regarding effectiveness of TSC agents at the district level can be modelled by their previous experiences with Ministry of Education officials. In the past, teachers met with Ministry of Education officials through the inspectorate. The experiences that teachers had with school inspectors could make them relate with TSC agents with apprehension. In the past, some school inspectors have been criticized for being harsh to teachers and for harassing teachers even in front of their students (Ndewga, 2001). According to Wanzare (2002), many school inspectors have developed the following questionable habits: (a) they look down upon teachers with resentment and suspicion; (b) they demand bribes from teachers in order to make favourable reports; (c) they are dictatorial and have taken the attitude of “do as I say or get in trouble” and (d) they work with unsmiling determination. Describing unprofessional conduct of school inspectors, Kamuyu (2001) noted that some inspectors behave like outsiders whose sole mission is to work against teachers to prove that no teacher is competent. Similarly, Masara (1987) noted that some inspectors reportedly visit schools to boss and to harass teachers instead of helping them solve professional problems. With such a history of school inspectors, teachers are likely to fear encounters with TSC district agents, and this can compromise the quality of human resource services such as appraisal, promotion, and transfer.

On overall, 24.2% of the teachers rated the TSC agents at district and school level as very effective in the general management of teachers, while 40% rated them as effective. Another 25.8% rated the TSC agents as ineffective, while 10% rated them very ineffective. It therefore emerges that majority (64.2%) of the teachers view TSC agents at the district and school level as effective in teacher management, with the agents doing well especially in functions related to recruitment, promotion, transfer, and disciplining of teachers.
The above shows that the core functions of TSC agents at the district level are being well managed. However, more still needs to be done in order to improve service delivery to teachers. In decentralizing teacher management services, the main aim of TSC was to improve service delivery (TSC, 2008). This should be made the core objective always, and therefore any issues that could compromise service delivery should be addressed. From the study, majority (63.3%) of the teachers reported that quality and assurance services had not improved, indicating that although teachers take decentralization of TSC positively, there are weaknesses on the ground, which affect its impact.

Asked to give their views on the devolvement of the TSC services to the district and school level, the headteachers responded as follows:

- Officers are insufficient both at the TSC level and the district level
- Time spent has reduced and as a result teachers time has not been lost while going for services
- It is effective though requires close monitoring to avoid nepotism and political influence
- Has brought services closer to teachers
- More funds needed in providing better services to teachers

Asked how teachers viewed the TSC services at the district level, all the 4 (100%) education officers responded that there was no method of getting feedback from the teachers, and therefore it was not possible for them to measure this. Feedback is important both on the part of TSC agents and teachers because it helps identify future gaps for improvement. Without feedback it would be impossible of the TSC to know which areas need improvement, and the training needs of the district level agents.
4.5 Strategies for Effective Decentralization of Teacher Management

The third study objective was to find ways through which decentralization of teacher management can be implemented effectively for improved education service delivery.

The teachers were asked to give their views on how the TSC and Ministry of Education as a whole could improve teachers' services at the district level. Their recommendations are presented below:

**Recruitment of teachers**

- Avoid tribalism, nepotism and political interference in recruitment of teachers
- Proper monitoring of recruitment exercise should be done to avoid corruption, nepotism and political interference.
- Corrupt officers should be dealt with severely
- Officers at the district level should conduct the recruitment process

**Promotion**

- Should be done by merit
- Board of governors should be involved in matters pertaining to promotions
- The district level agents should only give recommendations to TSC headquarters for promotion consideration.
- The TSC should investigate all claims and complains raised by teachers about unfairness in promotion at the district level.

**Disciplining teachers**

- Discipline matters should be handled at the TSC headquarters to avoid victimization or biasness
- Punishment subjected should be directly proportional to crime committed
Discipline cases should be thoroughly investigated before punishment

The school where a teacher comes from should deal with the indisciplined teacher

**Role of BOG in school management**

- The BoG members should be in-serviced on management skills
- The TSC should organize seminars to educate the BoG on proper management skills
- Only qualified people should be appointed in BOG panels
- Leadership standards should be checked regularly

Teachers were asked to state any other areas they thought needed improvement in the Teachers Service Office. They stated the following areas:

- Salary negotiation committee be set up
- Transfer issues be dealt with effectively
- Regular in-servicing of teachers
- Motivation factors and better salaries be looked upon
- The TSC teacher promotion policy should be revised and improved.

The four education officers were asked what the Ministry could do to improve the district headquarters for better services, to which they suggested the following:

- The Ministry should provide more facilities at the district level
- More personnel should be deployed at the district level
- TSC and the Ministry should allocate funding to the agents at the district level in order o improve service delivery
- The TSC and the Ministry should allocate vehicles for ease of transport to the schools within the district for effective teacher management.
There is need for the TSC to more effectively communicate its reviewed teacher management policy to all agents, teachers, and other stakeholders.
CHAPTER FIVE
SUMMARY, CONCLUSION AND RECOMMENDATIONS

5.1 Introduction

This chapter covers the conclusions of the study on how secondary school teachers in Murang'a South District perceive the idea of decentralizing the functions of the TSC services to the school and the district levels. The chapter presents a summary of the study findings, conclusions, recommendations and suggestions for further studies.

5.2 Summary of the Study Findings

Data for the study were collected from 120 teachers, 20 principals and four education officers from secondary schools Murang'a South District. Given below is a summary of the study findings.

Objective 1: To find out how the secondary school teachers of Murang'a South District perceive the devolvement of TSC functions to District level

A total of 89 (74.2%) teachers reported that they had been promoted, with 69 (57.5%) having received automatic promotions, 20 (16.7%) were interviewed before promotion, while 31 (25.8%) had never been promoted. A total of 59 (49.2%) teachers had been interviewed by TSC since they started teaching, while 61 (50.8%) had not been interviewed. Of those interviewed, 17 (14.2%) were interviewed at the TSC headquarters, while 42 (35%) were interviewed at the provincial headquarters. Of the 61 (50.8%) teachers who had not sat for interviews, 43 (35.8%) reported that they had never applied for interviews, while 18 (15%) applied for it but were never invited for the interviews.
The study established that teachers visited the TSC head office more frequently than they did the district office, showing that decentralization of TSC functions was yet to reduce the number of teachers seeking services from the headquarters. All the 20 (100%) headteachers agreed that teachers still visit the TSC headquarters in Nairobi even with the TSC Office at the District level. It was further established that decentralization of TSC services has not improved handling of discipline cases, and headteachers do not feel to be playing a major role in promotion of teachers.

The four education officers interviewed noted that they faced various challenges in recruitment of new teachers, including: recruitment panels take time to understand the process of recruitment; there is a lot of interference from stakeholders, politicians, teachers, relatives and friends; lack of qualified personnel; and poor transport systems. The challenges faced by education officers in promoting teachers, included frustration when they made some recommendations and were ignored. On the issue of disciplining teachers, the education officers stated that it consumes a lot of time at the expense of other duties. On the role of BoGs in implementing policies, 75% of the education officers reported that some are challenged by lack of experience and formal education while 25% reported that some officers collude with the indisciplined teachers hence they become a hindering block in policy implementation.

Objective 2: To find out the views of teachers on recruitment, promotion, discipline, placement and transfer of teachers at the school and District level.

Majority (over 50%) of the teachers reported that TSC agents at the district and school level were either very effective or effective in executing the following functions: recruitment of teachers, promotion of teachers, transfer of teachers, and disciplining of teachers. On the other hand, majority of the teachers reported that the TSC agents were ineffective in executing the following functions: improving service delivery to
teachers, improving teacher performance through proper management and development, involving stakeholders in teacher management and development, and strengthening DEBs and BoGs.

Objective 3: To find ways through which decentralization of teacher management can be implemented effectively for improved education service delivery

The study participants proposed various ways through which decentralization of teacher management can be implemented effectively for improved education service delivery. It was proposed that the TSC should provide more facilities at the district level and deploy more personnel. There is need for the TSC to more effectively communicate its reviewed teacher management policy to all agents, teachers, and other stakeholders. In addition, TSC agents such as the BoG should be trained on human resource management and proper monitoring of recruitment exercise should be done to avoid corruption, nepotism and political interference.

5.3 Conclusions

Based on the findings of the study, the following conclusions are arrived at.

1. Secondary school teachers in Murang'a South District find the TSC agents at district and school level as effective in the general management of teachers. Devolution of TSC functions to the District level was perceived to be a positive move as it makes the TSC services more accessible to teachers.

2. Teachers found the TSC agents to be performing well in functions related to recruitment, promotion, transfer, and disciplining of teachers. However, a number of challenges hamper effective management of teachers at the district and school level through decentralization of TSC services. These include
recruitment panels taking a long time to understand the process of recruitment; interference from stakeholders, politicians, teachers, relatives and friends; lack of qualified personnel; and poor transport systems. Therefore, it can be concluded that while teachers view decentralization of TSC services as a positive move towards improvement of service delivery, the effectiveness of this strategy is being hampered by the abovementioned challenges.

3. For effective decentralization of teacher management, the TSC should provide more facilities at the district level and deploy more personnel. There is also need for the TSC to more effectively communicate its reviewed teacher management policy to all agents, teachers, and other stakeholders. In addition, TSC agents such as the BoG should be trained on human resource management and proper monitoring of recruitment exercise should be done to avoid corruption, nepotism and political interference.

5.4 Recommendations

1. The TSC agents on the ground, including the Provincial Director of Education, District Education Officers, the BoG members and Municipal Education Officers should be offered human resource management training in order to equip them with necessary skills to deal with teachers.

2. The Ministry of Education should work hand in hand with the TSC to ensure that there is proper monitoring of recruitment exercise to avoid corruption, nepotism and political interference.
3. The Ministry of Education should allocate resources to district and school level officers of TSC in order to enable them perform their duties of teacher management effectively. Such resources include vehicles and office supplies.

5.5 Suggestions for Further Studies

1. A similar study could be carried out outside Murang’a South District to find out whether the findings are replicable.

2. Another study could be carried out to find out the impact of decentralization of TSC services on job satisfaction of teachers.

3. A study could be carried out on how primary school teachers view decentralization of TSC services.
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APPENDIX I

TSC DECENTRALIZATION QUESTIONNAIRE FOR HEADTEACHERS

This research is meant for academic purpose. Kindly, provide answers to these questions as honestly and precisely as possible. Please do not write your name or that of your school anywhere on this questionnaire. Please tick [✓] where appropriate or fill in the required information on the spaces provided.

SECTION A

1. Your gender
   (i) Male [ ]
   (ii) Female [ ]

2. Your age in years
   (i) Between 20-29 [ ]
   (ii) Between 40-49 [ ]
   (iii) Between 30-39 [ ]
   (iv) 50 plus [ ]

3. Your highest academic qualification
   (i) Diploma [ ]
   (ii) Bachelor’s degree [ ]
   (iii) Master [ ]
   Other (Specify) ............................................................

4. Your highest professional qualification
   (i) Graduate teacher [ ]
   (ii) Diploma [ ]
   Other (Specify) ............................................................

5. What is your professional experience as a
   (i) Classroom teacher ......................... yrs
   (ii) Head of department ......................... yrs
   (iii) Deputy Headteacher ......................... yrs

6. School gender
   (i) Girls only [ ]
   (ii) Boys only [ ]
   (iii) Mixed [ ]
7. Type of your school
   (i) Day [ ]
   (ii) Boarding [ ]
   (iii) Day/Boarding [ ]

8. What is the category of your school?
   (i) National school [ ]
   (ii) Provincial [ ]
   (iii) District school [ ]

9. How many students do you have in your school?
   Girls .................. Boys .................. Total ..................

10. School size
   (i) Single stream [ ]
   (ii) Double stream [ ]
   (iii) Triple stream [ ]
   (iv) Four stream [ ]
   (v) More than four streams [ ]

SECTION B
11. Since you started teaching, how many interviews have you sat for .............

12. Out of those interviews, how many have you sat for
   (i) At the T. S. C. Headquarters ..................
   (ii) At the Provincial Level ..................
   (iii) At the District level ..................

13. Do you know all your board members well
   (i) Yes [ ]
   (ii) No [ ]

14. In your view are they qualified to sit in the panel that recruit new teachers?
   (iii) Yes [ ]
   (iv) No [ ]

If yes, why ........................................................................

If no, why ........................................................................
15. With the TSC bring services to the district level, have you felt the impact at the school level
   (i) Yes [ ]
   (ii) No [ ]

16. Does your board and the DEB fully support you in the disciplining of your teachers
   (i) Yes [ ]
   (ii) No [ ]

**SECTION C**

<table>
<thead>
<tr>
<th></th>
<th>Always</th>
<th>Often</th>
<th>Occasionally</th>
<th>Seldom</th>
<th>Never</th>
</tr>
</thead>
<tbody>
<tr>
<td>Teachers still visit the TSC headquarters in Nairobi even with the TSC Office at the District level</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Teachers visit the TSC District level and their problems are always solved</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>I appreciate the services at the district level</td>
<td></td>
<td></td>
<td></td>
<td></td>
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</tr>
<tr>
<td>I appreciate the idea of recruitment and promotion of teachers from the district and school level</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Teachers discipline cases are handled well at the school and district level</td>
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<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>I play a major role in the promotion of the teachers in my school</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Many teachers still come to ask for permission to visit the TSC Headquarters while the services have been brought to the District level</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Even with an empowered board I find myself going to explain some discipline issues at the headquarters</td>
<td></td>
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<td></td>
</tr>
</tbody>
</table>

**SECTION D**

17. What is your view on the development of the TSC services to the district and school level?

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

68
18. Has this improved the quality Assurance services in your school (is your school inspected often?)

19. Has it impacted positively that the teachers are recruited in school rather than just being posted to your school? (Please comment)

20. In your view, when is corruption and nepotism likely to occur is it at the school level or at the TSC level as far as recruitment of teachers is concerned?

21. What is your view on the BoG members sitting to recruit a new teacher?

22. Has the TSC delegated all the services to the district level or there are other issues that are only handled in Nairobi?
23. In your view, do you think the DEB should retain the mandate to sit in the panel that interview teachers for promotion?

24. In your view, which are some of the services that the TSC and the Ministry of Education in general should bring to the district level?

25. In your view, how best can the Teacher Service Commission and the Ministry of Education as a whole improve their services at the district level in the following areas?

(a) Recruitment of teachers

(b) Promotion of teachers

(c) Disciplining teachers
(e) The role of the BoG in the recruitment of teachers
APPENDIX II

TSC DECENTRALIZATION QUESTIONNAIRE FOR TEACHERS

This research is meant for academic purpose. Kindly, provide answers to these questions as honestly and precisely as possible. Responses to these questions will be treated as confidential. Please do not write your name or that of your school anywhere on this questionnaire. Please tick [✓] where appropriate or fill in the required information on the spaces provided.

SECTION A

1. Your gender
   (i) Male [ ]
   (ii) Female [ ]

2. Your highest academic qualification
   (i) Diploma [ ]
   (ii) Bachelors degree [ ]
   (iii) Masters degree [ ]

3. Your highest professional qualification
   (i) Graduate teacher [ ]
   (ii) Diploma [ ]
   (iii) Other (specify) ...................................................

4. What is your professional experience as a
   (i) Classroom teacher ................. years
   (ii) Head of Department ............... years

5. School gender
   (i) Girls only [ ]
   (ii) Boys only [ ]
   (iii) Mixed [ ]

6. Type of your school
   (i) Day [ ]
   (ii) Boarding [ ]
   (iii) Day/Boarding [ ]

7. What is the category of your school?
   (i) National school [ ]
   (ii) Provincial school [ ]
   (iii) District school [ ]
8. How many students do you have in your school?
<table>
<thead>
<tr>
<th>Girls</th>
<th>Boys</th>
<th>Total</th>
</tr>
</thead>
</table>

9. School size
   (i) Single stream [ ]
   (ii) Double stream [ ]
   (iii) Triple stream [ ]
   (iv) Four stream [ ]
   (v) More than four streams [ ]

SECTION B

10. (a) Since you started teaching have you ever been promoted?
   (i) Yes [ ]
   (ii) No [ ]

(b) If yes, how did you get the promotion?
   (i) It was automatic [ ]
   (ii) I sat for an interview [ ]

11. (a) Have you ever sat for an interview since you became a teacher?
   (i) Yes [ ]
   (ii) No [ ]

(b) If no, why?
   (i) I have never applied to be promoted [ ]
   (ii) I applied but I was never invited for the interview [ ]

(c) If yes, where did you go for the interview?
   (i) At the TSC Headquarters [ ]
   (ii) At the Provincial Headquarters [ ]
   (iii) At the District Headquarters [ ]

12. When you first started working, were you recruited through the
    (i) BoG Panel [ ]
    (ii) Direct TSC Appointment [ ]

13. (a) Have you ever appeared before the BoG in your school?
    (i) Yes [ ]
    (ii) No [ ]

(b) If yes, why?
    (i) It was a discipline case [ ]
    (ii) I was being interviewed [ ]
    (iii) It was a discipline case [ ]
14. Do you know all the members of the board of your school well?
   (i) Yes  [ ]
   (ii) No   [ ]

15. How often do you visit your district office as a teacher?
   (i) Frequently  [ ]
   (ii) Sometimes  [ ]
   (iii) Rarely    [ ]
   (iv) Never      [ ]

16. How often do you visit the Teachers Service Headquarters in Nairobi?
   (i) Frequently  [ ]
   (ii) Sometimes  [ ]
   (iii) Rarely    [ ]
   (iv) Never      [ ]

SECTION C
This section contains statements related to perception structure that is the degree to which you perceive the role of the board of governors and the District Education Officers in meeting the objective of the Teachers Service Commission. Please indicate with a tick (✓) in the relevant column the frequent with which you apply the mentioned by each of these statements listed below.

<table>
<thead>
<tr>
<th>Statement</th>
<th>Always</th>
<th>Often</th>
<th>Occasionally</th>
<th>Seldom</th>
<th>Never</th>
</tr>
</thead>
<tbody>
<tr>
<td>I appreciate the BoG role in the recruitment of teachers</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>I appreciate the BoG role in the disciplining of teachers</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>I appreciate the BoG role in the management of my school</td>
<td></td>
<td></td>
<td></td>
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</tr>
<tr>
<td>I have improved in my performance since the TSC brought services to the</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>district level</td>
<td></td>
<td></td>
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<td></td>
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</tr>
<tr>
<td>My visit to the TSC Headquarters have reduced since the services were</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
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<tr>
<td>brought to the district level</td>
<td></td>
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</tr>
<tr>
<td>I prefer being interviewed at the TSC Headquarters rather than at the</td>
<td></td>
<td></td>
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<td></td>
<td></td>
</tr>
<tr>
<td>District level</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>I think there is Nepotism at the District level in recruitment of teachers</td>
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<td></td>
<td></td>
</tr>
<tr>
<td>than at the TSC Headquarters</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Although the TSC has officers at the District level, I find my self</td>
<td></td>
<td></td>
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<tr>
<td>visiting the headquarters to be attended to</td>
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<td></td>
<td></td>
</tr>
</tbody>
</table>
SECTION D

17. What is your view on the devolvement of the TSC Services to the District and school level?

18. Has this improved the quality assurance services to your school (is your school inspected often?)

19. Has this improved the services especially in the organization and the implementation of the Kenya National Exams?

20. In your view how best can the Teacher Service Commission and the Ministry of Education as a whole improve their services at the District Level in the following areas?
   (a) Recruitment of teachers
   (b) Promotion
(c) Disciplining teachers

(d) The role of the B. O. G. in school management

(e) Any other area you think it needs improvement in the Teachers Service Office
APPENDIX III

INTERVIEW SCHEDULE FOR EDUCATION OFFICERS

1. For how long have you been an Education officer?

2. For how long have you served in this district?

3. Have you ever served from Jogoo House or at the TSC Headquarters

4. What does your job entail?

5. With the decentralization of the TSC services to your offices has this given you more work?

6. What is your view of your role in the recruitment of new teachers in secondary schools in this district?

7. What are your challenges in the same?

8. You are also involved in the promotion of teachers, which formerly used to be at the TSC provincial level. What are your views and challenges of the same?

9. Do you feel empowered fully or there are still issues and duties that you always have to consult your seniors in Nairobi?

10. How do you view your role in disciplining of teachers in the district?

11. What is your view on the role of board of governors in implementing these policies?

12. How do teachers view your services at this level?

13. Which services you as an officer wish they remained at the TSC Headquarters?

14. In your view how best can the ministry improve the District Headquarters for better services?

15. Which areas in your view need serious attention?
APPENDIX IV

SELECTION SCORE GUIDE FOR SECONDARY SCHOOL TEACHERS

Candidates should be awarded marks during the selection in accordance to the areas specified below. The Schedule below is used for this purpose.

Candidate's Name.......................................................... Grade ......................

<table>
<thead>
<tr>
<th>Scoring areas</th>
<th>Maximum Score</th>
<th>Actual Score</th>
<th>Average Score by The panel</th>
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<tbody>
<tr>
<td>a. Academic and Professional certificates</td>
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<td></td>
<td></td>
</tr>
<tr>
<td>Degree (BEd)</td>
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<td></td>
<td></td>
</tr>
<tr>
<td>i. First Class/Masters</td>
<td>20</td>
<td></td>
<td></td>
</tr>
<tr>
<td>ii. Second Class Upper</td>
<td>15</td>
<td></td>
<td></td>
</tr>
<tr>
<td>iii. Second Class Lower</td>
<td>10</td>
<td></td>
<td></td>
</tr>
<tr>
<td>iv. Pass</td>
<td>5</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Or</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Degree BA – PGDE or BSC + PGDE</td>
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<td></td>
<td></td>
</tr>
<tr>
<td>i. First Class/ Masters</td>
<td>15</td>
<td></td>
<td></td>
</tr>
<tr>
<td>ii. Second Class Upper</td>
<td>10</td>
<td></td>
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</tr>
<tr>
<td>iii. Second Class Lower</td>
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<td></td>
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</tr>
<tr>
<td>iv. Pass</td>
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<tr>
<td>Or</td>
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<td></td>
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</tr>
<tr>
<td>Diploma</td>
<td>15</td>
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<td></td>
</tr>
<tr>
<td>i. Distinction</td>
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<tr>
<td>ii. Credit</td>
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</tr>
<tr>
<td>iii. Pass</td>
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<tr>
<td>SUB TOTAL</td>
<td></td>
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<tr>
<td>b. Length of stay since qualifying as a teacher</td>
<td>50</td>
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</tr>
<tr>
<td>i. 1999 and before</td>
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<tr>
<td>ii. 2000</td>
<td>30</td>
<td></td>
<td></td>
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<tr>
<td>iii. 2001</td>
<td>20</td>
<td></td>
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<td>iv. 2002</td>
<td>19</td>
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<td>v. 2003</td>
<td>5</td>
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<td>vi. 2004</td>
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</tr>
<tr>
<td>vii. 2005</td>
<td>50</td>
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<tr>
<td>SUB TOTAL</td>
<td></td>
<td></td>
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</tbody>
</table>
C. Length of teaching in current station under BoG:

<table>
<thead>
<tr>
<th>Years and above</th>
<th></th>
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</thead>
<tbody>
<tr>
<td>5 Years and above</td>
<td>25</td>
</tr>
<tr>
<td>4 Years</td>
<td>20</td>
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<tr>
<td>3 Years</td>
<td>15</td>
</tr>
<tr>
<td>2 Years</td>
<td>10</td>
</tr>
<tr>
<td>1 year</td>
<td>5</td>
</tr>
<tr>
<td><strong>SUB TOTAL</strong></td>
<td><strong>25</strong></td>
</tr>
</tbody>
</table>

b. Communication ability, special talent and willingness to participate in co-curricular activities and other duties assigned by the head.

|  |
|-----------------|--|
|  | 5 |
| **SUB TOTAL** | **5** |

**GRAND TOTAL** 100

**GRADING**

<table>
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<th>Grade</th>
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<tr>
<td>A-</td>
<td>70-74</td>
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<tr>
<td>B+</td>
<td>65-69</td>
</tr>
<tr>
<td>B</td>
<td>60-64</td>
</tr>
<tr>
<td>B-</td>
<td>55-59</td>
</tr>
<tr>
<td>C</td>
<td>50-54</td>
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<tr>
<td>C+</td>
<td>45-49</td>
</tr>
<tr>
<td>C-</td>
<td>40-44</td>
</tr>
</tbody>
</table>

We certify that the information entered above is accurate and that we shall be held responsible for any inaccuracy.

Sign .................................................. Sign ..................................................
(Secretary BOG) (Chairperson BOG)

Name .................................................. Name ..................................................
Date .................................................. Date ..................................................