

**THE EFFECTIVENESS, IMPLEMENTATION AND CHALLENGES OF
DECENTRALIZATION OF TEACHER DEPLOYMENT IN MAZABUKA DISTRICT**

BY

IMMACULATE HAMUYUNI

**A dissertation submitted to the University of Zambia in collaboration with Zimbabwe
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CERTIFICATE OF APPROVAL

This dissertation of Immaculate Hamuyuni has been approved as fulfilling part of the requirement for the award of the Degree of Masters of Education Management by the University of Zambia.

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ABSTRACT

The purpose of this study was to assess the effectiveness of the decentralization of teacher deployment in Mazabuka District. This study adopted the Discrepancy theory of teacher recruitment which postulates gaps between what was intended and what has actually happened and or other aspects of the programme which should be in agreement. The purpose of this study was to assess the effectiveness, implementation and challenges of the decentralization of teacher deployment in Mazabuka District. The study used a qualitative research approach in which a descriptive survey research design was invoked. The findings of the study seem to suggest that the decentralization of teacher deployment is not fully implemented in Mazabuka district and a number of challenges have been noted because of the low level at which the policy has been implemented. Decentralization of teacher deployment in the district is done through scrutiny of the subject areas and schools that need teachers and creation of a Teacher Deployment Committee. To achieve the above, transparency and quality in the selection of teachers is central. The study also established that the District office faced some challenges in deploying teachers following the decentralization process such as lack of autonomy, poor capacity building and manipulation and external influence in the teacher deployment committee. Some of the suggested measures include; decentralization of teacher deployment to districts completely, capacity building to the teacher deployment committee should be given attention and Proper flow of information from the ministry of general education. The study recommends that Teaching Service Commission must give the DEBs authority to come up with the number of teachers to be deployed in the district according to crises in schools. The ministry must provide financial assistance to the district in order to allow the teacher deployment committee to meet more frequent in order to effectively implement the process.

Key Words: *Effectiveness, Implementation, Decentralization and Teacher Deployment*

DEDICATION

I dedicate this research to my Husband Mr.Noole Talent, my children Roy, Mung'andu and Mukwamba who have been more supportive, encouraging, patient and dedicated to my wellbeing during my studies

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ACRONYMS AND ABBREVIATIONS

DEBs	District Education Board Secretary
DESO	District Education Standards Officer
ECZ	Examination Council of Zambia
GRZ	Government of the Republic of Zambia
MMD	Movement for Multiparty Democracy
MoGE	Ministry of General Education
NDP	National Decentralization Policy
PEMC	Provincial Education Management Committee
PEO	Provincial Education Officer
PESO	Provincial Education Standards Officer
PTA	Parents Teachers Association
PTR	Pupil Teacher Ratio
TSC	Teaching Service Commission
TSC	Teaching Service Council
UNESCO	United Nations Educational Scientific and Cultural Organization
UNIP	United National Independence Party
USAID	United States Agency for International Development

CHAPTER ONE: INTRODUCTION

1.0 Overview

This chapter outlined the background to the study, the statement of the problem, the purpose of the study, the objectives of the study, the research questions and the significance of the study. It also covered the theoretical framework, conceptual framework and delimitation of the study.

1.1 Background

Every society requires adequate human and material resources to improve its social organization, preserve culture and enhance economic development and reform political structures. Education is often seen as a prerequisite for quality manpower development and creation of wealth, a sure path to success in life and service to humanity. Therefore, to provide quality education which is a prerequisite to national development, we need teachers to be deployed and in the right numbers. This is because teachers play an important role in equipping citizens for their role in society which are needed to achieve the set of national goals. Therefore, there is need to employ a lot of teachers in order to bridge up the existing gap of having less teachers in schools. This calls for the need to decentralize the process of teacher deployment to ensure there is efficiency in the education system.

Decentralization plays a major role in development process. In this study, decentralization in the education system shall be discussed in line with teacher deployment in schools. Going by definition, decentralization is the transfer of decision making authority closer to the consumer or beneficiary (Cole, 2002). Therefore, this can take the form of transferring powers to the lower levels of an organization, which is called de-concentration or administrative decentralization to carry out the duty of teacher deployment in the education system. Moreover, the most known form of de-concentration in education is to give additional responsibilities to schools. This is often called school autonomy or school based management and may take the form of creating appointed or elected school councils and giving the budgets and authorities to make important educational decisions (Ariel, 2001).

According to Ariel (2001), decentralization can be understood as the orderly assignment of authority throughout the levels of management in any organization. Decentralization is a concept

that has been defined differently by various scholars. Notwithstanding the variations in interpretations decentralization can be understood as the transfer of legal and political authority and responsibilities from central government to local levels. Decentralization is the process of distributing power from the central level of to lower levels of authorities (Gaynor, 1998). It explains to which power on decision making must be allocated among different levels in an organization hierarchy. Fiske (1996) states that decentralization is the process of re-assigning responsibilities and corresponding decision making authority for specific functions from higher to lower level of the government.

In essence, decentralization may also take the form of empowering school directors and teaching faculty to make decisions within the school especially on teacher deployment. As part of education and public sector reforms, many countries are decentralizing the teacher deployment, financing and administration of educational services to regional, local or school levels. The goal of this process is to assist policy makers to refine strategies and to choose between possible options for system restructuring (Gaynor, 1998).

Decentralization is the authority to make decisions (Armstrong, 2001). Authority must be delegated to the local levels as much as an organization can manage. It is the process whereby central government assigns roles and responsibilities to lower level of the system (World Bank, 2008). Decentralization involves the transfer of all or part of the decision making responsibilities and management vested in the central authority towards another region, province, districts or schools. Therefore, it is defined as the transfer of responsibilities for planning, management and resource acquisitions from central government to its agencies (Anon, 2003).

Another type of decentralization is devolution, which entails transferring powers to lower levels of government. This can take the form of transferring powers to lower levels of an organization, which is called deconcentration or administrative decentralization (Winkler 2012). Teacher deployment is a process through which organizations and institutions are able to hire their staff. It is an issue affecting most developing countries due to poor manpower planning where supply of labor by institutions is inversely proportional to the demand by industries. Having indicated the above, there is need to put pressure on governments to put effective and efficient

approaches to deploy qualified school teachers. This is so because shortage of teachers results in the use of unqualified teachers in schools throughout Sub-Saharan Africa.

A popular form of deconcentration in education is to give additional responsibilities to schools. This is often called school autonomy or school-based management and may take the form of creating elected or appointed school councils and giving them budgets and the authority to make important educational decisions. Deconcentration may also take the form of empowering school heads or directors and teachers to make decisions within the school (Ariel, 2001).

According to Namukas and Buye (2009), deconcentration is regarded as the weakest form of decentralization because it fails to distribute responsibility from the central government officials to those working in provinces and districts. Even if deconcentration has been criticized by others it is the best form of centralization. Government does not delegate all responsibilities to lower levels; others are retained so as to avoid certain disparities. The setting of grade twelve and nine final exams has not been decentralized to provinces or district, it has been left in the hands of Examination Council of Zambia (ECZ).

Another form of decentralization, called devolution, entails transferring powers to lower levels of government. Most often, education responsibilities are transferred to general-purpose governments at the regional or local levels (Winkler 2012). Examples are the decentralization of basic education to local (district) level governments in India and Pakistan. In rare cases additional responsibilities are given to single-purpose governments, such as the local school district in the United States. When education responsibilities are transferred to general-purpose governments, the elected governing bodies of those governments must make decisions about how much to spend on education versus other local services (Ariel 2001; Naidoo 2002; Winkler, 2012).

According to Lewin (2000), teacher deployment may be organized in a variety of ways. In practice, two main systems exist, either deployment by a “market system,” or deployment by a central authority. In a market system, each school can advertise and recruit its own teachers. For example, in Kenya, teachers apply directly to schools, after which a formal contract is submitted to the education ministry. Such systems have the advantages of ease of administration and automatic response to shortage. Market systems will only act to reduce the imbalances if there are incentives

for trained teachers to apply for jobs where they are needed most. Otherwise, given a shortage of supply, there will be a concentration in schools in favored locations (Lewin 2000).

Within the context of the education 2030 Agenda, one of the targets for the sustainable development goals is to ensure inclusive and equitable quality education for all by 2030. It is therefore essential that decentralization of teacher deployment is part of a dynamic of equity, effectiveness and efficiency so that no child, regardless of their geographical location or which school they attend, is deprived of learning opportunities. Given the importance of decentralization of teacher deployment, UNESCO's International Institute for Education Planning organized two regional workshops in Dakar for West African and Nairobi for Central, Eastern and Southern Africa to share experiences on teacher development practices (Winkler 2012).

From what was concluded in the workshops above were that decentralization of teacher deployment should become as streamlined as possible through diagnosis on teacher utilization, analysis of challenges education systems face and study of various indicators and models especially on decentralization of the exercise. It is also through sharing information on decentralization of teacher deployment that countries can identify the mechanisms that are most suitable for their own contexts with the goal of achieving better results within the framework of quality education for all (Armstrong, 2001).

According to Rondenelli (1983) decentralization is when the central government hands over some of the administrative authorities to lower government agencies. It is further stated that it is the shifting of workload from central authorities to lower offices. Decentralization therefore gives authority to lower levels to make decision and plan for an organization within the guidelines set by the central government. Organization such as education adopted the concept of decentralization for smooth running of the schools.

Delegation is the form of decentralization that involves the transfer of decision making authority from higher to lower in hierarchical unit (Hanson, 1997).Decentralization therefore is the delegation of certain responsibilities such as teacher deployment and supervision to lower levels. Policies are made by the central government and delegated to the provinces and districts. Even if delegation is seen as the wider form of decentralization, authority transferred to the lower levels can be withdrawn at any time by the delegating unit.

Decentralization can take the form of transferring powers to lower levels of the government by devolution. Devolution is when government transfers decision making and finances to quasi autonomous units of local government with corporate status (World Bank, 2002), it is the transfer of authority to units that can act independently without asking any questions. Unlike deconcentration and delegation, local government is allowed to make its own decisions without any interference. Most often, education responsibilities are transferred to general purpose government at the regional or local levels (Winkler, 2012). Although devolution can be perceived to be the best form of decentralization, it has high risk of power being abused by the local government.

Decentralization has its own advantages and disadvantage. According to Cole (2002) some of the advantages of decentralization include; employees can be empowered by having the authority to make decisions allowing them to feel that they are part of the organization; this enables them to apply their own knowledge and ideas to the development of an organization. Decentralization relieves the burden of administrators when they allow others to perform certain duties so that they can concentrate on certain responsibilities. A situation may arise where administrators would go away for workshops or in times of illness, decentralized structure will maintain the same kind of efficiency and effectiveness. Decentralization also brings about motivation on the part of the employees through participating decisions making of an institution. In addition, decentralization ensures effective control in an institution; it is easy to measure performance of employees at departmental level (Aerial, 2001).

The Ministry of education (1996) states decentralization relieves the burden of day to day activities, allowing senior officers to attend to their functions. Finally, decentralization brings about the sense of responsibility for educational institution by distributing power and authority to educational managers at all levels.

Even though decentralization has been viewed as being extremely beneficial on education, it can be dangerous unless it is carefully handled. Decentralization can bring about negative influence on education development. It can lead to financial burden in that it requires trained employees; if not the local authorities may generate increased disparities in costs which may lead to lack of improvement and failure to fund certain projects in schools. Cole (2002) says decentralization

requires a team of capable and well-motivated managers who are able to respond positively to the increased responsibility that comes with decentralization.

In addition, decentralization of authority brings about problems in terms of co-ordination. This leads to authority being widely distributed throughout the organization and every department highly concentrate on their goals than the organization goals. Resulting into departmental conflicts which can may create problems in coordination and control of an organization. It also requires adequate control and good communication system if major error is to be avoided in management (Cole 1999).

Zambia, like other African and developing countries, implemented some of the above changes in education when it gained independence in 1980. In order to redress past imbalances and inequities, the government declared education a basic human right and committed itself to universal and equal educational opportunity for all as proclaimed by UNESCO (2001). In addition, in the Fifth National Development Plan for the period 2006-2010, the Ministry identified the provision of quality education as one of its priorities. In order to achieve this objective, the Ministry targeted a pupil-teacher ratio of 60-1 for grades 1-4, 41-1 for grades 5-7 and 37-1 for grades 8-9 by the year 2010. In line with this priority, Government recognized the need for sufficient and well-motivated teachers (Mingat, 1998). The provision of a sustainable teaching workforce is cardinal to the Ministry achieving the millennium development goal of providing basic education to the rapidly growing child population. To effectively address the ever increasing school enrolments, there is need for proportionate increase in the number of teachers deployed in the sector (Winkler, 2003).

Moreover, the Ministry of Education in Zambia is responsible for deploying teachers to schools. Teachers should be deployed to schools that need their services (Ministry of Education, 1996). According to the Ministry's deployment policy regulations 2010, the recruitment and deployment is done through the Human Resource and Administration (HRA) directorate. The policy is aimed at making an impact on the transfer of decision making power, responsibility, and task delegation from higher level to lower organizational levels. There is need to understand the process of decentralization policy on teacher deployment with focus on its practice of the idea of shifting authority and management responsibility from Teaching Service Commission (TSC) to local level such as the District Education Board Secretary (DEBs) and the Schools as a process of enhancing

service delivery. However, the decentralization policy on teacher deployment does not seem to have fully achieved its aim in Zambia's ministry of education (Fiske, 1996).

In addition to being effective, teacher deployment should logically lead to increased education quality through effective communication between policy makers and policy implementers such as the DEBs. Moreover, the advent of the decentralization of the teacher deployment appeared to have given birth to a new breed of concerns and outcries from both the professional and the general civic society. Take for example, the weekly Sandawana Newspaper of between 14 and 22nd August 1998 by Moyo (1998) carried a treacherous and shameful article on how corrupt tendencies prevailed in the deployment and selection of teachers in the country. As if to add salt to fresh wounds, The Times (weekly of 2nd to 8th March, by Shumba, 2001) also carried a highly sensational and volatile account of how War Veterans (former freedom fighters) took over, in ultra vires the function of recruitment and selection of teachers in Gokwe District.

Notwithstanding the foregoing, Usleyman (2011) indicated that the Zambian government adopted the decentralization policy as a strategy for improving the service delivery of its population. Decentralizations generally aim at effective and efficient provision of quality services and improving the standard of living in a community. Rondinelli (1981) defines decentralization as "transfer or delegation of legal and political authority to plan, make decisions, and manage public functions, from the central government and its agencies to field organizations of those agencies, subordinate units of government, semi-autonomous public corporations, area-wide or regional development authorities; functional authorities, autonomous local governments, or non-governmental organizations. Conversely, decentralization is a term used to refer to the transfer of responsibilities, authority, functions, as well as power and appropriate resources, to provincial, district and sub-district levels (Hedges, 2002). This can take different forms: Deconcentration, Devolution and Delegation.

Therefore, the raised concerns seem to suggest that the current decentralization of teacher deployment of in schools in Mazabuka district in Zambia may still be in disarray. Therefore the major endeavor of this study was to assess the effectiveness of teacher deployment in Mazabuka District, Zambia. More so, that to the best knowledge of the researcher, no such research had been done in the district.

1.2 Statement of the Problem

The Zambian government adopted the decentralization policy in Ministry of Education in the 1990s. This was done in order to enhance quality education. The availability of appropriately qualified teachers has an effect on the quality of education provided. The research problem that was to be addressed in this study was that, despite the notion of decentralization of teacher deployment being beneficial to the masses, its effectiveness in the province and Mazabuka district in particular was still not certain. The uncertainty surrounding teacher deployment in a decentralized environment seem to continue posing a challenge on the basis of the continued inefficiency in service delivery due to lack of enough teachers in schools which has resulted to low standard performance of school pupils in learning achievement (MESVTEE, 2012; 2014 & MoGE, 2016).

1.3 Purpose

The purpose of this study was to assess the effectiveness, implementation and challenges of the decentralization of teacher deployment in Mazabuka District.

1.4 Objectives

1. To measure effectiveness of decentralization policy on teacher deployment in Mazabuka district
2. To investigate how teacher deployment has been implemented in Mazabuka District
3. To establish challenges faced by the District Board on teacher deployment in Mazabuka District
4. To establish measures that can be undertaken to improve teacher deployment in Mazabuka District

1.5 Research Questions

1. How is the effectiveness of decentralization policy on teacher deployment in Mazabuka district?
2. How has the teacher deployment been implemented in Mazabuka District?

3. What challenges does the District Educational Board have on teacher deployment in Mazabuka District?
4. What measures can be undertaken to improve teacher deployment in Mazabuka District?

1.6 Theoretical Framework

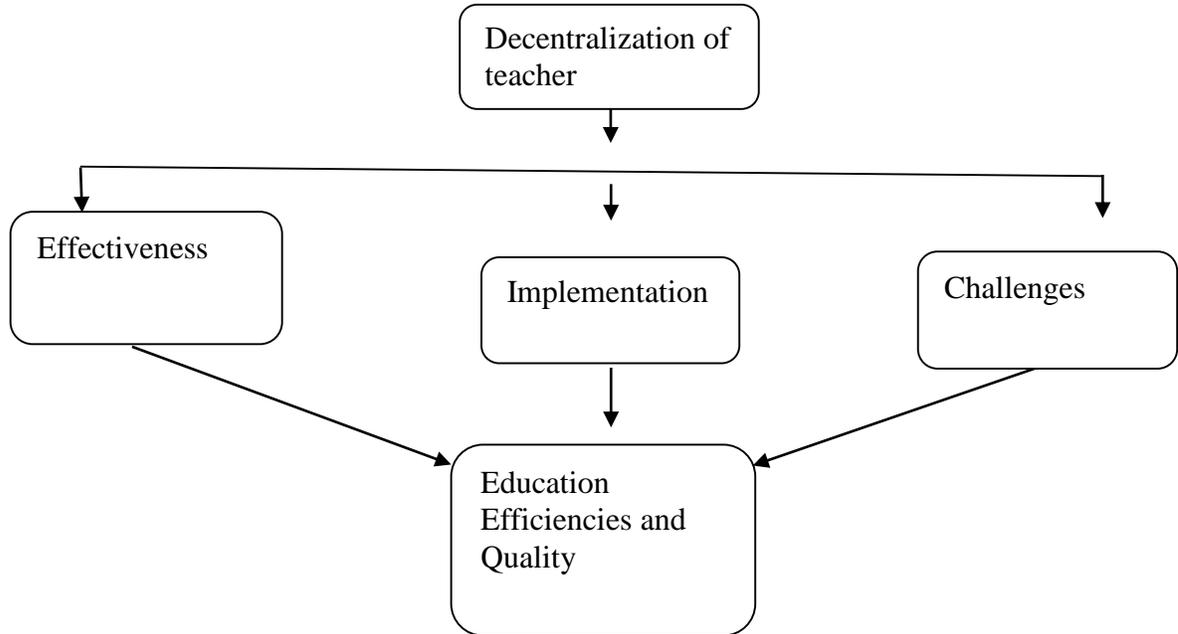
This study has adopted the Discrepancy model of teacher recruitment by Malusi (1990). According to Malusi (1990) the discrepancy theory postulates that the goal of discrepancy investigation is to look for differences or gaps between what was intended and what has actually happened and other aspects of the programme which should be in agreement. According to this model, the main areas to look for in discrepancy in the school-based teacher recruitment policy are:

1. Policy plans on one hand and actual policy implementation on the other hand
2. Planned objectives versus actual outcomes
3. Differences between assumptions and the reality
4. Discrepancy between different aspects of the policy

Aloo et al. (2011) assert that if school based teacher recruitment exercise was effectively implemented then it would lead to an even distribution of teachers, good retention of teachers and efficiency in recruitment of teachers. On the contrary, if it was not effectively implemented it would lead to poor distribution of teachers and thus an indication of inefficiency in teacher recruitment practices. The independent variable is district-based teacher recruitment following the decentralization of the exercise and if implemented it can produce the desired outcomes in schools in Mazabuka district. The dependent variables are distribution of teachers and efficiency in deployment of teachers because they depend on the effect of the decentralization of teacher deployment (Aloo et al. 2011).

1.7. CONCEPTUAL FRAMEWORK

Figure 1: Decentralization of Teacher Deployment Policy



Kombo and Tromp, (2013) defined a conceptual framework as a set of broad ideas and principles taken from relevant fields of enquiry and used to structure a subsequent presentation. They contended that it actually assists a researcher to organize his/her thinking and complete an investigation of a study successfully and explain the relationship among interlinked concepts as well as the possible connection between the variables. Suffice to add that the conceptual framework also answers the why questions.

The conceptual framework depicts key elements necessary for the effective implementation of decentralization of teacher deployment. These include communication and transparency, service delivery, stakeholder involvement sorting out challenges in order to achieve the deployment process. The successful implementation of these key elements (communication and transparency, service delivery, stakeholder involvement sorting out challenges) will help to achieve the decentralization of teacher deployment. Moreover, there are four key elements that are drawn from this conceptual framework which play a significant role in any programme of decentralization and

can be seen as prerequisites of efficiency and effectiveness in staffing. Additionally, they should have the means to know what is happening in the schools in their areas and should have the authority to require compliance with national policies and reasonable standards of provision.

1.8 Significance

The study was done in anticipation to provide empirical research findings on as the effectiveness of teacher deployment in Mazabuka District. The study might provide sufficient explanation of the factors which hinders implementation on teacher deployment and delivery of services in the Ministry of General Education in Mazabuka District. In addition it was done in a view to provide policy makers and education administrators with evidence based information on constraints faced by District Education Boards in decentralizing teacher deployment. Finally, the information which was generated by this study may be useful to researchers and scholars in the areas of teacher deployment in Zambia and elsewhere as it builds on existing knowledge of teacher deployment.

1.9 Delimitations

Delimitation of a research study according to Creswell (2007) is useful because it shows how the study is narrowed in scope. For example, the issue of assessing the effectiveness of teacher deployment is complex and enormous because it required an exhaustive and comprehensive study of a wider spectrum of primary schools country wide in order to obtain well-grounded findings on its effectiveness. However, for this particular study, the researcher only took account of Mazabuka district on the basis of numerous complaints from different stakeholders related to teacher deployment.

1.10 Limitations

The limitation which was encountered is that the research was done in one district and the results could not be generalized as the true reflection of all districts. This study would have been more complete if it had captured all those involved in teacher deployment in Mazabuka district.

1.9. Operational Definition of Terms

Effectiveness-A measure of the extent to which a specific intervention, procedure or service, when deployed in the field in routine circumstances does what it is intended to do for a specified

population. Effectiveness can be measured by matching between stated goals and their achievements.

Service delivery- any contact with the public administration during which citizens seek, handle their affairs or fulfill their duties. These duties should be delivered in an effective, predictable, reliable and customer friendly manner.

Communication- is a process of creating and sharing ideas, information, views, ideas and feelings among people to reach a common understanding.

Transparency- the quality of being done in an open way without secrets and there should be openness, communication and accountability.

Deployment-refers to the process of hiring a teacher that begins from the time a vacancy arises until a suitable candidate is identified

Teacher Deployment- The massive process of hiring teachers that begins from the time a vacancies arise.

Decentralization- This is the process by which activities of an Organization regarding planning and decision making are distributed or delegated away from a central authority to the lower authorities.

Delegation- The transfer of functions and resources to a subordinate authority with the capacity to act on behalf of the superior

Summary

This chapter first covered the background to the study, stemming from the need to assess the effectiveness of teacher deployment in Mazabuka district. This was followed by the statement of the problem; the study objectives, research questions and the significance of the study were also given after which the theoretical framework was explained. The delimitation and limitations, followed by the operational definitions of the key terms for the study concluded the chapter.

CHAPTER TWO: LITERATURE REVIEW

2.0 Overview

In this chapter, the researcher reviewed the works of other scholars done on the topic of study. It comprises the history of performance appraisal, examples of modern methods of performance appraisal and the various studies done on the three indicated objectives in chapter one.

2.1 Teacher Deployment

Teacher deployment processes vary widely across contexts because some systems make deployment decision centrally, others regionally and others by school. From the observation of the literature that was identified by the researcher concerning teacher deployment, it right to argue that the concept of teacher deployment is an old undertaking especially in the developed countries and this will be shown in the literature in this section. This strand will start by defining in detail the concept of teacher deployment. According to Rust and Dalin (1990), deployment of trained teachers depends on funds allocated to the exercise in the national budget. The number of teachers is determined by the amount allocated to the Ministry of Education. According (World Bank (2006), there has usually been a delay in deployment since 2003 on general African countries and the delays have affected the delivery of quality education because of various reasons. Among others is the shortage of teachers and this is perpetuated by the long distances that teachers walk in rural areas and the streets and the time they reach schools they are exhausted and this diminishes their motivation to teach.

Government policies are rules and guidelines that must bring about positive outcomes in an organization. They bring about different ways things must be done and why they must be done that way leading to development of different stages and the protocol to which policies must be carried out. Decentralization policy is not new in Zambia; it is a policy that has been used from the time Zambia gained its independence in 1964. The National Decentralization Policy (2002) indicates that from 1964 to date Zambia has gone through different phases of decentralization.

In this case, the decentralization policy is said to be public because it guides the actions of all institutions of the government. From the time of the colonial era, Zambia has been struggling to achieve decentralization at devolution level. However, during the colonial time before Zambia

gained its independence in 1964, the administration laid down some form of decentralization structure of which the education system was administered at different levels (Henkel, 1996). Looking at the racial segregation and discrimination practices of colonial system of education, there education system was faulty. Zambians were not allowed to participate in decision making towards the education system.

Government is implementing the National Decentralization policy phase 1. This phase also includes the Ministry of General Education. According to the National Decentralization Policy of 2013, the objective of decentralization in Zambia stems from the need for the citizenry to exercise control over its local affairs and foster meaningful development which requires that some degree of authority is decentralized to provincial, district and sub-district levels (Miyoba, 2016). In order to remove the absolute control by the center, it is necessary to transfer the authority, functions and responsibilities with matching resources to lower levels. In line with this policy, some of the functions in the Ministry of general education devolved to the local authorities while others remained with the Ministry Headquarters. Among the activities that were decentralized in the ministry of General Education is teacher deployment.

According to Miyoba (2016), the adoption of educational decentralization has in a certain instances, led to positive changes, especially in participation and transparency both at the district and school level.

Methods of teacher deployment vary. Broadly speaking, deployment of teachers exists in two main systems namely central planned system or decentralized system. Centrally planned system can either be directed from the nation or provincial level and their rationale is based on the premise that they will ensure the fair deployment of teachers free from local pressures. On the other hand, decentralizing the teacher deployment process has become an approach reviewed and in some cases adopted by ministries in an attempt to create more efficiency (Bennell et al, 2004).

Moreover, a lot of countries have undergone varying degrees and attempts at decentralization and devolution towards the aim of empowering provincial and district management with authority in making key education decisions. This had mixed results for teacher deployment process (Bennell et al, 2004).

In Kenya, deployment of teachers was decentralized with a view of enhancing the participation of stakeholders in the management of education (Etefa, 2014). Improved participation of stakeholders in the management of education leads to efficiency and effectiveness in staffing. In view of the above Shumba (2001) added that the implications of decentralizing recruitment of teachers should be measured by its consequence on the prerequisites of an efficient and effective decentralization process, that is, management at the school level, structure of public authority at the local level, monitoring and evaluation and, mechanism for sharing functions and powers.

Moreover, Welch and McGinn (1999) postulated that the deployment of teachers, even in quite small national education systems, is complex. For a variety of reasons, teaching positions are not being filled in an efficient and effective manner in most countries. Invariably, the key issue is the unattractiveness of rural schools, especially in remote locations. Teacher resistance to working in these hard-to-staff schools reinforces urban biases in resource allocations and overall education outcomes (Shumba, 2001).

Moreover, Bennell and Akyeampong (2007) elucidated that the low proportion of qualified and experienced teachers working in rural schools is one of the most serious problems preventing the attainment of teacher deployment in most countries. Rural-urban differences in the qualification profiles of teachers are usually very large. For example, in Namibia, 40 per cent of teachers in rural schools in the north are qualified compared to 92 per cent in the capital Windhoek and neighboring areas (Bennell and Akyeampong, 2007). In Uganda, two-thirds of primary school teachers in urban schools are qualified, but only half in rural schools. The qualification divide is particularly acute in conflict and post-conflict situations. In Sierra Leone, for example, 96 per cent of teachers in the capital in Freetown are qualified, but less than 25 per cent in the remoter, war-torn northern districts (Bennell et al, 2004).

Younger, inexperienced teachers tend to be posted to schools in rural areas in many LIDCs, which many find stressful and de-motivating. In some countries, a sizeable proportion of the teachers who are recruited are not competent. Even in a relatively developed country such as

Brazil, unclear lines of accountability has encouraged patronage relationships and recruitment of under-qualified teachers (World Bank, 2001). In the worst cases, teaching positions are purchased.

In India, grant in aid schools expect ‘donations’ from prospective staff because teachers receive the same, relatively attractive salaries as government teachers.

Most teachers want to be posted to urban schools for both professional and personal reasons.

The size of the rural-urban divide in most countries creates strong disincentives to being posted to a rural school. Teachers want to remain in urban areas for a variety of reasons, most notably the availability of good schooling for their own children, employment opportunities for spouses, Teacher Motivation in Sub-Saharan Africa and South Asia DFID and other household members, the desire to maintain often close knit family and friendship networks, opportunities for further study, and poor working and living conditions in rural schools. The much greater opportunities for earning secondary incomes in urban locations are also a major factor (Bennell et al, 2004). Finally, in many countries, newly appointed primary school teachers expect to upgrade their qualifications within three-four years so that they can become secondary school teachers or have a second chance of getting a place at university. Being posted to a rural primary school can, therefore, severely affect their ability to undertake further studies (Bennell et al, 2004). It was in light of the above that the current study sought to find out whether the observation by Bennell et al (2004) was the similar situation with what is pertaining in the district regarding implementation of deployment of teachers.

In addition with the foregoing, Edward (2015) postulated that deploying teachers to a rural school can be a one-way ticket or for very long periods of time in some countries, especially where sizeable proportions of teachers pay for their postings. Where the deployment process is manifestly corrupt, this merely heightens the sense of injustice felt by new teachers who are forced to work in rural schools.

Despite the widespread recognition of what amounts to a teacher deployment crisis in many Countries, efforts to tackle the most serious deployment problems have been quite limited and invariably unsuccessful. Forcing teachers to work in rural schools can seriously lower morale and result in high levels of turnover (Bennell and Akyeampong, 2007). In Malawi, for example, a 1989 government directive instructed all teachers that they should teach in their own regions. However, this decision was so unpopular that it had to be reversed. Similarly, the compulsory posting of science and mathematics teachers to rural schools in South Africa during the mid-1990s had to be

abandoned because many teachers decided to quit. The lack of attractive additional incentives to work in remoter rural schools is another key factor. Relatively very large incentives may be necessary to attract teachers to hard-to-staff schools, but these are not likely to be affordable in most countries due to limited allocated resources for the exercise (Edward, 2015).

As though the situation above is not enough, studies have also shown that the deployment of teachers is also characterized by a strong discrepancy between urban and rural areas. Most teachers prefer to work in urban areas, which cause an enormous shortage of trained teachers in the more remote areas. Bonuses for teachers in remote rural areas are clearly not sufficient to compensate for the hardships and lack of appropriate housing they are facing. Lack of housing is a major obstacle to teacher recruitment and retention in the rural areas (World Bank, 2006:29). In the interest of this study, the researcher will seek to find out how the two situations are faring in the Zambian education system in relation to teacher deployment.

2.2 Rationale for Teacher Deployment

By its very nature, education touches the lives of nearly every individual and its governance has to be situational and broad based. Therefore, regarding teacher deployment, education leadership and management at local level must be capable of responding adequately to the needs of the school system. According to Shumba (2001), this can only occur when the responsibility of its day to day policy implementation is at local level. Of course, technical advice is necessary and this should be provided by Ministry of Education.

According to Miyoba (2016), decentralization of teacher deployment does not take in isolation. Instead, it is usually part of a process of educational decentralization motivated by one or more forces. A review of the World Bank's role in helping countries to implement decentralization found that administrative, political, financial and pedagogical rationales have driven such reforms. It was reported that the World Bank's policy favoring this reform rests on a weak analytical basis (World Bank, 2006). While the decentralization of education continues to attract considerable interest and support, there is an increasing demand to extract lessons from experience and to critically challenge assumptions about decentralization. It is therefore, there is need for information on their management under decentralized education system especially in the deployment of teachers.

Moreover, decentralization of teacher deployment process also allows the beneficiaries, as members of their respective communities to have a say in the process that serves them. This allows them to set priorities that are important to them and allows for an organized and structures medium for feedback to various centers. In view of the above, Nziramasanga (2000), the process of decentralization of teacher deployment fits with the overarching need for the Ministry of Education to establish partners in education and to help stimulate and improve the deployment system in the country.

According to Galshberg and Winkler (2003), in order to fully implement and maintain an effective decentralized system, workshops and consultations should be held to address deficiencies that are recognized and lessons learnt from the past. In essence, careful system design is needed in order to reduce the potential adverse effects of decentralization of teacher deployment such overlapping or conflicting policies and elite capture. There is still insufficient evidence to draw conclusions about the exercise in the education system.

There are major reasons why the concept of teacher deployment has been proposed and this section offers some of them. Lewin (2002) pointed out that the function of deploying teachers has been devolved to districts to curb manipulation and corruption in the selection process. Moreover, it is argued that conducting the deploying exercise at district level will accord more graduate an opportunity to apply for jobs. Therefore, governments in Africa, through their Teaching Service Commissions have revised the recruitment criteria to give an opportunity to teachers in all districts or regions to apply for jobs. It is further indicated that recruiting teachers at district level can also help improve staffing levels especially at rural schools (Miyoba, 2016).

It has also become clear from experience that not all of the alleged benefits materialize and that few developing countries have been highly successful in carrying out their decentralized programmes(Winkler 2012). Simply creating decentralized structures for developing decision making and announcing new procedures for participation in development planning and administration do not guarantee that they will be effective or that they will generate economic growth with greater social equity (Rondinelli and Cheema, 1983). It is extremely difficult to disentangle the effects of education decentralization policies from other variables simultaneously affecting educational outcomes, and there have been few rigorous attempts to do so. Two studies

that did attempt to isolate the effects of devolution in Central America concluded that it increased parental participation, reduced teacher and student absenteeism, and increased student learning by a significant, but small, amount (Ariel 2001).

The government of Zimbabwe for example, decentralized the deployment of teachers in 1998. Under this arrangement, the school was to identify the available vacancies and advertise for applications, indicating where they were tenable. In turn, the boards responsible were to conduct interviews and make recommendations to the central government. This was a departure from the traditional deploying policy where teachers were deployed from the District Offices. This paradigm shift was intended to enhance teacher retention and equity in teacher distribution. However, the school-based teacher deploying policy has faced incessant challenges in public schools. According to the report given by Nziramasanga (2000), the Zimbabwean government implemented teacher deployment to align its education system with other global standards, but the country was not economically stable enough for this. In the researcher's interest, it was important to assess how the whole process was done in the Zambian teacher deployment system as it will determine how effective the decentralization of teacher deployment is.

In essence, the quality and effectiveness in the education system depend heavily on the quality of its teachers because they are the key persons in determining success in meeting the system's goals. The educational and personal well-being of children in schools hinges crucially on their competence, commitment and resourcefulness. From the perspective of this study, it can be argued at this point then that the reason for the much emphasis on the decentralization of teacher deployment is so that the managers of schools such as the head teachers are the best individuals to recommend those teachers that exhibit competence in the quality of teaching. In other words, the caliber of teachers and of the teaching profession is of paramount importance.

Nevertheless, the above can only be achieved when the local institution responsible for teacher deployment which is the Ministry of Education exercises its task of sustaining the quality of individual teachers and of the profession as a whole. It can accomplish this by deploying suitable persons to take up teaching as a career, equipping them with initial professional education, and providing for their subsequent in-career development (Ministry of Education, 1996:104). From this study's view point, decentralization of teacher deployment does not end its self by producing

quality teachers but by ensuring that at deployment level, quality teachers are identified by the local people or simply the local boardies of educational matters at district level so as to ensure that the concept of decentralization is a reality.

In addition to foregoing, Welch and McGinn (1999) indicated that in order for centralization of teacher deployment to be successful, constant monitoring to discover which aspects work well in practice and which do not, to enable the designers to reinforce the successful aspects and to make remedial actions to change the unsuccessful aspects. According to Sang (2005), the central government should make sure that the design of the decentralization of teacher deployment includes specific regulations and controls to guide local decision making and that all parties should be included in developing and implementing the a decentralized teacher management system, because decentralization is a highly political issue and the extent of political will and support for it strongly influences the effectiveness of the reform.

2.3 Studies on Teacher Deployment in Other countries

Deployment able and competent teachers are the goal most governments and education systems in the world Darling-Hammond (2000). In Nordic countries, there have been intensive debates about teacher deployment practices and the content of teacher education. The increasing attention that the issue of teacher deployment has received in recent literature can be related to a body of research showing sizable teacher effects on student learning. Moreover, the discussion regarding deployment, delegation and education of teachers in the Nordic countries is very much influenced by the success of Finnish students in the PISA studies in comparison to their Nordic neighbors.

This study has found other countries that have implemented the decentralization of teacher deployment and due to this, there are a lot of lessons that can be drawn and this study will show some of them. Nevertheless, we must first state that it is widely believed that efficiency and effectiveness can only be achieved when decision making is placed at the local level (Welsh and McGinn, 1999).Following the above ideology, in developed countries such as the United States of America (USA), teacher deployment has been decentralized to local levels. Darling-Hammond (2000) stated that the system on teacher deployment in the USA is decentralized.USA is administratively divided into federal states and countries; education is run by school boards and local school districts. Coming up of different states in the USA shows how much education system

is decentralized. Each city has its own school system and by its own resources. Therefore, teacher deployment is highly decentralized in the sense that teachers are recruited by the districts and the school boards. Following the USA example, there is need to mention that decentralization in Zambia should be implemented to an extent that each district should have local boardies in schools which should have a bigger role in decision-making in terms of teacher deployment. Therefore, this study will assess how much powers the local educational institutions have in terms of having the final decision in terms of teacher deployment.

Moreover, New Zealand education system is in such a way that it has elected school boards that has parents only as committee members. Welch and McGinn (1999) say that New Zealand has its own elected Board of Trustees in which community members predominate and manages each school. The government has given authority and responsibility to the school boards to recruit their own teachers in New Zealand which is the same case as in Netherland central government. In Netherland, the central government has decentralized education system by giving the autonomy to the local government to recruit teachers. Schools in Netherlands have the authority to recruit teachers though the central government sets the core curriculum. In essence, this study looked at teacher deployment at district level not at school level as the case of New Zealand and Netherlands. Nevertheless, the study will look at how much teacher deployment has been done at district level so as to determine how much decentralization has been implemented.

In Pakistan, there are no specific written policies for deployment of teachers. However, a devolution plan has been implemented to give more power to district education authorities to make important decisions regarding teacher deployment. This has endowed district governments with certain powers at the local level, including the actual posting of teachers, although the deployment of teachers and the creation of new posts are still at the provincial level. Multiple tiers of authority exist at the district and provincial level, each with a designation and a set of responsibilities. At the provincial level, the ultimate authority is the Secretary of Education who advises on policy issues and is responsible for the implementation of teacher deployment (Darling-Hammond, 2000).

Furthermore, in Papua New Guinea, since the introduction of education reform and enactment of the Organic Law on Provincial Government, including the Education Act and Teaching Service act in 1995, PNG has adopted a decentralized teacher deployment system. Education is a

decentralized function of provinces, with certain core functions retained by the national department. Teacher deployment in particular is carried out at provincial level with each province deploying teachers to schools in each respective province. In view of the above, this particular study the interest of the researcher to establish whether decentralization of teacher deployment is effective at district level unlike the case of Papua where it was done at provincial level (Hanson, 1998).

According to McGinn (1997), decentralization on teacher deployment in developing countries such as Argentina shows that education system has been decentralized up to the provincial level. Argentina decentralized the education system by giving the provincials education office the authority to manage schools and the national government transferred important decision-making authorities such as paying of teachers to the province. The study done by Edward (2015) on assessing effective of decentralization of teaching and learning by teachers service commission in public primary schools in Mombasa revealed that in 1978, Argentina transferred nearly all primary schools education responsibilities to provinces and transferred all secondary and higher education responsibilities and functions to provincial levels, though financing of special education and assessment of students' performance remained with central government. From this study it was understood that Argentina decentralizes the education system to the province it does not extend to the district and the schools (McGinn, 1997). From the above literature, this study observes that Zambian teacher deployment decentralization is better than the above indicated countries as its decentralization process has trickled down to district level, though the paying and pupil assessments are done by the central government. However, this paper endeavours to find out how effective and efficiency the decentralization is functioning.

Research done by Teacher Initiative in Sub-Saharan Africa (2013) on Teacher Issues in Uganda reviewed that the head teacher identifies the number of vacancies in a school. Vacancies are identified in different department and sent to the District Education Officer who will compile the vacancies in the district and sends it to the Chief Administrative Officer who later on sends to the central government for clearance. The District Education Office deploys teachers according to information received from central government on the availability of funds. This information was of benefit to this study because it showed the procedure of decentralized teacher deployment.

Though this is similar to the Zambian decentralization of teacher deployment, like mentioned above, this paper will concentrate on looking at how effective the process is.

In addition, in Kenya, the Teacher Service Commission (T.S.C) decentralized the deployment of teachers in the year 2001 due to acute shortage of teachers at both Primary and Post-Primary institutions (Wangai, 2003 and Ocheing, 2003). The shortage of teachers was occasioned by the freezing of employment by the government of all civil servant including teachers due to budgetary constraints (Wangai, 2003). Since its inception in 1967, the TSC had been deploying teachers through supply driven process. All newly qualified teachers who had completed their training courses would be posted directly to Educational Institutions and Districts with vacancies. Currently, the Teacher Service Commission is allowed to recruit teachers but only replace those who have left them teaching profession for other jobs and through natural attrition, that is, deaths resignations and retirements. The Teacher Service Commission had thus adopted a demand driven policy in the recruitment process (Wangai, 2003). In essence, the Zambian situation is still in need of both primary and secondary school teachers and the teacher deployment strategy should be assessment in line with how effective the system is in terms of meeting the agreed deployment police.

In Ethiopia, with the federal government which is responsible for provision of primary and secondary education teacher deployment in education is by regional government using the guidelines of central government. Decentralization of teacher deployment in Ethiopia is characterized by devolution of power and the delivery of services. This is reviewed in the study done by Etefa (2014) on implementation of decentralization educational management in east Wellegga zone in selective workdays. The regions and sub-regions were to use their own resources and come up with different projects that would add on the existing resources. The regions were given more power to redeploy more skilled and experienced manpower and to recruit more staffs depending on local decisions and availability of finances. In essence, the importance of this information in this study was to compare the Zambian teacher deployment decentralization in terms of whether the situation in Zambia is like that of Ethiopia in terms of the devolution of power and the utility of local resources. The study done by Etefa made important contributions on the understanding of decentralization by devolution. However it was necessary to conduct a broader

and more detailed study that looks at how decentralized teacher deployment is being implemented at district level in Zambia and to also look at how effective the whole process is.

In the case of Tanzania, the management of primary education is centralized in the districts. Teachers used to be centrally allocated to the districts from headquarters, but since 2000 districts have been able to hire directly and is not easy for teachers to transfer from one district to another. The Ministry of Local Government, which manages the districts, is responsible for teacher welfare, while the Ministry of education and Vocational Training (MoEVT) is responsible for the curriculum, textbook production and other academic matters. This division between two ministries sometimes results in many management problems for districts education officers, who must ensure the wellbeing of both teachers and students. The 2002-2006 Primary Education Sector Plan acknowledge the need for increased numbers of teachers in rural areas and the necessary training and development initiatives (Namukas and Buye, 2009). Therefore, the current study looks at the general decentralization of teacher deployment both at primary level or secondary level.

Despite having decentralized teacher deployment in this study, this brings about a problem of inefficiency in that supply teachers only teach learners for a short period of time and leave once the permanent teacher is back. Some learners tend to find this as a problem because they have to adjust to the new way of learning by the supply teacher and this confuses them. This therefore compromises the quality of education and brings about inefficiencies in the education system and further the objective of the Education for All (EFA) goals of 2000 states that educational decentralization is to contribute to and quality of education. The recommendation therefore is that supply teachers must also attend meetings as well as update records so that they can be efficiency in transitioning learners from the supply teacher to the permanent one (Winkler, 2003). The central government has transferred authority to local government which is the district. Teachers are deployed by the districts and their salaries are still paid by the central government. The study points out critical issues on teacher deployment which are of importance to this study. These included that the head teachers identify vacancies in the school and submit to the district which will check on qualifications of teachers according to vacancies. The study therefore provides directions of what kind of participants to collect data from.

Decentralization is a multi-faceted process, which, because to an extent it is a new approach in the delivery of Education and Training Services in Kenya, needs to be carefully sequenced and paced (ROK, 1998). Teachers Service Commission (TSC) decentralized the recruitment of teachers to the respective DEBs and Institutions in the years 2001 (TSC, 2002). The decentralization process was done by handing over some amount of staffing authority or responsibility to lower levels within central government ministries and agencies. Recruitment and deployment of teachers was shifted from centrally located officials to staff or offices outside the T.S.C. The field agents were given discretion to determine staffing needs to do recruitment analysis within guidelines set by the T.S.C (Wangai, 2003).

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

As envisaged in the MPET, the management of Education and Training should have been devolved to the yet to be created District Education and Training Board (DETB). The DETB should have replaced the DEB and would have, as one of its core functions, the recruitment of teachers. The core functions of the TSC should have been policy formulation, strategic planning, standard setting and monitoring and evaluation but not day to day management of the secondary education system (Wangai, 2003).

Soon after the deployment exercise was launched, there was hue and cry that the process was bedeviled by favoritism, nepotism, bribery, manipulation and external influence. The Director of Education, Wangai (2003), also acknowledged that the decentralized and demand driven policy on deployment of teachers had given rise to new challenges that need to be addressed. This study, therefore, undertook the challenge to assess the implications of all these changes and make recommendations for equitable staffing across provinces, districts and schools.

The Teaching Service Commission in Kenya is in charge of the education system, the functions and responsibilities of the TSC in Kenya have been distributed to lower levels. These responsibilities include teacher deployment, transfers and discipline. The recruitment of teachers in Kenya is done by the schools. Apart from the actual ideas that the Zambian education system

can borrow from the various lessons in the few mentioned countries, one other lesson that this study observed is that though teacher deployment decentralization to districts is a recent undertaking in Zambia, it is clear that some countries decentralized teacher deployment to districts a long time ago. This shows how important the undertaking is and therefore, looking at how effective the process is was an important idea of this study.

2.4 Challenges and Dilemmas in Teacher Deployment

This study thought is crucial to look at the challenges and dilemmas encountered in the decentralization of teacher deployment. However, it is important to first mention that it is widely believed that efficiency and effectiveness can only be achieved when decision making is placed at the local level (Welsh & McGinn, 1999).

However the system has continued to raise major concerns among education stakeholders that hinder development. As commented by Tikson (2008), the process of decentralization of teacher deployment should be transparent and fair to ensure that the most qualified candidate get the job. This is because the decentralized process of teacher deployment which demands for a driven of teacher deployment still face challenges including nepotism, tribalism, incompetence of BOG and inadequate specific teacher-subject combination.

Democracy increases freedom and flexibility in decision making. However, when the required level of decision-making power is absent at the local level it affects the performance of the local government (USAID, 2005). During the regional devolution in Ethiopia, woreda and sub woreda government had lacked the necessary power required for their local operations (Gebre-Egziabher & Berhanu, 2007). This had constrained the local government to perform their functions effectively and the implementation of decentralization had consumed higher than the expected level of government expenditure (BBO, 2006). In essence, this simply indicates that one of the challenges of decentralization of teacher deployment is the lack of resources. In other words, devolution of power in teacher deployment requires huge sums of money. In the interest of this position, this study was to look at how the situation was fairing in the Zambian teacher deployment decentralization.

In most of the African countries, education decentralization on teacher deployment failed to yield the intended outcomes due to absence of real decision-making power and resource at the local level (Winkler,1993) and this is the situation which was found in Ethiopia; lack of enough resources. Some note that in many African countries decentralization was not able to promote local participation and achieve the intended goals because the reforms were little more than de-concentration of functions (Coppola et al, 2003). However, realization of improved local participation, efficiency and effectiveness in education needs lead to devolution of fiscal, political and administrative power and functions to the local government and their institutions.

In other countries like Indonesia, due to the imbalance of these dimensions at the local level the decentralization teacher deployment reform become a costly reform and exceed the financing capacity of the country (Tikson, 2008).In addition, Galshberg and Winkler (2003),in their study if decentralization in certain countries including Ethiopia, observed local feature like parents' illiteracy, fragile democracy, and less well-developed banking system, to affect the success of educational decentralization. Like was pointed out above, it is clear that the problem of financial support in the decentralization of teacher recruitment is very prominent. Given this situation, this study paid attention how much the decentralization of teacher deployment was funded.

In addition, stakeholders who are given authority in decision making do not exercise their power properly, for example, local government that lacks experience and skills in collective decision making fails to implement policies. Dalin (1998) stressed that while innovation may be seen as improvement, it is vital to understand to who would do it better. Stakeholders in this case are important, the argument on decision making is that, those immediately affected by the educational changes should be present in decision making.

Fullen (1991) identifies several stakeholders which he categorized under local characteristics (district, board and teachers).In a decentralized system, the district is important in implementation of policies such as teacher deployment. The argument is that power has been decentralized to wrong people, either central appoints or local elites so there has been no meaningful increase in the participation of people (Rondinelli, 1981, as cited in Conyers, 2008).

A system of educational management depends on effective monitoring, even in the highly centralized system; the center needs to know what is taking place in each of the many schools. When those schools are permitted greater freedom of action, the need for information increases Bloomer (1991). Decentralization allows for quick decisions to be made but if small issues are referred to the central authority rapid response will not be made.

The other challenge on teacher deployment is that a sample taken of Pupil Teacher Ratios (PTR), shows that some schools have higher PTRs than others. It has further been observed that schools within the same district have more teachers than other schools, especially those in the urban areas. Further, establishments of teachers are not consistent with the demands of schools as these establishments have not been filled fully.

The provision of a sustainable teaching workforce is also cardinal to the achievement of the millennium development goal of providing basic education to the rapidly growing child population. The availability of appropriately qualified teachers has an effect on the quality of education provided.

The Ministry is responsible for assigning teachers to schools. In determining vacancies for teachers, staff assignment reports are obtained from the Public Service Management Division with details relating to vacant teaching positions available and at which school. However, the data used in identifying vacancies had distortions as teachers appeared on payrolls which did not belong to their work stations; and newly constructed schools in operation were not gazetted on time. Coordination among directorates within the Ministry was lacking when it came to staffing of schools.

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Despite, decentralization of recruitment, the TSC dictates the number of teachers to be employed in a given station and not as requested by the school management. However the inadequacy of teachers in schools can be a challenge posed by the government due to inadequate funds allocated that limit the vacancies availed to each school by TSC. Candidates eligible for employment are in excess but the supply of this manpower to schools is limited even though the demand is high (Wangai, 2003).

It was found from the study that teachers employed through the decentralized approach were highly qualified with relevant experiences and relevant subject combinations. However, a few cases were reported where specific subject combinations were inadequate, and in such schools they ended up not recruiting teachers in the vacancies given until they sought advice from TSC. According to World Bank (1992), the challenges of teacher supply are usually greater in secondary schools because the material to be taught is more specialized and there may be fewer specialized teachers. Teachers are typically specialists in one or two subjects and there are frequent shortages in specific subjects such as Physics, history and religion. The existence of a private education sector also diminishes the capacity of the state system to deploy teachers because of their positions and fare enumeration. Teacher inadequacy in the approach can also be due to the fact that most candidates limited their applications to their own communities and schools that were easily accessible (Wangai, 2003).

As concerns the teacher performance, records indicated that teacher attendance was poor especially on teachers employed under decentralized approach. Teachers from within the school locality

lacked commitment and accountability. Poor selection on the basis of tribe and nepotism can contribute to poor performance of teachers in their own communities. Majority of the teachers' performance from within the school locality were below average that had confidence in the people who selected them and familiarity in their own communities rather than being committed to their duties (Shumba, 2001). Among the challenges hindering the applicability of the approach: Political interference; secrecy on interview dates; limited time for application; nepotism; tribalism; biasness; bribery; crush in interviews; poor capacity building and lack of the required candidate were reported by the respondents in the study. However, corruption cases showed a decline as compared to the past years (Armstron, 2001).

In Kenya, reports in the DEOs' offices from school heads indicated that most candidates who applied for the interview did not show up. This could be as a result of crushing dates and time, some interviews might have been kept secret and limited time to attend all the interviews. However, a good percentage of the interviewees were selected in the first interviews (Aerial, 2001). The decentralized approach does not embrace diversity and affirmative action; only 15 percent of the staff interviewed in the study was women. Diversity is a key indicator to better performance and effective employment. Teachers being selected from within their communities show a workforce with the same experiences and upbringing. Workers need to learn new ideas from different people including tribe, gender, culture and beliefs in order to boost the performance. Despite the use of interview selection score guide, the study reported unfair recruitment (Gaynar, 1998).

Despite the challenges associated with decentralization, strategies lie at the heart of many government policies engagement and participation of civil society, better management of education through decentralization and reduction of private costs (UNESCO, 2003). It is widely argued that efficiency and effectiveness in decentralized policies are more likely to be obtained through decision making being placed at local level.

2.5 Decentralization of Teacher Deployment in Zambia

Zambia, like other African and developing countries made certain changes in education after it gained independence. At the time of Zambia's political independence in 1964, the education sector was faced with serious challenges many of which were transferred to the new administration

(Kelly, 1999). The education system that was inherited by United National Independence Party (UNIP) government was accordingly underdeveloped, this was evidenced by the fact that there were few Zambians who were educated enough to fill in the positions left by the colonialists. Nevertheless, the government focused its attention on the development of secondary schools and universities in order to provide skilled human resource (Kelly, 1991).

In 1991, the MMD government came into power and attempted to restructure the local government system in order to improve the service delivery. The MMD government brought about the Public Service Reform Program (PSRP) and the legislative amendments of the local government. Despite all these changes which were put up in 1991, the government's education system did not improve. Authority and the needed resources did not go to the local levels; responsibility was not given to the districts and the schools which affected the quality of education in Zambia. However, the late president Levy Mwanawasa tried to decentralize central government authority to local authority through the National Decentralization Policy that was enacted in 2002 and was launched in 2004 (NDP, 2013). The National Decentralization Policy is a document that shows the vision on how organized the decentralized system must be in government. The main aim of this document was to bring quality education through full participation of the community in decision making and by its virtue of distributing authority from central government to districts.

In addition to the foregoing, through the Public Service Reform Programme (PSRP) that was launched in 1993, the Government re-affirmed its commitment to the decentralization process by pledging to strengthen the management of local authorities. The PSRP included a component on decentralization and strengthening of local government. In the document, Public Service Reform Programme 2000: Strategy and Action Plan, 2000 to 2002, the Government reiterated its commitment to the principles of decentralization and the strengthening of the local government system (Winkler, 2012). It is against this background that the decentralization Policy was adopted in 2002 and subsequently launched by the President in 2004.

Moreover, the policy provided the vision of a fully decentralized and democratically elected system of governance characterized by open, predictable and transparent policy making and implementation process, effective community participation in decision making, development and administration of their local affairs while maintaining sufficient linkages between the centre and

the periphery. It is therefore this reason that this study is interested in looking at whether there is effective community participation, transparency and implementation of teacher deployment in the district (Miyoba, 2016).

Ministry of Education (1996) established Education Boards at district, college and school levels. This was done to allow communities to participate in government affairs and to relieve the Ministry from the burden of helping out schools on day to day activities. Establishment of education boards was to increase participation of the community in managing and implementation of government policies. Decentralization gives power to local units to come up with plans and make decisions for activities that has to do with their lives (Kelly, 1999)

Teachers are the most costly resource within the education system. Responsibility to the public who ultimately provide the finances for their employment requires that they be enabled to give their services in the most effective and cost-efficient manner possible (Ministry of Education, 1996). Teachers should be assigned to schools that need their services. The schools, in their turn, should be able to allocate a full working load to each member of staff.

Government has the clear policy that appointments within the public sector be restricted to the number of approved posts, at both system and institutional levels. The mere availability of additional qualified teachers does not justify their appointment to schools which already have their full complement of staff. The Ministry ensures full compliance with this policy in regard to all educational institutions for which it is responsible. The Ministry also examines the staffing situation in secondary schools, to ensure that fully effective use is made of the teacher's time. The ministry can only take control of the above mentioned through the District Education Board Secretary. District Education Board is empowered by Ministry of General Education with the idea to streamline the education sector in order to avoid wastage of resources and reduce government expenditure.

Like any other institution, the Ministry of General Education also has a well-structured hierarchy from central government all the way down to schools. Sikayile (2011) explains the Ministry of Education hierarchy as follows; at central level the Ministry of Education is the highest level and it is divided into two; Ministry of Higher Education and Ministry of General Education. For the purpose of this study, the research will focus on the Ministry of General Education because it is in

charge of schools. At provincial level, the Provincial Education Officer (PEO) holds the highest office followed by the Provincial Education Standards Officer (PESO) and then the Provincial Education Management Committee (PEMC).

Furthermore, Sikayile (2011) states that the head of the Ministry of General Education at district level is the District Education Board (DEB). The Board of the DEB is divided into two; management team and governance team. The Management team consists of the DEB Secretary, District Education Standard Officer (DESO), the Planning Officer, the Human Resource Officer, the Finance Officer and the Infrastructure Development Officer. The DEB office also has another committee which is responsible for teacher deployment and it consists of the DEB Secretary who chairs the Board, one Union Representative, a Human Resource Officer from Ministry of General Education as well as another Human Resource Officer from another ministry outside the Ministry of General Education, one committee member, DESO, and a statistician. All schools are under a district and they are headed by a Head Teacher, followed by the Deputy Head then Head of Departments, senior teachers and subject teachers. The hierarchy with different actors shows how information flows from central government to local authorities on decentralized teacher deployment

In Zambia a study done by Sikayile A (2011) on education decentralization in Zambia; an analysis of policy and practice identified a gap on decentralization policy and its practice. The study revealed that in cases of teacher deployment and financial matters, the Ministry of General Education has delegated authority to DEBs but in practice this authority is largely reclaimed. The boards have not been able to efficiently make decision that could support effective implementation of the policy. The study done by Sikayile adds knowledge to this study on teacher deployment being decentralized to districts but it does not state why it is not fully implemented. Therefore, this study will supplement Sikayile's study in that it will go further to identify constraints in implementation of decentralization policy on teacher deployment and give recommendations on how it can be improved.

Another study within Zambia was conducted by Miyoba, (2016). Miyoba established that there was still a gap between decentralization policies and its implementation, according to the study on 'assessment of the implementation of decentralization policy in the ministry of education' the

government of the Republic of Zambia is committed towards achieving the educational goals. Hence, educational decentralization under Ministry of Education is seen as a vehicle through which access to and quality of education could be improved. Despite the limitation in institutional capacity, District Educational Boards were established in order to implement the policies. Miyoba also talked about community participation in implementing of education policies. Community participation in education is one element of decentralization of power and responsibility to local level (Watt, 2001). Despite having talked about DEBs in implementing policies Miyoba did not talk about teacher deployment. This study will therefore discuss on how communities through boards and parent teacher associations must be actively involved in implementing of policies such as teacher deployment in cases where the country delays in deploying teachers.

Kambilombilo and Banda (2015) researched on the impact of decentralization policy on the performance of colleges of education in Zambia and their findings showed that colleges of education had failed to take advantage of decentralization policy instead continued depending on instructions from government. This study showed that despite the government decentralizing teacher deployment, colleges are still failing to deploy teachers and this is a challenge that the Ministry of Education is facing even at a higher education level. Having talked about decentralization on performance in colleges, Kambilombilo and Banda did not talk about the importance of teacher deployment because for performance to be outstanding in institutions, deployment must be considered first.

Democracy increases freedom and flexibility in decision making. However when the required level of decision making power is absent at the local level it affects the performance of the local government(USAID, 2005).During the regional devolution in Ethiopia, woreda and sub woreda government had lacked the necessary power required for their local operations (Gebre-Egziabher&Berhanu, 2007). This had constrained the local government to perform their functions effectively and the implementation of decentralization had consumed higher than the expected level of government expenditure (BBO, 2006).

In most of the African countries, education decentralization failed to yield the intended outcomes due to absence of real decision making power and resource at the local level(Winkler, 1993).some note that in many African countries decentralization was not able to promote local participation

and achieve the intended goals because the reforms were little more than de-concentration of functions (Coppola et al., 2003). However, realization of improved local participation, efficiency and effectiveness in education needs lead to devolution of fiscal, political and administrative power and functions to the local government and their institutions. In other countries like Indonesia, due to the imbalance of these dimensions at the local level the decentralization reform become a costly reform and exceed the financing capacity of the country (Tikson, 2008). Galshberg and Winkler (2003), in their study if decentralization in certain countries including Ethiopia, observed local feature like parents' illiteracy, fragile democracy, and less well developed banking system, to affect the success of educational decentralization

In addition, stakeholders who are given authority in decision making do not exercise their power properly, for example, local government that lacks experience and skills in collective decision making fails to implement policies. Dalin (1998) stressed that while innovation may be seen as improvement, it is vital to understand to who would do it better. Stakeholders in this case are important, the argument on decision making is that, those immediately affected by the educational changes should be present in decision making. Fullen (1991) identifies several stakeholders which he categorized under local characteristics (district, board and teachers). In a decentralized system, the district is important in implementation of policies such as teacher deployment. The argument is that power has been decentralized to wrong people, either central appoints or local elites so there has been no meaningful increase in the participation of people (Rondinelli, 1981, as cited in Conyers, 2008). A system of educational management depends on effective monitoring, even in the highly centralized system; the center needs to know what is taking place in each of the many schools. When those schools are permitted greater freedom of action, the need for information increases Bloomer (1991). Decentralization allows for quick decisions to be made but if small issues are referred to the central authority rapid response will not be made.

A study done by Okinda (2004) on assessment of the implications of decentralized teacher deployment in public secondary schools revealed that recruitment at school level reduced work load at the Teaching Service Commission (TSC) headquarters and at the same time, head teachers were satisfied with the extent to which their staffing needs were made. By decentralizing teacher deployment to the DEBs and Head teachers, the Ministry of General Education's work load was also reduced and they could focus on more important matters at central level. Teacher deployment

at the secondary level was further complicated by teacher specialization. Teachers were typically specialists in one or two subjects, and there were frequently shortages in specific subject. Head teachers tend to be satisfied when they were given such decision-making powers to deploy teachers in departments where their services were needed the most, this was because teachers were to be deployed to schools that needed their services (Ministry of Education, 1996). This data was important in this study as it allowed the researcher to assess how exactly teacher deployment decentralization was done in Zambia following Okinda's study.

In addition to the foregoing, Okinda (2004) postulated that decentralization of teacher deployment promotes development by ensuring equal distribution of teachers in both urban and rural schools. The approach also promotes community development through employment, reduces the workload for TSC so as to handle crucial matters and strategize on development, reduces time for recruitment and selection process and improves accountability and transparency reducing levels of corruption that are key to service delivery.

2.6 Summary

The chapter had reviewed the related literature on the concept of decentralization, decentralization policy, rationale for decentralization, teacher deployment, challenges and dilemmas in decentralization of education and decentralization of teacher deployment in Zambia. It further reviewed scholars that conducted various studies on decentralization policy on teacher deployment in developed and developing countries which discusses the implementation of decentralization policy. Most of the data available in Zambia is on implementation of decentralization policy in general and little is talked about on decentralized teacher deployment. However, the study aimed at contributing to the reservoir of knowledge on decentralization of teacher deployment by assessing the effectiveness of decentralization policy implementation on teacher deployment in Zambia.

CHAPTER THREE: METHODOLOGY

3.0 Overview

This chapter discussed the methods and techniques used in the collection and data analysis. These comprised of research design, study area, study population, sampling size and sampling procedure, research instruments for data collection, and methods of data analysis.

3.1. Research Paradigm

The term paradigm was first used by Kuhn (1966) in his work *The Structure of Scientific Revolutions* he defined research paradigm as an “an integrated cluster or substantive concepts, variables and problems attached with corresponding methodological approaches and tools”. This implies that a research paradigm help researchers to share common beliefs and agreements about how problems should be understood and addressed. In essence, a research paradigm increases quality of a research and contributes to the creativity of the researcher. In the same vein, Hebert (1990) considered a research paradigm as a conceptual framework or a body of assumptions, beliefs and related methods and techniques shared by a large group of scientists or practitioners as ways of explaining reality in relation to the four philosophical dimensions. This implies that research paradigm is there to determine how researchers view the phenomena, their particular community studies and the research methods that should be employed to come up with concrete research findings. This is more reason that Guba (1990) view it as an interpretive framework which is guided by a set of beliefs and feelings about the world and how it should be understood and studied. From the above varied views, it the research saw it imperative to understand that the use of research paradigm plays an important role in building a researcher identity.

In view of the above, Interpretivist paradigm was applied in this study as it was purely qualitative in nature. In essence, Interpretivist paradigm depends on situations and is determined by the environment. Interpretivist paradigm also pays attention to and value what people say, do and feel and how they make meaning to the phenomena being researched. Therefore, the ultimate aim of Interpretivist research is to offer a perspective of a situation and to analyze the situation under study to provide insight into the way in which a particular group of people make sense of their

situation or the phenomena they encounter (Denzin& Lincoln, 2011). To this effect, the results of qualitative research are descriptive rather than predictive.

In view of the above, research paradigm was heavily used in this study because assessing the effectiveness of the decentralization of teacher deployment in Mazabuka District involved the description of the phenomenon and how they make meaning to the phenomena being researched.

3.2 Research Design

According to Kothari (2003) the research design constitutes the outline for the collection, measurement and analysis of data. In other words, it is a master plan specifying the methods and procedures for collecting and analyzing the needed information. Meanwhile, Kombo and Tromp (2013:70) view it as ‘the structure of research, or the ‘glue’ that holds all the elements in the research project together’.

In order to investigate the the effectiveness of the decentralization of teacher deployment in Mazabuka District, a descriptive survey design gotten from qualitative method approach, which mainly intended to explain some phenomena or build a theory. This entails that the researcher collected data using qualitative method and applied the findings to larger context (Kombo and Tromp, 2006). In this study, the design deemed appropriate because the researcher hoped to explore and contextualize the experience as it is represented in the textual without manipulating participants’ situations.

Moreover, the design allows researchers to shape their perceptions of reality and can also influence policy. This entails that narrative design gives the researcher view to be accessed on its merits by which the research problem is tackled to arrive at the findings. The research design is important as it directed and guided the researcher during the research process. According to Kombo and Tromp (2006), research design is important because it identifies the problem and uses economical procedures in collection and analysis of data. Narrative research design incorporates a range of methodological stances as well as ways in which data are conceived, collected, analyzed and reported.

3.3 Target population

Target population is a certain group of people that share similar characteristics and is identified as the intended audience for a research (Saunders et. al. 2007). It is a portion of the whole universe of people selected as the objective audience. The target population is the total group of individuals from which the sample might be drawn. Chabala (2014) argues that the target population is an entire group of persons or elements that have at least one thing in common. This study composed of the total number of 25 accessible populations of Mazabuka District.

In this particular study, the District Education Secretary (1) took part because he or she is the chief controllers of standards and quality teaching in schools. At the same time, they are charged with the responsibility of interpreting and providing guidelines to ensure the quality provision of education in schools. Teacher Deployment Committee Members were part of the study because they are the ones doing the selection and approving teachers to be deployed. Head teachers are entrusted with the responsibility of coordinating the administrative and academic activities to ensure quality delivery of education in schools. Teachers were selected in this study as they are the sole beneficiaries of Teacher Deployment.

3.4 Sampling Design and Sampling Procedures

3.4.1 Sampling Size

Kothari (2006) defines sample as a group of subjects that are selected from the general population and is considered a representative of real population for the specific study. This means that sample size represents a number of desired target group whose opinions or behavior the researcher care about. Moreover the sample size is an important feature of any empirical study in which the goal is to make inferences about a population from a sample (Saunders et. al. 2007). It measures the number of individual samples measured or observations used in a survey. A sample size of 25 respondents was selected comprising of 3 head teachers, 15 teachers, 3 respondents from teacher deployment committee and the DEBs (1) were interviewed at the district office.

3.4.2 Sampling procedure

Sampling procedure is a process of selecting a group of people, events, behaviour or other elements with which to conduct a study Kothari (2006). Moreover, the sampling procedure is considered a critical concern to the research in order to represent the targeted population and to eliminate the bias in the data collection methods and thus generalize the results. Sampling procedure is a process or technique of choosing a sub-group from a population to participate in the study. It is the process of selecting a number of individuals for a study in such a way that individuals selected represent the large from which they were selected (Ogula, 2005). This study used simple random sampling and purposive sampling procedure to achieve the desired type of respondents and to avoid the risk of biasness in the study and ensure there is fair representation of total population. The main attribute of this sampling method is that every sample has the same probability of being chosen. In this study, simple random sampling was used to select the fifteen teachers from the three selected schools. On the other hand, the study used purposive sampling design to select 3 head teachers, 3 Teacher Deployment Committee Members and the DEBs. Purposeful sampling is widely used in qualitative research for the identification and selection of information-rich cases related to the phenomenon of interest (Patton, 2002). According to White (2005), the reason of using purposive sampling procedure is to ensure that key elements in the sampling procedure are well represented.

3.5 Instruments for data collection

Due to the qualitative nature of this study, the research used 3 instruments and techniques to collect information from respondents and these are interviews, focus group discussion and document analysis.

3.5.1 Interview Schedule

According to Cannel and Kahn (1968) research interview as a two-person or dialogue that is initiated by the interviewer for the purpose of obtaining relevant research information and focused by him or her on content specified by research objectives of systematic description, prediction or explanation. It is essentially a structured conversation where one participant asks questions and the other provides answers. In a common parlance, an interview is a one on one conversation

between an interviewer and an interviewee. In a qualitative research, an interview is a conversation where questions are asked to elicit information. This more reason that interviews are an appropriate method where there is a need to collect in-depth information on people's opinions, thoughts, experiences and feelings. In this study, semi-structured interviews were used to collect information from the 3 respondents at the DEBs office and the 3 head teachers. The reason for using semi-structured interviews is because it allowed the researcher to get in-depth information from the respondent by asking the key questions of which the respondent was to be able to answer without restraint in an interactive way. This method allowed the researcher to gather data systematically and that no data was to be omitted.

3.5.2. Focus group discussion

A focus group discussion is a good way to gather together people from similar backgrounds or experiences to discuss a specific topic of interest. It is a form of qualitative research where questions are asked about their perceptions, attitudes, beliefs, opinions or ideas. In this research study, focus group discussion was administered on teachers in order to obtain insight into multiple and different perceptions by revealing beliefs, attitudes, experiences and feelings as participants interact.

3.6 Procedure for data collection

In this study, data was personally collected by the researcher using the instruments stated above. Before the day of data collection, the researcher sought permission from the District Board Education Secretary (DEBS) in Mazabuka District and from the selected school administrators. The researcher used one classroom on request from the school administration for the focus group discussion with teachers in a group of five. In essence, during the focus group discussions, responses were recorded alongside taking down notes for acknowledgement of verbatim.

Prior to the administration of the instruments, the researcher visited the individual schools to seek for permission from the head teachers and make appointments. It was during these visits that the purpose of the study, target sample and the actual instrument (interview and focus group discussion guides) for data collection were described and left with the school administrators in order to acquaint themselves with the questions.

Respondents were assured that the information collected was confidential before the main study commenced. This was followed by conducting of interviews. Afterwards, recordings of all interviews and Focus Group Discussion were collected in readiness for data analysis.

3.7. Trustworthiness or Credibility

Trustworthiness in this research was significant to credibility and accuracy in the study. This was more significant especially that the researcher clearly linked the research study's findings. According to Patton (1990), trustworthiness in a qualitative research is ensured through triangulation or member checklist. Therefore, credibility was obtained by standardising the data collection instruments where the school administrators, Teacher Deployment Committee were subjected to Interviews and teachers were subjected to the Focus Group Discussion. The above instruments were employed in order to ensure that the study obtained accuracy of findings (Mugenda and Mugenda, 2003).

Denzin (2000) identified four basic types of triangulation for data credibility: Data triangulation which involves time, space, and persons; Investigator triangulation which involves multiple researchers in an investigation; Theory triangulation which involves using more than one theoretical scheme in the interpretation of the phenomenon; and Methodological triangulation, which involves using more than one method to gather data, such as interviews, observations, questionnaires and documents to enhance confidence of the data. Therefore, to confirm reliability of this study, the researcher used methodological triangulation, which enabled the researcher to collect data through interviews, focus group discussions, observations, document review and visual materials. Triangulation of data sources employed by this study ensured the accuracy of findings obtained. All the research instruments used in this study were validated for content by both the researcher and the supervisor.

3.8 Data analysis

Ng'andu–Kasonde (2014) described data analysis as a manipulation of collected data for the purpose of drawing conclusions that reflect on the interests, ideas and theories that initiated the study. This was further amplified by Creswell (2007) who indicated that data analysis in qualitative research consists of preparing and organizing the data for analysis. He contended that this is done

by reducing the collected primary data into themes through coding and condensing the codes after which data is represented in figures, tables or narrative reports. Qualitative data collected data was analysed thematically. Information from the interviews and Focus Group Discussion were read through and through so as to be familiar with the data. Moreover, responses were put in categories and were given themes. Information from interviews and Focus Discussions were put into major and sub-themes. The themes were then named and put according to the research questions. Data analysis also involved reviewing the various documents which addresses the decentralization of teacher deployment.

3.9 Ethical consideration

The information that was collected was kept in confidence. Respondents were not asked their identity in the whole process. Furthermore, the participation was on voluntary basis and participants were free to answer or remain silent.

The researcher adhered and upheld the ethical considerations firstly by seeking for authority from the District Education Board Office to carry out a research from the three selected schools in the district. While carrying out the research, respondents were not asked their identity in the whole process and all the data collected was given maximum confidentiality and considered purely for academic purposes. Respondents were also assures that their participation was on voluntary basis and they were free to answer or remain silent. Furthermore, the right of self-determination was highly honored and as such no coerced power was used to influence participation of any respondent because informed consent was sought for first. Above all, the researcher did not take the participants by surprise but instead communicated in advance by word of mouth or text prior to the administration of the instruments with explanation to the purpose of the study.

3.10 Summary

This chapter outlined the methodology of the study. In this chapter, the researcher presented the methodology that was used in the study. A descriptive survey design was employed to asses the effectiveness of teacher deployment in Mazabuka District. The study was qualitative, employing the Descriptive survey research design. The study site was in Mazabuka District of the Southern Province of Zambia with a sample size of 25 respondents. The sample was selected using purposive

and simple random sampling procedures. Data collection tools included interview guides, Focus Group Discussions and a voice recorder.

CHAPTER FOUR: PRESENTATION OF FINDINGS

4.0 Overview

The following section represents details of the data obtained from focus group discussions from teachers and interviews on assessment of the effectiveness of teacher deployment in Mazabuka District of Southern Province. The presentation of the findings was guided by the following study questions: (i) how has the teacher deployment been implemented in Mazabuka District? (ii) what challenges does the District Educational Board have on teacher deployment in Mazabuka District? and (iii) What measures can be undertaken to improve teacher deployment in Mazabuka District?

4.1 Decentralization policy on teacher deployment

The first objective was to investigate the effectiveness of decentralization policy on teachers. From what was obtained in the field, 80% of the respondents indicated that decentralization policy was effective in the district. When further probed to justify their answers, the sub-section below illustrates some of the responses from the respondents based on the themes which emerged.

In looking the effectiveness of the decentralization of teacher deployment in Mazabuka district, the researcher saw it necessary to look decision making and specifically, the interest was to look at those who are involved in decision- making. Having interviewed the respondents, all of them stated decision as the effective way of decentralization of teacher deployment. The head teacher at one school said that;

Decision making in terms of decentralization of teacher deployment is one of the critical area. However, looking at teacher deployment in terms of stakeholder involvement, it becomes clear that within the Teacher Deployment Committee, there are stakeholders who have no proper understanding of teacher deployment. Therefore, there is a question of how credible their decisions would be.

One other committee member within the teacher deployment group said the following:

In as much as the decentralization policy has been trickled down from the provincial level to district level, personally I still feel that decision making is still

done poorly because after we make selections at district level, the central government still restores the final decision for the final newly recruited teachers.

The researcher also found it noble to assess the quality of services offered by those involved in the Teacher Deployment Committee. One area looked at was how effective the committee was operating and in responding to this, one teacher mentioned that;

In as much as I am one of those involved in the committee, I must admit that within stakeholder involved, there are individuals who come from other fraternities away from the educational sector. Therefore, personally, I cannot expect them to offer a good service to the committee. In addition, most these individuals do not attend meetings and this minimizes the service delivery of the teacher deploying committee.

One other respondent pointed out to that;

I can indicate that service delivery of the teacher deployment is effective because it is a combination of individuals from the teacher service. Nevertheless, it still needs to learn from other countries on the new strategies of offering service and this is due to the fact that the concept of decentralization of teacher deployment at district level is a new one.

It was equally pertinent to look at the component of capacity building of teacher deployment decentralization at the district level. It is crucial to indicate that capacity building was assessed in terms of statistics of the newly deployed teachers and accordingly, one head teacher pointed out that;

We appreciate the power that has been given at district level to make selections of our new graduates. Quite alright we make selections through the Teacher Deployment Committee; we have identified a discrepancy in statistics from one district to another. Some districts deploy more teachers than others.

Another Head teacher also mentioned the following:

The issue of teacher deployment has a lot of strings attached. It is clear that there are a number of graduates that are loitering in the streets without employment and yet when time for recruitment comes, only a few teachers are employment and the majority of them remain without employment.

Based on the findings and results above, three themes emerged based on effectiveness of decentralization policy: Decision Making, Service Delivery and Building local capacity.

4.2 Implementation of teacher deployment strategy

The first research question of this study was to find out whether teacher deployment had been implemented in Mazabuka district. In order to achieve this research question, respondents were first asked to indicate the role of their office played in teacher deployment. From many people interviewed, 15 out of 25 representing 60% showed decentralization of teacher deployment has been implemented through scrutiny of the subject areas and schools that needed teachers. Responses given by DEBs in the interview showed that their office is the focal point for teacher deployment in the sense that they verify the results, qualifications and accreditation of the applicant from the teaching council of Zambia. The findings are presented in themes and verbatim. The subsection below illustrates some of the responses from the respondents based on the themes which emerged.

At the point of recruitment, the office scrutinizes the subject areas and schools that need teachers. For example, one of the deployment committee members said that;

We verify the results and qualification of the applicant on the point of education because we have the data of accredited colleges from the teaching council of Zambia. At the point of deployment, all the received applications are put into different categories such as certificate, diploma and degree holders.

Another Teacher Deployment Committee Member said that;

We segregate teachers in terms of their subject specialty. We also screen them, those with five O levels and those without a full certificate are grouped so when stakeholders sit, it would be easy for selection. At the point of deployment, we look

at which subject areas need teachers and we deploy according to the need of the district.

Another respondent said:

We also scrutinize the qualifications of teachers to be deployed and ensure that they are registered by Teaching Council of Zambia as one of the requirements.

The other theme that emerged was the creation of a teacher deployment committee that involves various stakeholders to ensure there is transparency and quality in the selection of teachers.

In view of this, one of the participants commented that:

We go through the applications and separate them according to qualifications i.e. diplomas, degrees plus any other field.

Another respondent indicated that:

Mainly, the creation of teacher deployment committee is important because it allows applicants to apply to one district to avoid duplicity. Mazabuka residents are given a chance to apply just within the district. For example, during the last deployment, only 19 spaces were given and most of them were from within if not it means they have relatives in Mazabuka.

One Teacher Deployment Committee Member said that:

Decentralization of teacher deployment has reduced the number of transfers where people want to move from rural areas to towns and so far they are no challenges of teachers wanting to transfer from one district to another because applicants choose which district to apply.

Another respondent indicated that;

When it comes to deployment, teacher deployment committee is always asked of the shortfalls based on the needs of the schools and this data is then collected so that when it is time for selection, we just check on the list and pick teachers to deploy

based on the shortfall given. We sensitized with guides and workshops are conducted on what we are supposed to do and general discussion on qualifications on deployed.

Another vital theme that emerged was the issue of transparency in the teacher deployment process. It creates transparency in the system and also gives confidence to the people involved in the recruitment process. There is no duplicity of people moving from place to place trying to gamble for teachers because they are found locally.

In view of this, one of the participants commented that:

Some teachers have been applying for many years and they are not picked due to lack of transparency during the deployment process and also the restricted number of teachers given by the ministry to districts is too small. Therefore, transparency in teacher deployment process can increase confidence not only to people involved but also to those to be deployed. Through decentralization of teacher deployment, teachers who are not picked can now get an explanation from the DEBs as to why they were left out.

Another respondent said that:

We identify the needs of each department in terms of teaching staff and source for them by requesting the DEBs to send teachers to fill up the gap in specific departments where teachers are lacking. We do that in order to ensure transparency in the deployment process.

The following themes emerged on findings related to the implementation of teacher deployment: scrutiny of the subject areas and schools that need teachers, creation of a Teacher Deployment Committee and transparency and quality in the selection of teachers.

4.3. Challenges faced during teacher deployment

The second objective was to establish challenges faced by the District Board on teacher deployment in Mazabuka District. To achieve this objective, the question was posed whether the District office faced some challenges in deploying teachers following the decentralization process.

The majority of the respondents indicated that their office faced some challenges. When further probed to indicate some of the challenges they faced on the decentralization of teacher deployment, all the 25 respondents interviewed, that is, 100% indicated lack of autonomy, poor capacity building and manipulation and external influence and lack of competences in the teacher deployment committee merged as major themes in this study.

It came to light that even though teacher deployment was decentralized to district level, the teacher deployment committee lacks autonomy in their operations. They stated that we expect our team to be highly productive and independent to carry out their duties but they are not because of some voices somewhere. Therefore, for decentralization of teacher deployment to yield fruits, they must consider autonomous operations from the deployment committee. To amplify the emerged theme above, one respondent interviewed said:

Autonomy is a key perquisite to achieving decentralization of teacher deployment at district level. We are not given autonomy to run through the whole process of teacher deployment because the final decision comes from the province.

Another respondent noted that:

We are not the final people to shortlist the teachers selected for deployment but the PEO does. For example, in the 2018 deployment the TSC put up certain restrictions that the teachers to be deployed should have graduated from 2015 going backwards and also the age. Such directives are clear indications that we are not independent to carry out the exercise, since we cannot decide on our own to choose who should be deployed or not.

Another respondent had this to say:

The committee faces challenges such as “difficulty to shortlist due to the overwhelming number of applications that are received” during the selection process. The district is given the number of teachers to be deployed of which they must not exceed that number. When the names are forwarded to PEO’s office, not all the applicants recommended by the district are recruited.

Another respondent respectively said:

Even when the district wants to deploy teachers according to the crises in all the schools, it is impossible because of the restricted number of teacher to be deployed in each district is given by the teaching service commission. Moreover, teachers are not sent to the schools they have been posted due to schools without establishment.

Another theme that emerged from the findings was the issue of capacity building. Since decentralization of teacher deployment is still new in the system, some of the deployment committee members lack competency and skills in their operations. To amplify on the above finding, one respondent said:

I am in the teacher deployment committee and from my observation some of our colleagues do not understand the requirements in carrying out the exercise because they lack skills and competences.

Another respondent said:

You know what; it is sometimes difficult to operate with members that not acquainted with the tasks they are called upon to perform. I say so because such is missing in some of the people that are tasked to carry out the exercise of deploying teachers.

Another respondent averred that:

The exorbitant costs of developing the expertise of the panel members hampered the otherwise noble intention of building their capacity.

Another theme that emerged from the findings was manipulation and external influence. Mostly, deployment of teachers at district level comes with external voices and this becomes a challenge to those mandated to carry out the exercise. Some of the views given by the participants included the following as indicated in transcribed verbatim:

We are directed to select the names of teachers that have all what it takes to deliver in the teaching service but the final people to decide are from the province or national level. Sometimes we are told what to do not what we should do as teacher deployment committee. Therefore, this becomes a challenge as external voices are sometimes more powerful for us to carry out the exercise independently.

Generally, the findings revealed that implementation of decentralization of teacher deployment in Mazabuka district is hampered by more serious challenges, with weak institutional capacities and accountability mechanisms. Of this particular, interest is weak administrative system as well as well as lack of a legal framework, a situation which is creating a conducive environment for poor internal and external compact relationships.

Based on the findings and results above, the following themes emerged based on the challenges faced by the District Board on teacher deployment: lack of autonomy, poor capacity building and manipulation and external influence.

4.4 Measures undertaken on teacher deployment

The third objective of this study was to establish measures that can be undertaken to improve the decentralization of teacher deployment in Mazabuka District. To achieve this objective, respondents were asked whether decentralization of teacher deployment was effective in the district. From many people interviewed, 17 out of 25 representing 68% showed that decentralization of teacher deployment can only be effective if certain measures are undertaken in the education sector. When further probed to suggest how decentralization of teacher deployment can be improved in the district, various themes emerged from the responses given by respondents.

The outcry of people assigned to carry out any exercise is autonomy. In essence, those involved in the deployment of teachers at district level desire power to conduct the exercise starting from the selection to making final decision of sending the teachers to various schools be given to them completely.

For example, one respondent said:

Teaching Service Commission needs to decentralize teacher deployment to districts completely. Therefore, the DEBs office must be given the authority to come up with the number of teachers needed in the district and get them posted to schools with the permitted number from TSC to avoid continuous crises of teachers in schools.

Another respondent said:

I think we are more than able to identify and recruit teachers who can feel up the much need spaces. After teaching practice, schools should be given authority to send names of teachers that have been performing effectively to the District office so as to speed up the process of deployment. This will reduce on teachers being under staffed or over staffed in departments.

Capacity building to the district teacher deployment committee should be given attention. There is need to train the board members to equip them with basic knowledge on teacher deployment. Therefore, the District Board also need induction on personnel management and leadership to be able to advice their boards on the best deployment practices and mobilize their staff on effective service delivery.

In an interview one respondent said:

If the teacher deployment committee is to ensure fairness and effectiveness in the deployment of teachers, then the exercise should be under the supervision of professionals who have an understanding of the deployment process and what it demands.

Another respondent said:

Capacity building is central to conducting the exercise of teacher deployment. Therefore, people involved in the selection process should be transparent and fair to ensure that the most qualified candidate get the job.

Another respondent echoed that:

You know what, the exercise seem to be simple but it needs people with proper skills and knowledge. Therefore, the teacher deployment committee must have proper skills and knowledge in order for them to carry out the exercise effectively.

The flow of information is a good signal for a success of any program. There has to be a proper flow of information from the ministry of general education all the way down to schools during the process of teacher deployment. Official communication medium such as circulars or memo's must to be used and not only social media platforms because not every person is on social media.

One of the respondents said:

The DEBs and head teachers must work hand in hand and always consult from one another before deploying teachers.

Another teacher in the Focus Group Discussion had this to say:

Regular meetings between teachers, head teachers, the DEBs and PEO should be held not only during the recruitment process but from time to time in order to provide checks and balancing in areas that need to be improved for effective service delivery.

The following themes emerged on findings related to the measures that can be undertaken to improve teacher deployment: decentralization of teacher deployment to districts completely, capacity building and proper flow of information from the ministry of general education.

4.5. Summary

This chapter presented the study findings which were given according to the study questions in the first chapter. The findings of the study were presented according to themes that emerged. The next chapter presents the discussion of findings.

CHAPTER FIVE: DISCUSSIONS OF FINDINGS

5.0 Overview

The previous chapter presented findings of the study on the effectiveness of the decentralization of teacher deployment in Mazabuka District. In this chapter, the researcher discusses the findings in order of the study objectives which were: to investigate how teacher deployment has been implemented in the District; to establish challenges faced by the District Board on teacher deployment in Mazabuka District and measures that could be undertaken to improve teacher deployment in the district.

5.1. Decentralization policy on teacher deployment

The first objective of this study was to investigate the effectiveness of decentralization policy on teacher deployment in Mazabuka district. To achieve this objective, the question was posed whether the decentralization policy was effective. The study established that decentralization of teacher deployment policy was effective in the district. When further probed to justify their answers, the themes below illustrated their reasons.

5.1.1 Decision making

As mentioned above, in investigating the effectiveness of the decentralization of teacher deployment in Mazabuka district, the study established that decision making was central to the effectiveness of teacher decentralization policy on teacher deployment in the district. The study established that decision making in terms of decentralization of teacher deployment was one of the critical areas. It was further established that looking at teacher deployment in terms of stakeholder involvement, it was clear that within the Teacher Deployment Committee, and there were stakeholders who had no proper understanding of teacher deployment. Therefore, this respondent further pointed out that there was a concern of how credible their decisions were.

It was further established that in as much as the decentralization policy is trickled down from the provincial level to district level, decision making was still done poorly because after they made selections at district level, the central government still restored the final decision for the final newly recruited teachers.

The findings given by the head teacher above blends well with what was indicated in the literature review, where it was indicated that it is widely believed that efficiency and effectiveness can only be achieved when decision making is placed at the local level. In the actual sense, localization of decision alone should not be considered as a result, but it should also consider the nature of those involved in the system (Welsh & McGinn, 1999). In addition, it was also argued that in most of the African countries, education decentralization failed to yield the intended outcomes due to absence of real decision making power and resource at the local level (Winkler, 1993). Masuku further asserts that central governments are accused of distributing responsibilities to local levels but withholding power for real decision making. In support Weiler (1990) observes that there seems to be a basic tension between decentralization on the one hand and a tendency to resort to centralized control over the system by the state on the other.

5.1.2 Service delivery

The researcher also found it noble to assess the quality of services offered by those involved in the Teacher Deployment Committee and in order the researcher to achieve this endeavour, one area looked at was how effective the committee was operating and in responding to this, one teacher mentioned that in as much as she was one of those involved in the committee, it must be acknowledged that within stakeholder involved, there were individuals who belonged from other fraternities away from the educational sector. Therefore, she perceived that such individuals could not be expected to offer a good service to the committee. In addition, she argued that most of such individuals did not attend meetings and this minimized the service delivery of the Teacher Deploying Committee.

On the other hand, one other respondent pointed out that service delivery of the teacher deployment was effective because it was a combination of individuals from the teacher service. Nevertheless, she pointed out there need for the committee to learn from other countries on the new strategies of offering service and this was due to the fact that the concept of decentralization of teacher deployment at district level was a new phenomenon.

The above findings carries with Coppola et al (2003) postulated that some note that in many African countries decentralization was not able to promote local participation and achieve the intended goals because the reforms were little more than de-concentration of functions. In the same vein,

Lundgren (1990 in Masuku 2010) propounds that, while reforms are directed towards increasing the influence of the clients who are the local authorities and the students themselves, the basic organisational structure is not changed at the same time. Influence and control follow the same forms and are organised in the same way as before. Everard et al. (2004) consider the change of structures in implementing a policy a significant aspect to facilitate smooth progress. Masuku (2010) also asserts that some detractors contend that dubious political motives drive the adoption of decentralisation policy.

5.1.3 Building local capacity

The third and final theme on the first objective was capacity building of teacher deployment decentralization at the district level. It was crucial to indicate that capacity building was assessed in terms of statistics of the newly deployed teachers and accordingly, one head teacher pointed out that he appreciated the power that was given at district level to make selections of their new graduates. He further contended that quite alright they made selections through the Teacher Deployment Committee; they identified a discrepancy in statistics from one district to another. Some districts deployed more teachers than others.

In addition, one teacher also mentioned the issue of teacher deployment had a lot of strings attached. She indicated that it was clear that there were a number of graduates that were loitering in the streets without employment and yet when time for recruitment comes, only a few teachers were deployed and the majority of them remained without employment. Results of this study confirm what emerged from a similar study conducted in Kenya by Kipsoi and Antony (2008), which found that delegation of teacher deployment to the school boards, had caused a lot of controversy. School in certain districts refused to shortlist-qualified applicants who posed a threat to their identified candidates, while other schools kept the interview dates a secret so as to achieve their sinister motives. Other schools recruited candidates who did not meet the qualifications so long as they have a degree certificate with no relevant teaching subjects on their transcripts.

The findings above flow along Miyoba's (2016) findings. He established that there was still a gap between decentralization policies and its implementation, according to the study on 'assessment of the implementation of decentralization policy in the ministry of education' the government of the Republic of Zambia is committed towards achieving the educational goals.

5.2. Implementation of Teacher Deployment

The second research question of this study focused on how teacher deployment has been implemented in Mazabuka district. An analysis of the qualitative data given in the previous chapter revealed various themes that emerged.

5.2.1. Scrutiny of the subject areas and schools

The first vital theme that emerged was the issue of scrutinizing the subject areas and schools that needed teachers. The research findings under this theme indicated that at the point of deployment, the office scrutinizes the subject areas and schools that need teachers. In view of the above, it was reported that the DEBs office verifies results of teachers in order to know their qualifications or whether the college they trained from is accredited from the teaching council of Zambia. It was further established that scrutinizing the subject areas and schools that need teachers gives the teacher deployment committee confidence to deploy qualified teachers who have all what it takes to deliver quality service. To this effect, the decentralization of teacher deployment was being implemented although the process was still learnt due to the fact that system is new in the country.

It was also established that head teachers play a critical role in the deployment process because they identify the needs of each department in terms of teaching staff and source for them by requesting the DEBs to send teachers to fill up the gap in specific departments where they were lacking. It was also reported that head teachers also scrutinized the qualifications of teachers to be deployed and ensure that they are registered by Teaching Council of Zambia as one of the requirements qualifications.

The study findings were in line with the Teacher Initiative in Sub-Saharan Africa (2013). The Teacher Initiative in Sub-Saharan Africa explained that vacancies are identified in different departments and sent to the District Education Officer who will scrutinize and compile the vacancies in the district and sends it to the Chief Administrative Officer who later on sends to the central government for clearance. Thus, the District Education Office scrutinizes the subject areas and schools that need teachers and send them to the provincial offices for final selection (Sub-Saharan Africa, 2013).

The above findings were in tandem with what Sikayile (2011) revealed that decentralization failed to yield the intended outcomes due to absence of proper qualifications from those that hold real decision making power and resource.

Furthermore, the researcher supports the opinions highlighted by the participants stating that those involved in deployment of teachers should scrutinize the subject areas and schools that need teachers for them to know how many schools need teachers in the district.

5.2.2. Teacher Deployment Committees

Another vital theme that emerged from the findings was the creation of a teacher deployment committee. Participants stated that the creation of the committee should involve various stakeholders to ensure there is transparency and quality in the selection of teachers. At the point of deployment, the committee is obliged to receive all applications, verify the results and qualifications and later push the names to the province for the final selection. It was further reported that the local office created a Teacher Deployment Committee to ensure it stands as a focal point to receive and approve the applications.

It was also reported that the creation of teacher deployment committee was mainly to allow applicants to apply to one district to avoid duplicity. It was also reported that teacher deployment committee ensured that the numbers of teachers who apply within the district were known unlike where application could be done in a province as the probability of being picked is slim. Moreover, it was reported that the applicants apply to districts of their preferences and they are comfortable because they are sent to areas where they are familiar with.

5.2.3. Transparency and quality

Another vital theme that emerged was the issue of transparency in the teacher deployment process. Transparency means that those involved in teacher deployment and their doings are visible to those in educational environment. Transparency acts as a strong catalyst for improving the process of teacher deployment. It also gives confidence to the people involved in the deployment process to ensure there is no duplicity of people moving from place to place trying to gamble for teachers because they are found locally.

Furthermore, the findings of this study revealed that head teachers and teachers at school level are not involved in the decentralized teacher deployment policy. Head teachers receive teachers from DEBs or PEO in already well-staffed departments while leaving a gap in other departments. It was also revealed that the imbalance of teachers in some departments results in one teacher having to teach more classes and this tends to affect the quality of service delivery to pupils. This therefore compromise the quality of education and brings above inefficiencies in the education system and further the objective of the Education for All (EFA) goals of 2000 states that educational decentralization is to contribute to and quality of education (Kambilombilo and Banda, 2015).

To amplify the above findings, Rust and Dalin (1990) revealed that most educational decentralized policy on teacher deployment have not been fully achieved due to the fact that they are just on paper and do not happen in actual practice. Clearly the central government still holds the decision making power of teacher deployment in districts and so the findings from this research are that, the decentralization of teacher deployment in Mazabuka district is still at a low level. The DEBs office having being involved in the recruitment process only once since the policy was launched in 2004 while the Ministry has been deploying teachers in the past years at central level.

5.3. Challenges faced by the District Board on Teacher Deployment

The third objective of this study was to establish the challenges faced by the District Board on teacher deployment in Mazabuka District. In the quest to achieve this objective, participants were asked to state some of the challenges they faced on teacher deployment. The findings showed various themes that emerged under this objective.

5.3.1 Lack of autonomy

One of the themes that emerged under this objective was the issue of lack of autonomy in the deployment committee. It came to light that even though teacher deployment was decentralized to district level, the teacher deployment committee lacks autonomy in their operations. It was further reported for decentralization of teacher deployment to yield fruits; they must consider autonomous operations from the deployment committee.

It was also reported that autonomy is a key preliquisite to achieving decentralization of teacher deployment at district level. The committee faces challenges such as difficulty to shortlist due to

the overwhelming number of applications that are received during the selection process. The district is given the number of teachers to be deployed of which they must not exceed that number. When the names are forwarded to PEO's office, not all the applicants recommended by the district are recruited.

5.3.2. Poor capacity building

Another theme that emerged from the findings was the issue of poor capacity building in the process of teacher deployment. Since decentralization of teacher deployment is still new in the system, some of the deployment committee members lack competency and skills in their operations. Sometimes it is difficult to operate with members that not acquainted with the tasks they are called upon to perform. I say so because such is missing in some of the people that are tasked to carry out the exercise of deploying teachers.

5.3.3. Manipulation and external influence

Another theme that emerged from the findings was manipulation and external influence. It was reported that deployment of teachers at district level comes with external voices and this becomes a challenge to those mandated to carry out the exercise. It was also reported that sometimes participants were told what to do not what we should do as teacher deployment committee but as per world from the top people. Therefore, this becomes a challenge as external voices are sometimes more powerful for us to carry out the exercise independently. It was also established that participants were not satisfied with the current trend whereby teachers are deployed once in a year. In view of the above, Hutchings (2006) argued that the establishments of teachers are not consistent with the demands of schools as these establishments have not been filled fully.

Biasness, tribalism, and nepotism were reported by respondents in the process of teacher deployment. It was further established that there were a number of written complaints in the DEBs offices by candidates who felt that the selection was not done fairly to them.

It was also revealed that when the district wants to deploy teachers according to the crises in all the schools, it is impossible because of the restricted number of teachers to be deployed in each district by the TSC. Moreover, teachers are not sent to the schools they have been posted due to schools without establishment. In addition, the participants revealed that the committee faced

challenges such as difficulty to shortlist due to the overwhelming number of applications that were received during the selection process. Moreover, the names forwarded to PEO's office, not all of them are recommended by the district were deployed. This mostly comes as a result of external influence in the deployment process.

In view of the above findings, Angus (1994) argued that it is difficult to make a case that regional officials have greater freedom and authority to make decisions which are truly responsive in their own setting. Angus further raises counter argument against those who advocate for decentralization on the basis of liberal and populist localism traditions, in which, the idea public choice, individual's freedom and popular power are paramount in ensuring effective and efficient education service delivery at the local level. This follows the fact that in as much as the DEBs office are involved in the short listing of teachers for deployment, the final say comes from the PEOs office on which teachers will be deployed.

It was further established that the majority of participants who confidently acknowledged that indeed the implementation of decentralization of teacher deployment had not yet yielded the desired fruits in Mazabuka district. By and large, the depth and density of organizational capacities determines the extent to which devolved units can be far away from the center (McGinn & Welsh, 1999). Therefore, it is clear that the gap between policy of decentralization of teacher deployment and practice is wide.

5.4 Measures to Improve Teacher Deployment

The fourth and final objective of this study was to establish measures that can be undertaken to improve the decentralization of teacher deployment in Mazabuka District. In the quest to achieve this objective, participants were asked to suggest alternative strategies that can be undertaken to improve the decentralization of teacher deployment. The findings showed various themes that emerged under this objective.

5.4.1. Decentralization of teacher deployment

The first theme that emerged from the findings was the decentralization of teacher deployment to districts completely. It was reported that people involved in teacher deployment should be let work independently in carrying out the exercise. This can be effectively implemented when the district

is handed over the power completely to operate as independent entity. This entails that those involved in the deployment of teachers at district level should be given the desired power to conduct the exercise starting from the selection to making final decision of sending the teachers to various schools.

It was also reported that Teaching Service Commission needs to decentralize teacher deployment to districts completely. Therefore, the DEBs office must be given the authority to come up with the number of teachers needed in the district and get them posted to schools with the permitted number from TSC to avoid continuous crises of teachers in schools. It was further revealed that the District Office should work hand in hand with school managers to come up with a list of teachers that have been performing effectively during teaching practice. Participants further suggested that after teaching practice, schools should be given authority to send names of teachers that have been performing effectively to the District office so as to speed up the process of deployment. This will reduce on teachers being under staffed or over staffed in departments.

Furthermore, the researcher also supports the opinion highlighted by the participants stating that the decentralization of teacher deployment to districts completely. This calls for various stakeholders that include the district deployment committee and the head teachers to be well equipped for it to be improved. The Teaching Service Commission needs to decentralize teacher deployment to districts completely. The DEBs office must be given the authority to come up with the number of teachers needed in the district due to upgraded schools and newly built schools that have no establishment and depend on teachers posted to schools with the permitted number from TSC to avoid continuous crises of teachers in schools.

5.4.2 Capacity building

Another theme that emerged from the findings was the issue of capacity building. It was established that capacity building to the district teacher deployment committee should be given attention. Those in the deployment exercise should be people of quality skills and knowledge to undertake the exercise. This implies that board members should be equipped with necessary basic knowledge on teacher deployment. It was also reported that the District Board also need induction on personnel management and leadership to be able to advise their boards on the best deployment practices and mobilize their staff on effective service delivery.

It was also reported that if the teacher deployment committee is to ensure fairness and effectiveness in the deployment of teachers, then the exercise should be under the supervision of professionals who have an understanding of the deployment process and what it demands. It was established that capacity building is central to conducting the exercise of teacher deployment which implies that people involved in the selection process should be transparent and fair to ensure that the most qualified candidate get the job.

It was also reported that there was need to train the teaching deployment committee so that they are aware of what is happening in the schools and should have the authority to acquire compliance with national policies and reasonable standards of provision. In line with the national policy, decentralization of teacher deployment implies increased local control through deregulation of government policies. This has been done through granting administrative power to DEBs to enable them to make decisions concerning educational matters (MoE, 1996).

5.4.3. Flow of Information

Another vital theme that emerged was the issue of proper flow of information from the ministry of general education. It was reported in the findings that the flow of information is a good signal for success of any program. In this scenario, participants reported that there should be a proper flow of information from the ministry of general education all the way down to schools during the process of teacher deployment. They further suggested that there was need to have an official communication medium such as circulars or memos to be used, not only social media platforms because not every person is on social media

It was equally established that the DEBs and head teachers must work hand in hand and always consult from one another before deploying teachers. It was reported that regular meetings between teachers, head teachers, the DEBs and PEO should be held not only during the deployment process but from time to time in order to provide checks and balancing in areas that need to be improved for effective service delivery. The findings of this study have shown that stakeholders are not fully involved in the recruitment process and so the PEO ends up deploying teachers in subjects that are already well staffed. It is widely argued that efficiency and effectiveness in decentralized policies are more likely to be obtained through decision making being placed at local level. On the other hand, Fullen (1991) identifies several stakeholders which he categorized under local

characteristics. In a decentralized system, the district is important in implementation of policies such as teacher deployment. The argument is that power has been decentralized to wrong people, either central appoints or local elites so there has been no meaningful increase in the participation of people (Rondinelli, 1981, as cited in Conyers, 2008).

Head teachers and teachers in this case are important, the argument on decision making is that, those immediately affected by the educational changes should be present in decision making.

Possible solutions to improve on improve teacher deployment in Mazabuka district were also centered on how to improve the implementation of the policy.

On the other hand the researcher suggested that there was need for the district to decentralize teacher deployment to school levels if they were to improve on its effectiveness. Schools must be allowed to head teachers because head teachers are able to identify teachers who are well qualified to deliver through teaching practice. There was need to train the teaching deployment committee so that they are aware of what is happening in the schools and should have the authority to acquire compliance with national policies and reasonable standards of provision.

In the light of the above, the decentralization of teacher deployment has been developed to provide for a more facilitative policy environment for addressing the identified problems. The Decentralization Implementation Plan (DIP) has been developed to operationalize the decentralization of teacher deployment and to give guidance on the activities that shall be undertaken during the period coinciding with the FNDP period. It was established that in spite of the urgency to devolve power and authority to lower levels, it is the Government's view that it is not appropriate to transfer all functions and finance matters to those local authorities that still suffer from severe human resource capacity shortfalls in the education sector. It is in this vein that the issue of capacity building prior to, and during the implementation of, a decentralized system in teacher deployment process should receive particular attention during the implementation process.

5.4 Theoretical Support

This study has adopted the Discrepancy model of teacher recruitment by Malusi (1990). According to Malusi (1990) the discrepancy model postulates that the goal of discrepancy investigation is to look for differences or gaps between what was intended and what has actually happened and or

other aspects of the programme which should be in agreement. According to this model, the main areas to look for in discrepancy in the school based teacher recruitment policy are: policy plans on one hand and actual policy implementation on the other hand; planned objectives versus actual outcomes; differences between assumptions and the reality and discrepancy between different aspects of the policy.

In addition Aloo et al (2011) asserted that if school based teacher recruitment exercise was effectively implemented then it would lead to an even distribution of teachers, good retention of teachers and efficiency in recruitment of teachers. On the contrary, if it was not effectively implemented it would lead to poor distribution of teachers and thus an indication of inefficiency in teacher recruitment practices.

Furthermore, the establishment of the education boards resulted in a shift of workloads from the center, but this has been without meaningful transfer of authority to districts. Contrary to policy provisions, decentralization of teacher deployment initiatives has not relaxed the tight controls from the top. In the case of teacher deployment for example, the Ministry of education has delegated authority to the DEBs, but in practice this authority is largely reclaimed. This is because; these boards have not been able to efficiently make decisions that could support effective implementation of the policy.

According to the findings as stipulated in chapter four of this study, it was clear that educational decentralized policy on teacher deployment had not been fully achieved due to the fact that what is in the policy framework is not what is transpiring on the ground. This is because after giving districts boards to carry out teacher selection, the National Board of the Ministry of General Education still holds the final decision of coming up with the final list on teacher deployment and in essence, this paralyses the function of district educational boards. As though that is not enough, the findings in this study further illustrated that since the implementation of the deployment policy on teachers in 2004, Mazabuka DEBs office has just been involved once in the recruitment process.

5.5 Summary

In this chapter the researcher discussed the study findings in accordance with the three objectives highlighted in chapter one. At the same time, studies done by various scholars were used to confirm

and compare the findings. The following chapter will give the conclusions of the major findings, recommendations and suggested future rese.

CHAPTER SIX: CONCLUSIONS AND RECOMMENDATIONS

6.0. Summary

In this dissertation, chapter one introduced the background of the research which focused on assessment of the effectiveness of decentralization of teacher deployment. The dissertation has also explained chapter two (2) which presented literature reviewed, chapter three (3) showing the methods used to conduct this study, chapter four (4) presenting findings from the research field, and chapter five (5) which focused on the discussion of the research findings. This chapter presents the conclusion of the study and recommendations drawn from the findings of the study. The chapter also gives suggestions for further research.

6.1. Conclusions

This study as stated in the above chapters revealed that the decentralization of teacher deployment in Mazabuka district has been implemented to a low extent. The study was purely a qualitative research and used a narrative design narrative. It was established that decision making in terms of decentralization of teacher deployment was one of the critical areas. The study established that decision making was still done poorly because after selections are made at district level, the central government still restored the final decision for newly recruited teachers. The study also established that service delivery of the teacher deployment was effective because it was a combination of individuals from the teacher service. Nevertheless, it was further established that there need for the committee to learn from other countries on the new strategies of offering service and this was due to the fact that the concept of decentralization of teacher deployment at district level was a new phenomenon. It was also established that capacity building the decentralization of teacher deployment was crucial.

From the findings, it was established that teacher deployment has been implemented in Mazabuka district though not very effective through different methods and these include; scrutiny of the subject areas and schools that need teachers, creation of a Teacher Deployment Committee and Transparency and quality in the selection of teachers even at district level to make selections of their new graduates. Regarding the scrutiny of the subject areas and schools that need teachers, the study established that the DEBs office verifies results of teachers in order to know their

qualifications or whether the college they trained from is accredited from the teaching council of Zambia for them to be deployed. It was further reported that the local office created a Teacher Deployment Committee to ensure it stands as a focal point to receive and approve the applications. The study finally established that the exercise lacks transparency and quality in the selection of teachers because the central government still holds the decision-making power of teacher deployment in districts.

The study also established that the District office faced some challenges in deploying teachers following the decentralization process. Some of the challenges established include; lack of autonomy, poor capacity building and manipulation and external influence in the teacher deployment committee. The study established that teacher deployment committee lacks autonomy in their operations. The district is given the number of teachers to be deployed of which they must not exceed that number. It was established that there was poor capacity building in the process of teacher deployment in the district. Since decentralization of teacher deployment is still new in the system, some of the deployment committee members lack competency and skills in their operations. It was established in the study that deployment of teachers at district level came with external voices and this becomes a challenge to those mandated to carry out the exercise. This was as a result that those involved in the selection were told what to do not what they should do as teacher deployment committee but as per word from the top people.

Furthermore, the study established that the Ministry has not put in place adequate measures and incentives to improve the decentralization of teacher deployment in Mazabuka District encourage teachers to remain in rural schools. This follows the reason that despite the current existing measures, teacher workforce is a scarce resource and needs to be fully utilized to realize its potential. In addition, the decentralization of deployment of teachers has not addressed the issues of staff balancing. In view of this, some of the some of the suggested measures that can be undertaken to improve the decentralization of teacher deployment in the district. Suggested measures include; decentralization of teacher deployment to districts completely, capacity building to the teacher deployment committee should be given attention and Proper flow of information from the ministry of general education.

This study therefore concluded that the decentralization of teacher deployment is not fully implemented in Mazabuka district and a number of challenges have been noted because of the low level at which the policy has been implemented.

6.2 Recommendations

The following were the major recommendations of the study:

1. The study recommends that the Teaching Service Commission must give the DEBs authority to come up with the number of teachers to be deployed in the district according to crises in schools.
2. The study recommends that there should be a proper flow of information from the ministry of general education all the way down to schools during the process of teacher deployment. This implies that an official communication medium such as circulars or memos to be maximized, not only social media platforms because not every person is on social media to those involved in teacher recruitment.
3. The study also recommends that consultative meetings by the teacher deployment committee from the TSC should be done before deploying teachers time to time in order to provide checks and balancing for effective service delivery.
4. This study recommends that capacity building to the district teacher deployment committee should be given attention to ensure they have quality skills and knowledge to undertake the exercise.
5. The study further recommends that the ministry must provide financial assistance to the district in order to allow the deployment committee to meet more frequent and discuss issues concerning deployment than them meeting only when there is deployment in the district.

6.3 Suggestions for Further Research

This study was only conducted in Mazabuka district, and so conducting more research in other districts and schools may provide in-depth information which would help to add to the reservoir of existing knowledge on the implementation of the decentralized teacher deployment policy in

Zambia. Furthermore, this research used qualitative method to gather data from a small sample of respondents, further investigations with both quantitative and qualitative method involving large number of sample size may be employed in order to gather more data for future policy recommendations.

However, the system has continued to raise major concerns among education stakeholders that hinder development. As commented by some of the respondents, the process of teacher deployment should be transparent and fair to ensure that the most qualified candidate get the job. It was also established that people do not want to hear of corruption, nepotism, political interference during the exercise. Moreover, study demands that driven of teacher recruitment still face challenges including nepotism, tribalism, incompetence of BOG and inadequate specific teacher-subject combination.

This then necessitates constant monitoring to discover which aspects of the reform work well in practice and which do not, to enable the designers to reinforce the successful aspects of the reform and to make remedial actions to change the unsuccessful aspects. Moreover, further investigation based on mixed methods involving more than two education boards would yield more robust findings and recommendations for improving the implementation of centralization of teacher deployment in Mazabuka district.

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APPENDICES

Appendix A: Interview Guide for the District Education Board Secretary

Date.....

Sex.....

Time.....

1. What is the role of your office in teacher deployment?
2. Has Ministry of General Education decentralized teacher deployment to District Education Board Secretary (DEBs) office?
3. How has teacher deployment been implemented in Mazabuka district?
4. What are the benefits of decentralizing teacher deployment to districts and schools?
5. How often do the DEBs and the schools meet to discuss on teacher deployment in the district?
6. What are the responsibilities of the staff under your supervision on teacher deployment?
7. What are the challenges your office is facing in deploying teachers?
8. How effective is decentralization of teacher deployment in your district?
9. In your opinion, what are the implications of decentralizing teacher deployment?
10. Has the decentralization of teacher deployment satisfied needs of the district? If not, explain.
11. How can decentralization of teacher deployment be improved in your district?

Appendix B: Interview guide for Head teachers

Date.....

Sex.....

Time.....

1. What is the role of your office in teacher deployment?
2. How has teacher deployment been decentralized in the schools?
3. To what extent has teacher deployment been implemented in your district?
4. What are the benefits of decentralizing teacher deployment to the schools?
5. How does information about teacher deployment flow from the district office to your school?
6. How have you been involved in decision making on teacher deployment?
7. What are the challenges your school is facing on implementation of decentralization policy on teacher deployment?
8. What are the responsibilities of the staff under your supervision in management on teacher deployment?
9. In your opinion, what are the implications of decentralizing teacher deployment to schools?
10. What is your comment on the effectiveness of decentralized teacher deployment policy in your school

Appendix C: Interview Guide for Focus Group (Teachers)

Number of: Male.....

Female.....

Date.....

1. What does education decentralization mean to you?
2. What do you understand by decentralization of teacher deployment?
3. In what ways have you been involved in implementation of the decentralized policies?
4. How did you get deployed in Ministry of General Education?
5. How beneficial is decentralized teacher deployment in your institution?
6. Has the decentralized teacher deployment been fully implemented?
7. What challenges is the school facing in decentralization of teacher deployment?
8. What is your comment on the effectiveness of the decentralized teacher deployment in your school?
9. In your own opinion, what are the implications of decentralizing teacher deployment to schools?

Appendix D: Interview Guide for teacher deployment committee members

Date.....

Sex.....

Time.....

1. Who appoints the teacher deployment committee members at district level?
2. What are the functions of this committee?
3. Has Ministry of General Education decentralized teacher deployment to District Education Board Secretary (DEBs) office?
4. How does your committee participate in teacher deployment?
5. What are the benefits of decentralizing teacher deployment to districts and schools?
6. How often do you meet to discuss on teacher deployment in the district?
7. To what extent is the committee involved in decision making on teacher deployment?
8. What challenges have you experienced as a committee in selection of teachers?
9. In your opinion, how can teacher deployment be fully implemented in the district?
10. How effective is decentralization of teacher deployment in your district?
11. Has the decentralization of teacher deployment satisfied needs of the district? If not, explain.
12. How can decentralization of teacher deployment be improved in your district



**UNIVERSITY OF ZAMBIA – ZIMBABWE OPEN UNIVERSITY
(UNZA-ZOU)**

Telephone: 26021-1-291777-78 Ext. 3500/ 0978/772249
 Telegrams: UNZA LUSAKA
 Fax: 26021-1-253952
 Email: director-ide@unza.zm

P.O. Box 32379
 LUSAKA, ZAMBIA

DATE: _____

Dear Sir/Madam

RE: CONFIRMATION OF STUDY

Reference is made to the above subject.

This serves to confirm that _____ of NRC Number _____ and computer number _____ is a bonafide student of the University of Zambia in collaboration with the Zimbabwe Open University (UN ZA-ZOU).

The student is pursuing a Master of Education Management and Administration (MEDA) Programme and that he/she will be carrying out a research on _____

Any assistance rendered to him/her will be greatly appreciated.


 Prof. Boniface Namangala (PhD)
DIRECTOR
INSTITUTE OF DISTANCE EDUCATION