

COPYRIGHT DECLARATION.

All rights reserved. No part of this dissertation may be reproduced, stored in any retrieval system or transmitted in any form or by any means such as photocopying, or otherwise without written permission of the author or the University of Zambia.

Mpasa C. Makwaya.

2005

THESIS  
M.Ed.  
Mak  
2005  
C.1



**DEDICATION.**

To my father Kampamba and mother Mwila.

**DECLARATION.**

I, Mpsa C. Makwaya, do hereby solemnly declare that this dissertation represents my own work and that it is a true copy that has not been submitted for a degree at this University or any other University.

Signed:..........

Date: 22-05.....2005

APPROVAL

This dissertation of Mpsa C. Makwaya is approved as fulfilling part of the requirements for the award of the degree of Master of Education (Administration) by the University of Zambia.

Signed: *D. Phosa* Date: *24/05/05*

Signed: *Chibwira* Date: *24-05-2005*

Signed: *[Signature]* Date: *31/5/2005*

## **ACKNOWLEDGEMENT.**

First I wish to thank Professor Dickson Mwansa, who as my supervisor provided very valuable guidance from the beginning to the end of writing this dissertation. Second, my gratitude goes to research participants at National In-Service Teachers', Chalimbana, and Mufurila college of Education. The members of staff, students, and local community board members provided valuable information for the study.

Finally, I thank my wife Maureen Mulenga for the encouragement she gave me as I persisted to complete the dissertation.

## ABSTRACT

The study begins by giving a brief background to the statement of the problem.

The background highlights the educational policy changes that the Zambian Government has taken before and after independence to respond to the need to make education relevant to the changing development needs of the country.

The current policy of decentralisation in education is guided by three aims:

- i) Take decision – making closer to the point of delivery where action is taking place.
- ii) Adopt an implementation design that allows active community participation in the delivery of educational services and in making decisions in the use and management of resources flowing into colleges.
- iii) Change extensively the existing power and authority structure.

To achieve these broad aims, active community participation in teacher education was considered cardinal. Hence the establishment of education boards to provide a mechanism for this type of community involvement.

The focus of the study was provided by the statement of the problem, and the objectives, hypotheses and questions generated from this statement of the problem. The statement of the problem highlights the need to undertake the study in light of past experience, which revealed that active community participation in educational governance has not been successful in Zambia.

The study had six objectives: (i) Establish the extent to which objectives of education boards were being met in teachers' colleges. (ii) Establish the extent to which communities were using education boards to participate in teachers' education

7. There was no indication that the education board members participated in decision-making of a kind that would affect the colleges significantly.

The major conclusions were:

- i) The education board at the two colleges did not enable the community to participate actively in the delivery of educational services and in making decisions in the use and management of resources flowing into the colleges.
- ii) Expected outcomes such as transparency, accountability and sense of ownership had not begun to show to any significant extent.
- iii) There was no consensus among stakeholders on how the education board could fulfil its responsibilities.

The study makes a number of recommendations that include:

- (i) Further research, to include all primary teacher training colleges, should be done to assess the effectiveness of education boards as a mechanism for active community participation in teacher education
- i) To give the Education Board real power over staff, The Ministry of Education should provide for the appointment of The Principal by the Education Board.
- ii) Specific guidelines to allow community involvement in teacher education curriculum design should be drawn by the Ministry of Education
- iii) Funding to education boards should improve so that they can operate effectively.

curriculum and policy making. (iii) Identify constraints board members faced in carrying out their responsibilities (iv) Determine how constraints education board members faced impacted on community involvement in teacher education. (v) Establish the extent to which boards were able to mobilise non-governmental resources for both teacher education and community participation in teacher education. (vi) Analyse the comparative advantages of urban and rural boards in involving the community in education boards.

To establish how far education boards were fulfilling their objective and expected outcomes, education boards at Mufulira and Chalimbana Teachers' Colleges were studied. The findings of the study were:

1. Education Board committees had been created at both Mufurila and Chalimbana Teachers' Colleges.
2. The composition of education boards is representative of all stakeholders in teacher education.
3. Although stakeholders interviewed welcomed the introduction of education boards, they said the boards were not operating as they had hoped they would.
4. There had not been sufficient sensitisation of some stakeholders about the rationale for establishing education boards.
5. There was insufficient and erratic funding to the education boards.
6. The Ministry of Education had not been supervising the education boards regularly enough to influence their effective functioning.

## TABLE OF CONTENTS

TITLE	PAGE
Copyright Dedication	i
Dedication	ii
declaration	i ii
Approval	iv
Acknowledgements	v
Abstract	vi
Table of Contents	ix
List of abbreviations	xii
<b>CHAPTER ONE</b>	
Background	1
Statement of the problem	7
Objectives	8
Hypothesis and research questions	9
Significance of the study	9
Definition of operational terms	11
<b>CHAPTER TWO</b>	
Review of literature	12
Nature of change	14
Decentralisation	18
Responsibilities, functions and authority of education boards in Zambia	20

teacher training education board	24
Critical factors in the implementation of education board	26
Community participation and ed. boards	29
Benefits and constraints to community participation	34
Other factors affecting community participation in	36
education boards in Zambia	38
<b>CHAPTER THREE – METHODOLOGY</b>	51
Research design	51
Sites	51
Choice of participants	52
Data collection techniques	53
<b>CHAPTER FOUR - FINDINGS</b>	
The facilitation of community participation through board committees	57
Community involvement in various roles of the education board	63
Constraints faced by education boards	74
Summary of findings	79

## CHAPTER FIVE

Conclusions, discussion and

Recommendations

83

References

85

## **List of Abbreviations**

ERIP - Education Reform Implementation Programme

GRZ - Government of the Republic of Zambia

UNIP - United National Independence Party

MOE - Ministry of Education

SHAPE – Self-Help action plan for Education

# CHAPTER ONE

## INTRODUCTION

### BACKGROUND

Change is a fact of life. From birth to death, individuals change physically, intellectually and emotionally. Organisations and institutions change too in their form, goals and objectives. Some changes are planned while others are not (Fullan, 1991: 17). However not all planned changes are implemented successfully with regard to what may be considered desirable outcomes. Many factors may account for the successful or failed implementation of change. In social change, the most prominent factor is the role of human beings.

Education innovation in Zambia has been a feature of the education system before and after independence. Several policy documents, such as, *Educating our Future*, (1996); *Focus on Learning* (1992); *ERIP Report* (1986); *Educational Reforms* (1977); *Report on First National Education Conference*, (1969); *UNESCO Report*, (1963); *United National Independence Party Manifesto*, (1962), and *Triennial Report of Northern Rhodesia* of 1961 - 1963, attest to education innovation. The vision of the type of education Zambia needs for development is presented in these documents.

The vision is a consequence of a combination of responses to national needs in the political, socio-economic, cultural and educational spheres. For example, in his

foreword to the Educational Reforms, Ministry of Education (1977: v), Prof. Lameck Goma, then Minister of Education says,

The proposals suggest ways in which we can confront the complex and difficult problems of transforming education in Zambia into a potent instrument of individual and national development; of providing real equality of opportunity and of increasing quality and extending coverage.

The Ministry of Education, (1996:v), embraces the concept of making education a potent instrument of personal and national development and provides it with a vision based on democratic values and principles. The introduction to the document declares,

Zambia is a democratic society. Hence it is the values of democracy that must guide the formulation of educational policies and their implementation. The core values of moral autonomy, equality, fairness and liberty underpin the concept of liberal democracy.

Some of the principles and values of democracy directly relevant to community participation in education are those of decentralisation and partnerships in education. (MOE, 1996). These aim to provide for active individual and community participation in education. On one hand decentralisation and partnerships in education are a response to the disadvantages of a centralised education system in which community participation is discouraged, on the other hand it is an expression of the advantages of community participation in education.

Some of the disadvantages of centralised education system are: loss of power and authority in the management of education which districts, colleges and schools once exercised; significant limitations in the procedures for establishing educational institutions; lack of guidelines about the role and responsibilities of Parent Teachers' Associations.

As for decentralisation, it is perceived as embodying the following advantages:

Decisions will be made closer to the points of delivery where action is taking place, thereby allowing greater responsiveness to local needs; by entrusting greater power and authority to educational managers at the local level while simultaneously ensuring the effective involvement of the community, a sense of ownership and responsibility for educational institutions will be promoted, MOE (1996: 135).

To achieve these objectives of decentralisation in teacher education, a need arose to design a mechanism through which the objectives and all that they entail could be actualised. Hence, the creation of Teacher Education Boards. The guidelines to the establishment of education boards provide for sub – committees of the education board allocated functions and responsibilities formulated to fulfil the above objectives and tasks needed to be performed to bring about the long term goals such as transparency, accountability, sense of ownership and responsibility among stakeholders in teacher education.

A look at these functions and responsibilities points to the influence of democratic values in their formulation. The inclusion of active participation of the community in teacher education through the education board is one such result of democratic values influencing the implementation of education boards.

Through the involvement of the community in education boards, it is hoped that the democratic governance of teacher training colleges could be ensured and envisaged benefits, such as transparency accountability, sense of ownership and responsibility secured. Successful involvement of communities also implies teacher education that is responsive to the needs of the communities that teachers are trained to serve.

The ultimate aim of decentralisation that includes active community participation in teacher education is to see educational improvement, administrative and financial efficiency in teacher training colleges. If the ultimate aim is achieved then the establishment of education boards, the implementation design that includes active community participation and the cost that all these activities engender, will be justified.

However, Lungu (1986) asserts that this sort of decentralisation and community participation has not met with success in Zambia. Lungu attributes this failure to a number of constraints. These include the colonial legacy, which did not allow this sort of participation, incompetent personnel and economic instability.

Raising another voice of caution against high hopes for successful implementation of decentralisation and community involvement in education is Chondoka et al (1997). Chondoka concludes that members of the board expressed doubt that their boards were working, and were not sure of the future of boards because they had not been sensitised about the rationale of education boards. This seeming failure in the implementation of education boards is attributed to lack of sensitisation for some important stakeholders: teachers/lecturers, pupils/students local government and the Teaching Service Commission.

This lack of sensitisation was found by MOE (1997) to have resulted in the following weaknesses with regard to the implementation of the guidelines:

- a. Some head teachers and principals are taking advantage of lack of knowledge of other stakeholders. For example, some Board members representing special

interest groups such as teacher and student representatives were appointed without holding elections as required by the guidelines.

- b. Teachers expected the Education Boards to improve a number of their conditions of service. Failure to deliver on these expectations has led to teachers' frustrations.
- c. Parents expected Education Boards to stand on their own feet without depending on parents for financial resources-generation. When user-fees were increased, there was a reaction against the payment because they had expected that the introduction of boards would result in better funding for schools by government.
- d. *The sensitisation of local government authorities was minimal. As a result, their involvement in the implementation process was minimal.*

Lack of resources is given as one of the principal factors for the failure of decentralisation of local government NORAD, (1986). The state of resources had not improved by the time Education Boards were being introduced UN/GRZ, (1996).

In spite of the experiences of failure in implementing policies aimed at encouraging community participation in education delivery such as the 1977 educational reforms, the Zambian Government has not been discouraged to formulate new policies in her pursuit of education for development. This is evidenced by the new policy of decentralisation in education that aims to: -

- (i) Take decision-making closer to the points of delivery where action is taking place.

- (ii) Adopt an implementation design that allows active community participation in the delivery of education services and in making decisions in the use and management of resources flowing into colleges.
- (iii) Change extensively the existing power and authority structure.

Whether these objectives and in particular community participation had begun to be achieved and to what extent were the questions the study was designed to answer. To answer these questions, the study examined the guidelines to the establishment of education boards, the compositions of the board' committees, the frequency of their meetings, the aspects of teacher education affected by the decisions made by these committees and the implementation of these decisions. It further looked for indicators of community participation such as student involvement in lesson planning, local community involvement in curriculum and syllabus writing. The findings from this examination were interpreted in the light of review of related literature to establish the actual form of community participation in teacher education, and whether this form of participation yielded the expected outcomes such as transparency, accountability and a sense of ownership. The important question of how significant the participation by the community in teacher education was would be answered by the importance and number of benefits achieved out of what was expected as determined by the goals and objectives for involving the community.

## STATEMENT OF THE PROBLEM

The design of establishing education boards in teacher training colleges was intended to provide for active community participation in the delivery of educational services and in making decisions in the use and management of resources flowing into colleges. Through education boards it was hoped the existing power and authority structure among stakeholders in teacher education would be changed extensively. This change in power and authority structure was expected to promote transparency, accountability and a sense of ownership and responsibility, MOE, (1996). Whether these changes were beginning to happen and were impacting positively on educational improvement, administrative and financial efficiency of educational boards at Mufulira and Chalimbana colleges was the focus of this study. This question had to be answered because there are a number of problems that stand in the way of achieving these objectives, which include: poverty, lack of sensitisation of lecturers and college authorities about community participation and past failures at implementing educational change MOE, (1996); UN/GRZ, (1996). Other problems are those caused by the nature of social change, such as the difficulty of changing the values, beliefs and assumptions of all those involved in implementing education boards Dean, (1993); Fullan, (1991); Winkler, (1993).

Furthermore, the question had to be answered because the establishment of education boards in teachers' colleges and its operations had and would continue to cost the Zambian taxpayer money. To justify this cost, the education boards should achieve the objectives for which they were established. In view of the problems that stand in the way

of achieving these objectives, the success of community participation in education boards at Mufulira and Chalimbana could not be taken for granted.

Since the study by Chondoka et al (1997) did not establish whether or not education boards were effective and no other study to my knowledge had done so it was necessary to undertake the study.

## **OBJECTIVES**

The study was guided by the following objectives:

1. To establish the extent to which objectives of education boards were being met in teachers colleges
2. To establish the extent to which communities were using education boards to participate in college curriculum and policy making;
3. To identify constraints education board members faced in carrying out their responsibilities;
4. To determine how constraints education board members faced impacted on community involvement in teacher education,
5. To establish the extent to which education boards were able to mobilise non-governmental resources for both teacher education and community participation in teacher education;
6. To analyse comparative advantages of urban and rural boards in implementing community involvement in education boards.

## **HYPOTHESIS AND RESEARCH QUESTIONS**

Involvement of local community members in teacher training college boards is facilitating

active community participation in teacher education.

The study attempted to answer the following questions:

1. To what extent are education boards enabling communities to participate in college affairs as provided for in the education board's objectives, functions and roles?
2. What successes or failures are board members facing?

## **SIGNIFICANCE OF THE STUDY**

There is need to improve quality of education in Zambia (MOE, 1996). The need to improve the quality of education is evidenced by changes in education policy attempted by the Zambian government since independence. One of the critical factors in improving the quality of education is the calibre of teachers. Teachers of high calibre result from high quality teacher education. The quality of teacher training depends, among other factors, on how responsive this training is to the needs of the communities teachers are trained to serve. Thus the need to involve communities in teacher education. However, the contribution to good quality teacher education does not depend on mere presence of community members on the teacher education board, but the form and scope of participation. It is the form and

scope of participation that determines the effectiveness of community involvement in teacher education through education boards. Since education boards are the means for community involvement in teacher education investigating how effectively education boards are enabling communities to achieve set objectives for their involvement is important.

To achieve active community participation that entails the community exercising authority and power to influence teacher education so that it is relevant to the needs of the community may not be easy. This is because the establishment of education boards in teacher training colleges which involves devolution of authority and power from Ministry of Education headquarters to teachers colleges and local communities has redefined the relationship between the two entities in a manner never experienced before. Therefore there is likely to be resistance by Ministry of Education officials to let go the privileges and benefits that the exclusive control they have over teacher education gives them. There is too likely to be resistance by teacher education college authorities to allow the local community to make decisions that are central to relevant teacher education. Hence the need to investigate the extent of community involvement in teacher training education boards and establish how effective this involvement is so as to provide a basis for future implementation of community participation in teacher education through education boards.

The study aimed at providing information about the effectiveness of community participation in teacher education through education boards to key players in the implementation of education boards. The key players are the Ministry of Education,

implementation of education boards. The key players are the Ministry of Education, colleges and local communities. Knowledge about the successes and failures of community participation in teacher education may enable the key players to play their roles more successfully. For instance, once local communities know that they have democratic rights and privileges as well as a mechanism to have teacher educational needs for their children met, and the responsibility to ensure this is done, they may be awakened to the need to organise themselves for effective involvement in teacher training college boards.

#### **DEFINITION OF OPERATIONAL TERMS**

**Education Board:** A council of locally elected and nominated people but appointed by the Minister of Education to run the educational affairs of their community.

**Community:** Local residents and representatives of various stakeholders from within the locality-sharing common educational values and needs.

**Authority:** The right of education boards to supervise and be obeyed by college administration.

**Power:** Legal means and capacity of the Education Boards to perform its functions so as to secure its legitimacy and the obedience of college administration.

**User system:** the College where the implementation of education boards is taking place.

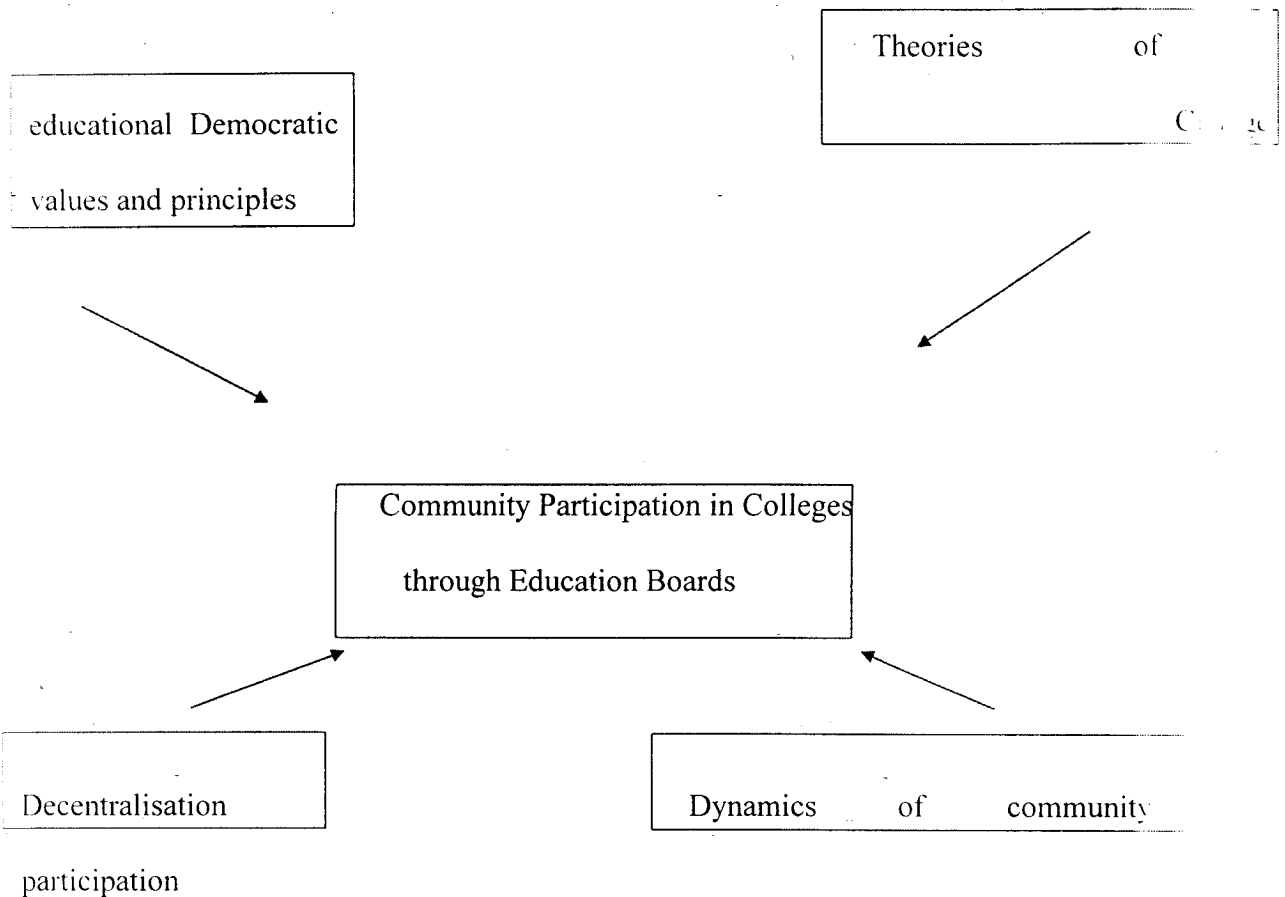
## **CHAPTER TWO**

### **REVIEW OF LITERATURE**

Establishment of education boards in teacher training colleges is an aspect of the policy of decentralisation being pursued by the Zambian government. Decentralisation follows from the general policy of liberalisation. Among other objectives, decentralisation aims to encourage active community participation in education. This is in pursuance of the values and principles of liberal democracy. Democracy is about defining roles of stakeholders, in relation to distribution of authority, decision - making powers and responsibilities among students, lecturers, local communities and college administration. It is also about striving to uphold the values and principles of accountability, equity, efficiency and quality (MOE, 1996). Colleges are social systems. As in the case of other social systems, we can understand how they respond to change by placing them in the perspective of current theories of social change.

The conceptual framework for this study lies in relevant concepts drawn from theories of social change, decentralisation and community participation. The framework attempts to show the interrelationships among democratic values and principles, educational change, dynamics of community participation and decentralisation, as each impacts on community involvement in education boards at teacher training level. The

conceptual framework is used to interpret what is happening to community involvement in education boards. Below is the conceptual framework presented diagrammatically.



All the arrows from the four boxes point towards the box for community participation in teacher education through education board. This is to say all the concepts from the four boxes have been used to interpret, justify and give direction to community involvement in teacher education. The concepts provide the vision within which the question of the extent of active community involvement and whether this extent of involvement is

impacting on educational improvement, administrative and financial efficiency at the colleges studied, could be answered.

## **THE NATURE OF CHANGE**

The nature of a change consists in its inherent properties or qualities. To understand the implementation process of education boards in teacher training colleges with regard to community involvement, requires understanding the nature and dynamics of social change. It is this understanding that may provide the yardstick for assessing success or failure of community involvement in education boards.

Several writers argue that change is multidimensional and there are many processes of change going on concurrently. Multidimensionality is rooted in the fact that it is the social system that adapts change. This social system has a complexity of innumerable relationships, unwritten norms, vested interests and other characteristics that change affects (Everand, 1996; Fullan 1991; Lungu, 1986; and Dean, 1993).

This multidimensionality of change is understood by but a few individuals, while many people tend to espouse a simplistic notion of change. However, this simplistic view usually hinders change, because it diverts us from dealing with reality, (Dean, 1993; Fullan, 1991).

In addition to the above characteristics of social change implementation, several writers (Bishop, (1995; Winkler, 1993; Dean, 1993; and Fullan 1991) argue that there are certain skills that are needed to cope with change; change frequently involves conflict and disagreement. Through this process of conflict and disagreement, an individual makes sense of change. To emphasise the need for an individual to make sense of change before it can be implemented, Fullan, (1991: 31), quotes Marris:

No one can resolve the crisis of integration on behalf of another. Every attempt to pre-empt conflict, disagreement by rational planning can only be abortive; however reasonable the proposed changes, the process of implementation must still allow the impulse of rejection to play itself out. For the reformers have already assimilated these changes to their purposes and worked out a reformulation which makes sense to them. If they deny others the chance to do the same, they treat them as puppets dangling by the thread of their own conceptions.

Other characteristics are that change involves uncertainty and consequently is threatening to self-image; change affects values, beliefs, and assumptions and can be affected by them. The multidimensionality of the change process makes an innovation a deliberate intrusion into the fabric of culture. Thus when looking for a solution, one should bear in mind the economic, social and cultural limitations (Bishop , 1995).

In light of the nature of social change, there are some implications for the establishment of education boards in teacher training colleges. These implications are attributable to both objective and subjective meanings of change (Fullan, 1991). The objective meaning consists in the structural and functional changes that apply, and can be understood by all stakeholders in more or less the same way: the establishment of education boards as an aspect of decentralisation; the composition of the board membership and in particular the involvement of the community through community

representatives on the board; the functional aspects of the board as defined and implied in the board's objectives, roles and functions as well as in other policy statements related to the establishment of education boards, (Fullan, 1991).

The objectives, roles and functions for boards are given by the Ministry of Education MOE, (1996), and other documents giving supplementary guidelines. Among the most important objectives from the point of view of decentralisation, is to address the disadvantages of centralisation and thereby facilitate community involvement. Through active participation in teacher education, members of the local community are expected to develop and cultivate a sense of ownership and responsibility for teacher training colleges. Roles and functions of the different stakeholders: government through the Ministry of Education, college managers, lecturers, students and local communities have been redefined and where previously they did not exist have been created. Some authority and powers for decision - making and responsibilities have been moved from the centre - Ministry headquarters to colleges. This shift of authority, powers and responsibilities is the basis for redefining the roles and functions of stakeholders. For example, one of the key responsibilities for the education board is the mobilisation of additional financial and material resources.

The subjective meaning of change consists in the way individuals, as managers, lecturers, students and members of the local community answer the question: what does establishment of education boards and my role in them entail for me? Answering this question depends on the way the multidimensional change engendered by establishment

of education boards affects current personal values, beliefs, interests and attitudes (Fullan, 1991; Dean, 1993; Winkler, 1993). For fear of loss of influence and privileges enjoyed under a centralised system, educational managers at Ministry headquarters and provincial centres may not let go the authority and powers of decision making now shifted to colleges. For example, the authority to decide how financial resources given by government would be allocated at the college. Principals and their senior management teams may fear losing the influence, within colleges, to education boards. For example, the education board might become an alternative authority for students and lecturers to appeal to in case of a dispute between an individual student or lecturer and college management. Individual students may fear that boards may demand from them higher financial contributions than they can afford. Lecturers may fear for their job security. Board members live within the community and their watchful eyes would not miss mistakes made by lecturers. Therefore disciplinary action can be taken swiftly and probably without being cheated. Members of the local community getting involved in this sort of relationship may be confused about their roles if they lack sensitisation and experience in working with education boards before.

To dispense with these fears and uncertainties there is need for a clear internalised vision of what this change called education board is in essence. This calls for effective sensitisation of all stakeholders about the objectives and benefits of establishing education boards in colleges within the framework of decentralisation and democratisation, (Fullan, 1991).

Further, sensitisation should focus on the roles these stakeholders have to play if successful implementation is to be achieved. Ultimately successful implementation of education boards will depend on the change individuals make on the basis of a combination of objective and subjective meaning they construct for themselves in this change process. The human being, being the most important change agent in the social world, no change can be effected without people changing themselves.

## **DECENTRALISATION**

Decentralisation with regard to the establishment of education boards in Zambia is the shifting of some responsibilities, authority and power from Ministry of Education Headquarters and the provincial offices to local managers at the college and local communities through the education board and its sub-committees. In practice decentralisation at the college entails establishing board committees to exercise authority and carry out responsibilities within the board's jurisdiction. This exercise of authority through various board committees it is hoped would change power relations among stakeholders in teacher education.

Several writers in general, on whose principles and values the establishment of education boards is based, have defined the concept of decentralisation. Awortwi, (1999, citing, Rondinelli and Nellis, 1986: 5), defines decentralisation as:

Transfer of responsibilities for planning, management and the raising and allocation of resources from the central government and its agencies to field units of government agencies, subordinate units or levels of government.

Awortwi divides administrative decentralisation into three types: deconcentration, delegation and devolution. In view of the functions and roles of Education Boards formulated by MOE (1995), education boards belong to the delegation type of decentralisation. This implies transfer of responsibilities and powers from the Ministry of Education to autonomous boards who however, are ultimately accountable to the community and the Ministry. The concept of decentralisation includes the aspect of community involvement.

Fiske (1996: 6) gives the where, why and substance of decentralisation. He says:

Decentralisation of school systems is a truly global phenomena. Nations as large as India and as tiny as Burkina Faso are doing it. Decentralisation has been fostered by democratic governments in Spain and Australia and by undemocratic regimes in Argentina. It takes forms ranging from elected school boards in Chicago to school clusters in Cambodia, to vouchers in Chile.

He posits that this global fascination with decentralisation has manifold roots. Business leaders have discovered the limitations of centralised bureaucracies in dealing with rapidly changing market conditions. The collapse of the Soviet Union and the struggles of other socialist states have weakened faith in centralised states and increased pressure for decentralisation.

Winkler (1993: 4) supports Fiske's view that decentralisation is happening on a global level when he states, "There is a world wide trend to move decision - making in education from central government and closer to the school."

The reasons for decentralisation given by Fiske, (1993) are echoed by MOE, (1996). Zambia's latest National Policy on Education argues that the desire for decentralisation in education has emanated from dissatisfaction with a centralised system of education.

According to Fiske, a number of changes follow from decentralisation. He says decentralisation results in major changes, in the way policy is made, funds are generated and spent and curricula are designed. Inherent in these changes are the shifts in the relationships of students and parents to the school or college, relationships of communities to governments and indeed the very meaning and purpose of public education.

School and college decentralisation is also a highly political process as Fiske (1996) points out. By definition it involves shifts or perceptions of shifts in power. Fiske's reasons for decentralisation are reflective of Zambia's objectives and goals for decentralisation as given by MOE (1996). In teacher education in Zambia one of the objectives entailed by the concept of decentralisation is active community participation. To implement the objective of community participation in teacher education, there was need to create a mechanism through which this could be achieved. Hence the establishment of teacher training education boards in 1996.

## **RESPONSIBILITIES, FUNCTIONS AND AUTHORITY OF EDUCATION BOARDS IN ZAMBIA**

In the guidelines to the establishment of education boards in Zambia, the operations of the education boards were to be based on the following responsibilities, functions and authority (Ministry of Education 1997).

Responsibilities:

1. Formulating sound policies on:

a) Regulating the management of the institution for which the Board is established.

b) Promoting the best interests of the institution for which the board is established and striving to ensure the development of such an institution through the provision of quality education for all students at the institution.

2. Assuming some of the responsibility for the on going professional development and training of staff.

3. Ensuring that the institution is run on sound financial lines.

4. Encouraging parents, students, teachers and other staff at the institution to render voluntary services to the institution.

5. Maintain and improve the infrastructure and grounds of the institution.

6. Supervising the construction of new infrastructure for the institution.

7. Collecting, receiving or recovering all rents or moneys due and payable in respect of leases of any part of the institution

8. Regulating the conditions of enrolment of students at the institution including the fees and charges, if any to be paid to the institution.

9. Regulating the calendar to be observed at the institution, the subjects of instruction to be provided and the syllabus to be followed in respect of such subjects.
10. Establishing suitable training programmes for the Board members to equip them with skills to enable them to discharge their responsibilities effectively.
11. Purchasing textbooks, educational materials or equipment for the institution.
12. Holding the principal of the college responsible for the effective operation of the institution and for the provision of information to the board to enable it make informed decisions on the institution

To fulfil its responsibilities the education board will carry out among others the following functions:

1. To plan and supervise the development of the institution so as to provide education and educational facilities of such nature as the Minister may determine,
2. To monitor the expenditure of all the funds meant for the Board
3. To establish precise needs for lecturers' accommodation and determine with the community how these needs are to be met.
4. To interpret the needs and wishes of parents and the local community in the field of education and to mediate between them and the professional staff of the institution in establishing the character and ethos of such an institution.
5. To support the principal of the college and lecturers in their professional task, to respect the professional autonomy in the classroom and to encourage parents to regard themselves as partners in the task of education.

The above responsibilities and functions go with the following authority:

1. To purchase or otherwise acquire, hold and, subject to the approval of the Minister, alienate real and personal property in accordance with prescribed financial guidelines and regulations for the time being in force.
2. To allow the reasonable use of the facilities of the institution for community, social and institutional fundraising purposes, subject to such reasonable and equitable conditions as the Board may determine, which may include the charging of a fee or tariff which accrues to the institution
3. To borrow such sums of money as the Board may require, by mortgage or otherwise, and enter into contracts in accordance with the prescribed financial guidelines and regulations for the time being in force.
4. To enter into arrangements for the secondment of public officers and other persons to the Board.
5. To generally do all such things as are necessary or desirable for the above purposes.

According to the guidelines education boards are accountable to the Ministry of Education in their operations and must also be accountable to the local community that they serve.

The responsibilities, functions and authority outlined in the guidelines of The Ministry of Education to establish education boards as a component of decentralisation in education, define in part what education boards are and the place communities occupy in

them. The structure of the boards and their composition and how responsibilities and authority is distributed among this membership gives a picture of the opportunities that exist and the extent to which community involvement may be had.

## **TEACHER TRAINING EDUCATION BOARD**

### Membership:

A teacher Training College Board shall consist of the following members appointed by the Minister:

- (a) Principal of the college who shall be an *ex-officio* member and Chief Executive.
- (b) Five members of the community nominated by the Local Authority in which the board is established, including the local councillor in which the board is located in consultation with the college principal.
- (c) One union representative nominated by the Union.
- (d) Two representatives of lecturers, elected by the lecturers, one male and the other female.
- (e) Two representatives of students, one male and the other female elected by the students
- (f) One Provincial Education Officer's Representative.
- (g) One member of the non-teaching staff, nominated by the non-teaching staff of that College
- (h) One representative from a university within the country nominated by the Vice Chancellor of the University in consultation with the college Principal.

(i) *One representative of proprietors of Grant-Aided Schools.*

The Board will elect a Chairperson from among its members who shall not be a Ministry of Education official and students. The Vice Principal shall be the Board secretary.

Once the Board has been constituted it shall establish such standing and occasional committees, as it considers desirable for the discharge of its functions. The following are the standing committees the Board shall establish:

- (a) Finance Committee
- (b) Tender Committee.
- (c) Staff Appointments and Promotions Committee.
- (d) Human Resources Development Committee.
- (e) Students' Disciplinary committee.
- (f) Academic committee.

Each of these committees has several functions and responsibilities to the education board. They are too detailed to go into here but in general they all relate to the fulfilment of the Board's responsibilities.

Education boards in their membership composition, committees to be established responsibilities, functions and authority suggest a shift in power from the centre, the Ministry of Education headquarters, to the colleges and local communities. Whether this shift is beginning to happen and to what extent the community was involved in impacting on educational improvement, administrative and financial efficiency of colleges was the focus of this study. For it is only when the local community is involved

in the work of the education boards, and the authority given to the Board exercised to fulfil the objectives for its establishment, can we say decentralisation and all it entails, with regard to education boards in teacher training colleges, is taking place. In view of the difficulties associated with implementing change in general, the poverty levels in Zambia, the difficulties and failures experienced in the decentralisation of local government and indeed the failure to implement the 1977 Educational Reforms, which envisaged local community participation, the successful involvement of local communities in teacher education through education boards, cannot be taken for granted. Hence the need to examine the extent of community participation in teacher education through the education board so as to determine whether the expected outcomes are beginning to show, in the current study.

### **CRITICAL FACTORS IN THE IMPLEMENTATION OF EDUCATION BOARD**

The establishment of education boards in teacher training colleges is a change that can be implemented successfully only if the Ministry of Education and the general Zambian social system possess the capacity to accommodate this change. A number of factors are critical to building this capacity for successful implementation. These factors have been discussed by a number of scholars among them, Beare et al, (1994), Bishop, (1995); Huberman (1977). The critical factors have shown that choice of a technically sound educational innovation combined with good planning alone is not enough for successful implementation, (Fullan, 1991). That is the existence of an education board with members of the board, the standing committees and an elaborate array of functions and authority given to the board indicating how the community may influence teacher

education, is no guarantee that community participation in teacher education will be effective.

According to Bishop (1995), the first of these factors is infrastructure. By infrastructure is meant the different units of the whole system involved in the various phases of the innovation process. In the establishment of education boards, the system is the Ministry of Education and the government of Zambia that have embarked on a liberalisation and decentralisation programme, of which education boards are an aspect. The different units are the Ministry of Education headquarters, the Provincial Education office, the college and the local community. The question is whether these units can each play their part effectively to make community participation in teacher education work. For example, does the Ministry of Education have adequate resources to provide to education boards to enable them function and meet the financial and material requirements for quality teacher education. The next critical factor is that of authority. As a factor in the implementation process authority relates to leadership. High authority means effective and able leadership. This entails that people are available who can initiate an innovation and vigorously attend to its implementation.

In teacher training colleges the principal as college manager and executive secretary of the board provides this leadership. In addition, the board chairperson, chairpersons of the various committees and section heads of curriculum study areas, provide leadership that will help define the values, beliefs and interests of the colleges. The calibre of the personnel in these positions will determine how the rest of the stakeholders visualise the change. It is this leadership too that has the task to interpret the roles and functions of

education boards. Besides leadership at the college, leadership within the education system; at national, provincial and district levels will provide the support and pressure that implementation of the establishment of education boards as an aspect of decentralisation, requires so much for its success. Currently, leadership, in particular managerial leadership in the Ministry is perceived as wanting improvement. This is evidenced by the current intention to restructure the Ministry (MOE, 1996; UN/GRZ. 1996)

The third critical factor is consensus. This refers to a shared vision by stakeholders of what the change entails. Strong consensus influences implementation positively. In the case of education boards, strong consensus means that the Ministry, college principals, lecturers, students and the community agree on the objectives of boards and the way they are to be implemented. It also means these stake holders accept and respect one another's role in the education boards.

Two specific elements are important in gaining consensus: existence of a real need and sensitisation of stakeholders, (Bishop 1995). If community participation in teacher education needs education boards as structural mechanism, and if this mechanism can demonstrate its merits, then consensus will be easily obtained. Sensitisation of stakeholder creates awareness on the part of principals, lecturers and community members as to what the change is all about. This awareness offers an opportunity for them to make sense of the change and thereafter make decisions about accepting or rejecting the change at personal level, (Fullan 1991).

In addition to these factors discussed above, Bishop (1995) and Beare et al (1994) identify the following as factors which contribute to successful implementation and therefore, which are an integral part of capacity building:

***Institutional autonomy:*** This is the extent to which an institution has power over staffing and resources. The education Board and through it the community should have power over staff and resources of the college. Autonomy for teacher training colleges is one of the aims for decentralisation in education. In view of the financial constraints (MOE, 1996) the country is facing, this study wished to investigate how autonomy could be achieved and thereby impact positively on community participation.

***Power -sharing:*** This implies involvement of lecturers and students in decision - making committees. This indeed is decentralisation at college level.

***Empowerment of staff:*** Lecturers can be empowered through participating in committees and training to acquire knowledge and skills.

***Programme development that is evolutionary.*** This implies a strong bias toward steady adaptation rather than implementation, which is planned in detail at the outset.

## **COMMUNITY PARTICIPATION AND EDUCATION BOARDS**

To measure the extent of community participation it is important to say what community participation is. The World Bank, UNICEF and ILO define community participation as a process by which members of a community engage in some type of community activity outside of the individual member's professional or occupational work in order to improve the living conditions and standard of living. Other writers, (Ngwisha et al 1995:

p14); Cunningham 1972:p595), link community participation to power. They define power as control: the ability to get others to think and act as that person wants them to think and act. In view of this, participation comes when such control comes into the hands of common amateurs and is exercised over decisions that affect several members of society.

Indeed community participation is a way of returning to the people a greater measure of control over their own destinies, Awortwi (1999). One such measure of control is community participation in teacher education. The United Nations and the Government of the Republic of Zambia (1996: 105) argue that ‘only through people’s participation can their needs be well understood and efficiently addressed; only by taking part can they hope to ‘learn and control’; only by changing behaviour can the full human potential of motivation, mobilisation and empowerment be realised. Thus community participation in education is validated.’

Indeed only through community participation in teacher education can we have the calibre of teachers able to give education that responds to the needs of the local and national communities.

It is also important to know what community participation is because it now leads us to answer what community participation in education, and in particular teacher education, is. By establishing what community participation is in teacher education, we are establishing standards by which we can then measure its extent. In this study the standards were taken from review of related literature and, more importantly the

membership, responsibilities, functions and authority of Teacher Training Education Boards as determined by the board's objectives. These standards are the forms, scope and scale of participation by the community in teacher education.

Participation in education by communities takes several forms and has several objectives. It has both benefits and difficulties at individual and group levels. These benefits and difficulties are experienced in the context of partnership between government, the main provider of education, and other stakeholders, among which are communities, (Fullan,1991); Durston et al 1998). It is these forms and objectives that define what community participation, in the context of education, is.

Forms of participation are divided between those that provide for active community participation and others that provide for passive community participation, (MOE 1995: Ngwisha et al 1995); Fullan 1991). The following four are passive forms of participation:

1. Making use of a service. For example by sending children to school or college. This is the lowest form of participation.
2. Contributing resources to a school or college that include paying user fees, providing labour to build a wall fence and giving land for institution infrastructure.
3. Attending meetings such as those organised by Parent Teacher Associations.
4. Consultations. School authorities consult the community at their own discretion.

Zambia has a long history of community participation in these forms of community involvement in education. In particular the community has been involved in educational

provision, manifested most remarkably in recent years in the upgrading of primary school to include the provision for grades eight and nine. Other evidence of community participation in education provision is in the establishment of private learning institutions. Of the ten pre-service primary teacher training colleges, four are grant-aided institutions: Charles Lwanga and Mongu under the Catholic Church; Malcolm Moffat and David Livingstone under the Christian Council of Zambia, MOE (1996); Ngwisha et al (1995).

Active community participation in education comes in the forms of:

1. Helping to deliver the service. For instance, parent involvement at school as volunteers or assistants; parent involvement in learning activities at home as in assisting children with homework.
2. Governance: This could be done for example through an education board. In this form of participation, the community can implement educational change through the use of delegated powers. Involvement in governance entails that parents have decision-making powers that allow them to act

The general objective of community participation in education is to enhance people's capacities as individuals and groups to improve their own lives and take greater control over their own destiny (MOE 1996); Awortwi 1999). This objective echoes the general aim of partnerships and liberalisation in education. To accomplish this general objective, the following specific objectives have been identified to direct community participation in education, (MOE 1996):

1. Educational provision;
2. School/college improvement; and
3. Strengthening school/college - community linkages.

Education boards have been established to provide structural mechanism through which action plans could be designed and implemented in pursuance of these objectives. The governance aspect of community participation is important for two reasons:

1. It entails community participation in decision - making, thereby enhancing educational provision and school improvement.
2. It derives its rationale from democratic values and principles that are the basis for the empowerment of individuals and groups.

Further, it is expected that community participation in institution governance would yield transparency, accountability, sense of ownership and responsibility on the part of stakeholders community, efficiency and effectiveness of the college/school systems. (MOE 1996).

Community involvement in curriculum design and implementation, it is hoped, will make teacher education more relevant to the needs of the communities teachers are trained to serve, (Francis et al 1999). The accomplishment of all these objectives is expected to bring about improvement in the quality of teacher training. In the current study, determining the forms of community participation in teacher education is important because the significance of community participation depends on the form it takes. For example, if the community participates by giving voluntary labour to the college, the objective of involving communities in decision making would not have been achieved. This form of participation would also not be as significant as getting involved in deciding what goes into curriculum design.

## **BENEFITS AND CONSTRAINTS TO COMMUNITY PARTICIPATION IN EDUCATION**

One of the factors in gaining consensus among all stakeholders in implementing education boards and community involvement is for the education boards to demonstrate their merits, (Bishop 1995). These merits come in form of benefits to the colleges and all others involved in teacher education.

Besides the general benefits for the institution and other stakeholders, resulting from community participation, there are benefits for individual members of the board. These are more crucial in influencing the manner of participation. Some of the benefits, (Fullan 1991; Francis et al, 1999), are:

First, individuals and groups who participate actively in governance of schools and colleges would acquire knowledge of how the institution is managing its affairs, and how far the objectives for the institution are being met. With more knowledge comes more awareness of problems as well as reasons for these problems and possibly more knowledge of solutions. Such knowledge is also likely to increase willingness, on the part of the community, to participate actively.

Second, participants experience several psychological benefits that include:

1. More self-confidence. Community members feel more confident that they can influence the education and training being offered.
2. Enhanced sense of independence. The participating community feels that they have a choice as to the type of education their children may receive.

3. Improved sense of ownership and responsibility.
4. Having pride in local knowledge and ability. This reinforces self-confidence.

(Fullan

1991; Francis et al 1998; Ngwisha et al 1995).

In fact all these benefits strengthen one another, and consequently the society gets more out of the individual, as they tend to participate more. This increased participation increases the chances for achieving the objectives for community participation in education, and in this respect participation in college affairs.

From the point of view of this study these benefits are important as they are a part of criteria that have been used to assess community involvement in teacher education through education boards. For example a member of the board at Mufulira or Chalimbana Teachers' colleges who is knowledgeable about the college's programmes would indicate active participation. Possession of knowledge may point to the fact that the member was consulted, took part in drawing up the programme, and participated in the implementation of the decisions made.

However, important too is the knowledge of constraints to community participation in education. For with the knowledge of possible constraints, one gets a more balanced picture and understanding of what implementing community participation in teacher education, through education board, entails.

A number of studies (Bude and Komba 1998; MOE 1996; Fiske 1995; Francis et al 1999), have found that one of the reasons for the policy of partnership in education, in

general, is the need to mobilise more resources for education, from the community, and the other is community participation. However, poverty stands in the way of partnership on the basis of community's financial and material contributions. This is unfortunate because the ability to contribute resources influences the real power to decide. It is difficult for education boards to exercise control over resources they have not generated. Without decision - making power the role of education boards may turn out to be symbolic, (Lungu 1981).

Other constraints pointed out in *Educating Our Future* are:

- (j) Restrictive education legislation. This has a bearing on the range of legally sanctioned decision-making powers that the board may exercise;
- (ii) Lack of communication between education authorities and communities, and
- (iii) The indifference of teachers and education authorities towards community efforts.

As may be seen, these constraints relate to the acceptance of community participation in education governance by learning institutions and the education system. They echo the importance of values, beliefs and attitudes in the educational change implementation process that have been referred to, under the nature of change, above.

## **OTHER FACTORS AFFECTING COMMUNITY PARTICIPATION IN EDUCATION**

Other than the benefits and constraints outlined above, community participation has been found to be influenced by the following (Durstun 1996):

1. Information flow. This gives knowledge to participants that may enable them to participate more as a result of awareness of what is going on. Lack of communication between education authorities and communities impairs information flow and reduces participation. Good management of any organisation requires effective communication, (Chandan 1989)
2. Community organisation. This includes political and traditional leadership. (Quiroga 1995) says there is need for community organisation, because advocacy of community interests cannot be delegated. In the current study this raises the question of how members of the community are chosen to be on the education board.
3. Community involvement and sense of ownership. This is both an objective in the current educational policy and a requirement for community participation. It is a difficult thing to achieve in Zambia because traditionally communities and parents have not been involved in schools. This is largely because missionaries who were foreigners brought school education and administered learning institutions. In addition, it is difficult to achieve because of the tendency to regard education as government's responsibility.
4. Type of community contribution. The more resources the community is able to contribute, the stronger the willingness to participate and the greater the demand for decision - making powers, (Colleta and Perkens 1998). In light of this, severe poverty as alluded to above, can be a crippling constraint to participation and therefore a major reason for failure to implement education boards successfully.

5. Availability of time. The community may not have time to participate and may not understand what is going on. This time factor ties in with poverty, since people who are engaged in perpetual search for food and other resources necessary for survival can hardly spare time for community activities.
6. Finally, there is the timelessness of the programme and whether this provides for a felt need. Programmes that are seen as transitory tend to be regarded less seriously.

Just as benefits tend to strengthen one another, constraints tend to behave in a similar way.

## **EDUCATION BOARDS IN ZAMBIA**

Literature on the effectiveness of education boards in Zambia is scanty, except for Chondoka's study and Ministry of Education evaluation report on the Copperbelt, (MOE 1996); Chondoka et al, (1997). This is probably because education boards were introduced recently. However, even Parent Teacher Associations that have existed for over twenty years, have limited literature on their effectiveness as avenues for community involvement in basic and secondary education. MOE (1996), only alludes to a lack of clear guidelines for the operation of P.T.As.

Chondoka et al (1997) aimed to capture the impressions and reactions, of the community on the Copperbelt, to the introduction of education boards in secondary schools there. Chondoka et al (1997) did not measure the extent of community involvement in education boards as such. That is, he did not ask whether the objectives for community involvement in boards were being achieved. Chondoka et al (1997) looked at education

boards from an external point of view. Their most important question was whether the stakeholders welcomed education boards and whether they thought the education boards would work.

The current study on the other hand, looked at the operations of education boards with a focus on active community participation in teacher education. That is at how effective the education boards at Mufulira and Chalimbana are in achieving the objective of community involvement in teacher education and beginning to achieve the goals justifying this community participation. For example, was the community involved in curriculum design? Was there more transparency, accountability and a stronger sense of ownership of and responsibility for teacher training colleges on the part of the community?

While Chondoka et al (1997) aimed to capture initial reactions to the establishment of education boards the current study aimed to measure the effectiveness of community involvement in the light of these reactions.

The conclusions reached by Chondoka shed light on how, some factors influencing implementation of education boards in teacher training colleges may work in practice.

Findings from the study revealed the following:

1. Change is not easily welcome. This is evidenced by the study's revelation that parents and teachers rejected the establishment of education boards by 89% and 93% respectively. The study does not say why parents in particular rejected education boards. Resistance to change is also indicated in the findings that

members of the education boards doubted that their boards were working and were not sure of the boards' future.

2. Sensitisation of those to implement and be affected by change is crucial to the success of an innovation. This is evidenced by the discovery that teachers insisted that they did not favour education boards mainly because they had insufficient knowledge on what these boards were. Sensitisation is important because it offers an opportunity for a change to be accepted in the user system. Acceptance of change by the user system is one of the major conditions for successful implementation, (Bishop, 1995).
3. Change creates fear and insecurity that those in the user system would be adversely affected. Teachers interviewed expressed the opinion that because of their ignorance about boards and their main objectives, they feared for their job security.
4. The importance of financial resources in the change implementation process. The study asserts that education boards were facing serious financial problems. Funds from the Ministry were not adequate to run boards. Bishop (1995) argues that financial resources are one of the principal factors in successful change implementation.
5. There is a serious power struggle between Parent Teacher Associations and Education Boards. The contention is who should run and control education boards? Parent Teacher Associations contend that they were not consulted or invited to air their views when education boards were being established. This conflict echoes Dean's (1993) arguments that the change process involves conflict. Although PTAs

do not exist in teacher training colleges, other forms of conflict may arise among stakeholders. Again this conflict points to the importance of a shared vision of the change itself and the change process. A shared vision comes about partly through sensitisation.

6. People who supported the establishment of education boards were officials at district and provincial offices. The reason is understandable. These have to toe the official line. Failure by parents and teachers to support the establishment of education boards, on the one hand, and the Ministry officials who supported it, on the other, is a reminder to the difficulties planned change is likely to encounter at implementation phase if not sufficiently understood and accepted by those to implement and be affected by the change.

7 Ngwisha et al (1995), identify some mechanisms for community involvement in education. One of these is Self – Help Action Plan for Education. The report gives objectives and assumptions for community participation in education that are similar to those given by MOE (1996). However, these objectives do not include community involvement in governance of learning institutions. Moreover Ngwisha et al (1995) conclude that one short fall of SHAPE that contributed to less successful community involvement was that its decision – making bodies were not elective and did not allow effective participation of parents. The experience of SHAPE supports the argument that community involvement in education has been an on going struggle for some time now. Only the form of participation in the current education boards, which focuses on governance, appears to be new.

Outside Zambia, Fullan(1991) cites a number of studies on the effectiveness of education boards as a channel of community involvement in the governance of education. These studies, done in the U.S.A., Canada and United Kingdom, reveal the following lessons:

1. Boards can be very effective in influencing decisions and improving colleges provided that they are assisted in developing three major areas of skills:
  - a. The capacity to gather accurate information about the system they are trying to change;
  - b. Mastery of techniques for intervening skilfully;
  - c. The capacity to ensure that their own group functions skilfully.
2. Parents and the community are not, on their own, willing to get involved in the governance of schools. This shows need for organising their involvement.
3. Many boards and other forms of parent participation in decision-making do not have a clear focus, and are not well implemented. That is, they do not address the needs of parents, and are inefficient, unproductive and the like.

Besides Fullan's studies, other researchers show that: Successful change implementation requires a shared vision among stakeholders. Otoole (1992) in his study of Pam Board has demonstrated the relevance of this assertion with regard to the establishment of education boards. The study analysed how Pam Board defined the situation in which it found itself. The objectives were:

- 1) To identify the Boards perspective;

2) To find out how far and in what manner this perspective was a shared one. In-depth interviews were used to collect data. Analysis of press statements and public documents were used too.

O'toole concluded that Pam Board had a shared perspective, and not just a collection of individual perspectives and those of board members. This shared vision was key to the continued existence of learning institutions under the board. This shows the importance of communication and sensitisation.

Two scholars, Winkler (1993) and Dean (1993) assert that change implementation requires skills on the part of personnel, in particular those in leadership. This assertion is supported by Lynne (1982) in her study when she reports that superintendents overwhelmingly indicated need for further training in the competency to measure public opinion. MOE (1996), says communication does not exist in Zambia, between schools, colleges and communities. If indeed communication does not exist between the community and learning institutions, then this study would want to establish whether education boards in teachers' colleges are an effective mechanism for college community communication. For how can there be active community participation without communication between these two stakeholders.

Fullan (1991), argues that motivation for wanting to serve on the Education Board is an important element in determining the contributions a member makes to the success of the board. Richard Davis (1987), demonstrates this in his study. One of Richard's objectives was what motivation guided an individual to run for a position on the board.

The study found that the individual was motivated to run because of an interest in improving the school curriculum and school - community relations. This individual was least satisfied with academic performance and the condition of buildings and grounds.

In Zambia, at present, it is not known what motivates individuals to serve on education boards. In view of this, this study would elicit any such reasons from members of the education boards. Knowing reasons for accepting to serve on the board is important because it may show how committed a member is to the objectives of the education board and what may be expected from such members.

A report based on a study tour of Denmark by teacher training college lecturers from Zambia. (MOE 1999), shows that community participation in education succeeds in a liberalised, decentralised and democratic society. It demonstrates that community participation is not an isolated process occurring within the education system alone. The participation of the community in education through Education Boards in Denmark, according to the report, provides a model which Zambia may emulate in implementing education boards in teachers' colleges. The report is important to the current study for both the insights it appears to confirm and the new ones it provides.

This is shown firstly, in the composition of the Danish board, which is as follows:

- (1) The lord mayor who is the chairperson
- (2) Two members elected by the regional authority
- (3) One member from the municipality in the region
- (4) One labour union member

- (5) One member from the employers federation
- (6) One member from teacher's organisation
- (7) One director of schools
- (8) One student
- (9) Two members of parliament (right and left)

The Principal and Vice Principal are ex-officio members. The Principal is the Secretary of the board. The membership reflects the various stakeholders in education. Including all these stakeholders secures their support for education and provides for co-ordination of change processes taking place in Danish society, that impact on education and its delivery.

Secondly, active community participation in teacher education in Denmark is shown in the relationship between management and the board. This relationship is reflected in the following powers that the Danish board exercises:

- (1) Makes sure that available funds are used in an effective manner.
- (2) Identifies the real educational needs of the region.
- (3) Appoints the Principal and the Principal, in turn appoints lecturers.
- (4) The board controls and supervises the college and acts as eyes of the society but does not interfere with the everyday running of the college.
- (5) The Principal with the help of the Vice Principal runs the college and reports to the board.

The above responsibilities and powers of the board show that decision - making powers. in important aspects of education, have shifted from the central authorities to the local community and institution, and are backed by real authority and power. This manner of

decentralisation has taken place not only between the Ministry of Education and learning institutions and local communities but even within the institutions. The college has councils, which elect their own chairpersons. Each council reports to and advises the Principal on issues like teaching vacancies in certain subjects, syllabus plan, and distribution of work among lecturers and particular needs. The report emphasises that none of the councils is a rubber stamp of the Principal. There is a mutual working relationship between the councils and the Principal. Through the work of these councils all lecturers participate actively in the affairs of the college of education.

Thirdly, it is shown in the relationships between lecturers and management, and between students and lecturers, where democratic values are reflected. The principal is more of a work mate than a boss. The working relationship between lecturers and all workers on one hand, and students on the other, is informal.

Specific evidence of democracy in the Danish Teacher Education System can be observed in the following areas:

***Choice of subjects:*** Not all subjects are compulsory. Students have a choice.

***Committees:*** Positions for students and lecturers are elective. Consequently, members work hard not to disappoint their electorate.

***Planning of syllabus:*** Students plan syllabi with the college lecturers to ensure that their needs are attended to and so that college expectations are made clear to them. In turn they are expected to be responsible for their learning.

***College budget:*** Students and college lecturers are represented on the committee. This promotes transparency and accountability.

**Planning of lessons:** Students and college lecturers plan their lessons together mainly before the lesson. This makes students aware of what they will be doing in the next lesson and helps them to make necessary preparations. It also helps the lecturer to adjust his/her programme so that teaching is done in a manner that will please students.

**Assemblies:** Students are afforded a chance of conducting assemblies once a week. This in a way helps to train students to organise themselves and to become responsible people in society.

**Emphasis on formative assessment:** The college looks at a student as a whole person. As a result emphasis is not placed on examinations. This approach allows students to become free to seek guidance and to say out the problems that they are experiencing in doing things. This also makes lecturers more responsive to the students' needs.

Community involvement in Danish education is further demonstrated through curriculum development and implementation as well as education materials production. The Ministry of Education formulates the curriculum guidelines for individual subjects and obligatory topic areas to be taught. Education boards and schools draw up their own curriculum within the aims and proficiency areas laid down by the Ministry of Education.

The operations of education boards in Zambia can benefit from the Danish experience. This is so more because the two models of education boards share similar goals for the involvement of the community in teacher education. Both the Zambian and Danish models aim to achieve transparency, accountability and relevant teacher education by involving the community. They both subscribe to democratic values as a way of

improving the quality of education. The composition of the membership in both models reflects the belief and value of including all stakeholders.

Contrasts between the two models, however, exist in the powers, authority and specific functions the education board is allowed to exercise. In Denmark the education board appoints the Principal of the College. In Zambia the Ministry of Education through the Teaching Service Commission appoints the Principal. The appointment of the Principal by the education board shows the real power the board has over management in the Danish model. This also implies that the community represented by the board can have its education needs attended to by management as they demand. It is a concrete example of devolution of power from the centre to the local institution and community. The Zambian model can improve the powers of the education board by adopting this aspect. The education board in Zambia does not have a say in the curriculum the colleges follow. The Ministry of education through the Teacher Education Department hands it down to colleges for implementation. Students, like the board, do not have a say in the syllabus or even lesson planning. This is in contrast to the boards involvement in curriculum and the students involvement in syllabus and lesson planning in Denmark. This contrast implies that there are more chances in the Danish model to achieve transparency, accountability and a sense of responsibility on the part of the community through the education board, than there are in the Zambian model. Again the Zambian education board can achieve more transparency, accountability, sense of responsibility and relevancy of education to their needs, by involving the board, and ultimately the community, in teacher education the way the Danish system does.

The Danish education board by employing lecturers demonstrates the autonomy it enjoys in its operations. In Zambia government employs the lecturers. The board's supervisory powers appear to be weakened by this fact. The education board appointing the Principal would give the board, and through it, the community real control over the staff. Currently the education board employees are only a handful of general workers. Without control over staff the significance of the education board, and ultimately the community's involvement in teacher education, is lowered.

Although it would be desirable for Zambia to adopt some aspects of the Danish model, financial constraints that exist in Zambia may make it very difficult to implement them. For example education boards would have to be adequately funded to enable them employ lecturers and so have control over them.

The literature reviewed shows that:

- (1) Change is not easily accepted by those who are to implement it.
- (2) There are various forms of community participation in education. Some forms allow only passive participation while others allows active community participation. The form of participation relates to the level of significance.
- (3) For education boards to be effective and accepted by all stakeholders, they must be seen to be beneficial to their educational needs.
- (4) Successful financial and material mobilisation is a must if education boards are to be effective.

- (5) There is need for leadership and consensus to achieve the goal of community participation in teacher education.
- (6) The goals of transparency, accountability and a strong sense of responsibility are ideals whose indicators were absent.
- (7) It is possible to genuinely involve local educational managers, students and the local community in core areas of teacher education such as curriculum and syllabus writing.
- (8) Students can be partners with lecturers and be responsible for their own learning.
- (9) Decentralisation and community participation in education in particular and the principles underlying them, are goals shared by many educational systems across the world.

## **CHAPTER THREE.**

### **METHODOLOGY**

The methodology used was qualitative. This was because of the qualitative, rather than, quantitative nature of the data the study called for. These data were the perceptions research participants held about the successes and failures of teacher training education boards, in achieving the objectives of active community participation in teacher education. The nature of the study determined the research design as well.

### **RESEARCH DESIGN – EVALUATION RESEARCH**

The evaluation research design was chosen because this study was dealing with policy that is being implemented. Therefore evaluation research, which combines policy analysis and program evaluation, was the best choice for a research design.

### **DATA COLLECTION AND ANALYSIS**

The study used qualitative techniques to collect and analyse data. These techniques were interviews, observations and document analysis for data collection. Observational analysis, categorisation of data into forms of community participation, the importance of issues involved and the frequency of this involvement guided the analysis and interpretation of the data collected in light of the objectives of education boards with particular emphasis on community participation and how achieving these objectives was impacting on educational improvement, administrative and financial efficiency at the two colleges.

### **SITES**

Two teacher training colleges were purposively chosen: Chalimbana and Mufulira. Chalimbana, The National In-Service Teachers' College, draws students from serving teachers and is situated in a rural environment. Mufulira is an urban college that draws students from Grade XII school leavers. These were purposively chosen because they are the only two government colleges that had the rural- urban and in-service and pre service contrasts. The choice of one rural college and the other urban college was meant to find out whether the rural – urban contrast had influence on community participation.

### **CHOICE OF PARTICIPANTS**

Participants were also chosen purposively on the basis of the interest group they presented on the education board.

The Principal has a lot of influence on whether the education board operates effectively or not. He is the resource allocator. He decides what may go to the operations of the board. He is also privileged to receive guidelines about the establishment of education boards. He is the one whose authority would be affected by the education board. He would have to share some of his authority with members from the community. The Principal provides the leadership necessary to give the education board direction. Therefore information from this participant was very valuable in measuring the extent of community participation.

Students are directly affected by the success or failure of the education board. They are in a privileged position to identify areas of their education where the community is actively involved. Students are also in a more neutral position between management and the local community to tell how far community members are participating in their education.

Education board members from the local community can confirm or refute claims of their involvement made by college administration. They can also provide information on their perceptions of the role of the community in teacher education.

All in all the choice of this combination of participants, hinged on the need to collect information on the forms of community participation and how these were impacting on educational improvement, administrative and financial efficiency of the two teacher training colleges, and establish whether expected outcomes such as transparency, accountability and sense of ownership and responsibility, were beginning to show. The sample consisted of 40 participants.

## **DATA COLLECTION TECHNIQUES**

The following qualitative research techniques were used to collect data.

### **Interviews**

A structured interview guide was used. Except for student participants who were interviewed in small focus groups, all the others were interviewed individually. The interviews at both colleges took ten days. These interviews aimed to elicit information on how far education board objectives were beginning to be accomplished with



particular emphasis on community participation in decision-making, and what obstacles impeded progress.

### **Observations**

As a non-participant observer, I witnessed the start of one board meeting at Chalimbana. The purpose for attending this meeting was to see how power relations between those who represented college administration and the others who represented the local community were displayed in practice. I wanted to see whether signs of changing power and structural relations were beginning to emerge. This took place on 13<sup>th</sup> October, 1999. I also went round to look at some fund-raising projects such as poultry houses and gardens at both Chalimbana and Mufulira. The purpose behind this tour was to see how successfully fund raising projects were being managed. I was in each case accompanied by a member of staff in charge of production unit who explained how these projects were being managed.

### **Document analysis.**

Two types of documents were analysed. Two Ministry of Education documents, providing guidelines to decentralisation with regard to education boards were analysed. These are: *Educating Our Future; Institutional Roles, Functions and Relationships* (1997), and *Human Resources Management* (1997). The other document analysed was a record of minutes of a board meeting at Chalimbana Teachers' College. In the Ministry of Education documents, which contain guidelines on the establishment of education boards, the writer looked for how far the guidelines place parameters for the operations

of the education board. Within these parameters lay the objectives, the responsibilities, the functions and the authority of the education board. In setting parameters these documents would indicate what was possible for the education board to do all other factors permitting. I further looked for consistency among the education board objectives, responsibilities, functions and authority.

In the record of minutes of the meeting the education board had I looked for how far what was mandated was being done. The minutes were to tell what form of community participation was being actualised and the importance of issues discussed.

#### **Data Analysis.**

To analyse the data so that they could review the findings contained within, the following were asked.

1. How many of the functions and responsibilities of the teacher education board committee members did the boards actually perform?
2. How many of these functions and responsibilities were being performed by each interested party represented on the board?
3. Among the various stakeholders, who made which decisions in the operations of the education boards?
4. Were the answers to the above questions pointing to the fact that objectives of education boards were being achieved?

5. Did data contain any indications that expected outcomes resulting from community involvement in teacher education were beginning to emerge? For example, accountability, transparency and a sense of ownership on the part of local community.

To arrive at the conclusions stated in the study, findings were analysed for responding to the objectives of education boards as determined by the Ministry of Education. Each finding was placed against an objective it was perceived to respond to, and identified as having a positive or negative relationship with such an objective.

## **CHAPTER FOUR**

### **FINDINGS.**

There were 22 board members, eight student leaders, two bursars, and eight lecturers. The number of members of the education board committee, and what I considered to be representative of the leadership of lecturers and students determined the number of participants.

The male-female representation among the participants was such that there were more male than female respondents. These resulted from the fact that there were more men than women in the education board committees. The chairmen of education board committees at both colleges were men.

### **THE FACILITATION OF COMMUNITY PARTICIPATION THROUGH BOARD COMMITTEES**

The creation of board committees and how they were to be constituted was aimed at achieving three specific objectives: (i) to take decision-making closer to the points of delivery where action is taking place, (ii) to adopt an implementation design that allows active community participation in the delivery of education services and in making decisions in the use and management of resources flowing into the colleges, (iii) to change extensively the existing power and authority structure.

With regard to achieving these three objectives, the study brought out a number of findings:

At Chalimbana and Mufulira, Teacher Training Colleges, the Education Board had a main committee and sub - committees, such as Finance and Development, to take care of the various functions of the Education Board.

The composition of the main committee revealed that membership was representative of all stakeholders: Ministry of Education, local community, lecturers, students, non-academic staff, ruling party, academics and teachers' unions. It had the following members:

- a) Two local residents nominated by the local council.
- b) The councillor representing the ward where the college is situated.
- c) One elected representative of lecturers.
- d) One elected representative of ancillary staff.
- e) Two student representatives: male and female.
- f) A representative of the teachers' union.
- g) Ruling party's representative.
- h) UNZA representative.
- i) The Principal and his/her vice who are ex-officio members.

The process of becoming a member is a mixture of electing and appointing. Representatives of students, lecturers, and ancillary staff were elected while others such as local community residents were nominated. Still others become board members because of the specific interests they represented for example ruling party's representative.

In theory this composition brought control of teacher education into the hands of common amateurs. (Cunningham 1975). However, a closer examination of the composition and the process of becoming a board member raised a number of questions. The local representative of teachers' union asked, 'Why should a provincial union member represent us on the board?'

This man does not understand our problems here. Better a local union member represent us'

Another lecturer at Chalimbana expressed the view that many other interviewees expressed. He said.

If policy makers are serious about involving the community effectively, they should allow election of local community representatives. This will enable the board get people who are knowledgeable about and committed to teacher education.

Of the ten members of the board only four were elected by those whose interests they represented. All these were within the college: students, lecturers and ancillary staff. In view of the lack of sensitisation of the stakeholders about education boards reported by (Chondoka 1997) and (MOE 1996), electing board members who are knowledgeable in teacher education issues would make local community involvement more effective. Further, an informed member would not be taken advantage of by management, (MOE 1996).

The objective to change the power and authority structure entails redefining relationships between the community and college management, (Fiske 1996; MOE 1996). Local community representatives on the board revealed that the board had not appointed the principal. This makes the position of the board in their relationship with management weak. The weak position of the board was clearly indicated by the following complaints raised by several interviewees representing students, lecturers and the local communities:

We paid for ZATEC paper. The paper has not been given to us. The board does not appear to know how to help students in this matter (student representative, Mufulira Teachers Training college.)

A number of mistakes, such as failure by management to account for some funds properly, are known by the board but nothing has been done. (lecturers representative, Chalimbana Teachers College.)

We as members of the board are not even told when a member of staff is on transfer or has died. You learn of these things only from hearsay. We are kept in the dark by management. I don't know how we can change this attitude, (Board member from the local community, Mufulira.)

This relationship between the Principal and the board contrasts with that obtaining between the Principal and the board in the Danish educational system. There, the Principal is appointed by the board and consequently the board members have real power to influence management behaviour.

Dependency on management, headed by a Principal not appointed by the board, seems to have created fear of management in some elected board members. For example, lecturers' representatives and non-academic staff expressed reservations about being interviewed. It took the researcher a lot of persuading for them to accept being interviewed. Later, when asked why they had appeared reluctant to participate in the interviews, one of them speaking for the others at Mufulira said, "It is not wise to be seen to be criticising the administration".

Of the representatives of the local community, outside the college, only the ward councillors were elected, though not directly as members of the education board but as civic leaders representing wards. This implies that the majority of those who represent the local community do not have an electorate to serve. Since these board members were not elected by their communities their enthusiasm to create college - community relationships may be weakened. Without these linkages the college and the community can hardly play an active role in each other's life due to lack of knowledge, of how the teacher education system works by the community, and therefore being able to intervene skilfully, (Fullan 1991).

Sub -committees of the education board could be used as vehicles for college - community interaction if they were working and exercised real authority. The study found that was not the case at the two colleges. At both Chalimbana and Mufulira all board members representing students, local community and lecturers when asked about how successfully the sub-committees they belonged to, were working, expressed concern. They were concerned that these committees were rubber stamps. In their view, management still conducted college business as they had done before the establishment of education boards in colleges. At Chalimbana, lecturers' representative said,

Look at the Finance Committee! It draws up plans of how the grant is to be spent. In the end you hear that the money was spent by management according to its priorities, and contrary to the committee's instructions.

At Mufulira students interviewed wondered,

How can one talk about committees performance when these have never met. In our view the Education Board here has not failed it has just not been implemented.

This failure of the sub-committees to have real power in decision-making, defeats one of the major objectives for establishing education boards in colleges: to allow community participation in the delivery of educational services and in making decisions in the use of resources flowing into the college. Furthermore, it points to the danger of education boards having only symbolic value in the decentralisation process, as Lungu (1986) warns.

Active community participation in college policy making and curriculum design can be gauged by, among other activities, the frequency and attendance of board meetings. At Chalimbana the board met at least once in a term. Since it is the Principal, as Executive Secretary, who calls meetings, this indicates the management's willingness to allow the board to function. The evidence of meetings was shown by minutes that had been kept, which the researcher accessed. The researcher also witnessed one such board meeting held on 13th October 1999. This gave hope that education boards in teachers colleges may eventually take off and community participation through them secured.

In contrast, Mufulira Teachers' College Board had not met for two years at the time of interviews. The college administration and board members attributed failure to meet to different causes. According to the Principal meetings were difficult to organise for two reasons: lack of resources and lack of incentives for board members. He explained that he needed money to call board members, provide lunch and give them allowances.

Even these allowances are not strong enough an incentive to encourage board members to attend meetings. Some members of the education board live in Kitwe and Ndola and travel to Mufulira cost them more than the K15000=

allowances we give them.' [Principal - Mufulira Teachers' College]

On the other hand, non-management board members attributed the cause for failure to meet to college management's reluctance to call for meetings. This reluctance they could not understand. In their opinion it could be because of the college administration's refusal to accept active community participation in teacher education. Students at Mufulira expressed their frustration at the non-functioning of committees.

They said:

Meetings are never held. The administration appears to be hiding something in its conduct. We are so ignorant of what is happening. The board to us exists only as something we have heard about.

Without board meetings to programme active community involvement, no such involvement can be achieved. Consequently, outcomes for community participation, such as mobilisation of non-governmental resources and enhancing efficient utilisation of college resources cannot be realised.

Failure by college authorities and board members to work together indicated by this lack of meetings, draws attention to a lack of a shared vision of what the role of the education board in teacher education is. In addition, it is indicative of a lack of capacity building, in form of training for both administrators and board members. As a matter of fact it is only two years after education boards were started in teacher training colleges that Principals began to receive some training in management offered by the Management Services Board. Board members were left out, thus making understanding their roles difficult.

## **COMMUNITY INVOLVEMENT IN VARIOUS ROLES OF THE EDUCATION BOARD**

Objective number four for education boards is stated as, 'to shift and place a number of responsibilities and functions, which do not exist in teacher training colleges, at these colleges through the education board (MOE, 1996). To achieve this objective a number of responsibilities and functions for the community were identified. These responsibilities and functions provide another dimension from which active community participation was assessed.

## **CURRICULUM DESIGN**

Involvement of the community in the design of teacher education curriculum entails decentralisation of decision making about what is, and how it is to be learnt in teacher's colleges, from Ministry of Education to institution and local community levels. The main reason for this is to make teacher education more relevant to communities ( MOE, 1996; Francis et al, 1998). The need for relevance in teacher education points to the ultimate desire of countries including Zambia, to fashion their education for national development.

When asked about community involvement in curriculum design, a lecturer at Chalimbana said, 'It is important to have community input in the curriculum. After all this could make teacher education more relevant to community needs.'

Community participation in curriculum design is very welcome. We need such input to make our education more practical. [ Lecturer, Mufulira].

A group of students at Mufulira exclaimed, ' Community involvement in our curriculum may make our course less buedensome. But we don't know how this can be done'

At both Chalimbana and Mufulira, all interviewees expressed the view that local communities were not involved in curriculum design. The reason given was that nobody knew how this involvement by the community could be done. Further, it was felt that there may be little at the level of teacher education that the community may contribute. The lecturers interviewed said there may not be individuals from within the local community, knowledgeable enough in education, in particular, teacher training to make meaningful contributions to curriculum design and content. In addition one lecturer at Chalimbana said, ' I am not aware of any guidelines on how the community may contribute to the curriculum for teacher education' This claim is confirmed by the absence of any guidelines on curriculum in *Educating Our Future*, (MOE 1997). This negative attitude towards the local community on the part of lecturers is one of the obstacles of community participation in education identified by (MOE 1996, Ngwisha et al 1995).

However, a ray of hope that curriculum design for teacher education will not remain a preserve of the Ministry of Education was raised at both colleges. Lecturers interviewed revealed that both colleges had begun to be involved in curriculum design. At Chalimbana College there was need for a new curriculum for Diploma in Primary Education. To offer this new diploma the college was affiliated to the University of Zambia. Lecturers were asked by the University to design the curriculum. Of course the University had to approve the curriculum before it could be implemented. Mufulira College lecturers were involved in the designing of the new, *Zambia Teacher Education Curriculum*. Their involvement included the writing of syllabus and course materials.

The participation of lecturers in curriculum design is important from the standpoint of college ownership of the curriculum. Once involved in its design, lecturers are more likely to develop a sense of ownership and responsibility for the implementation of the curriculum (MOE, 1996:

Durston, 1998). This is likely to contribute to quality teacher education. The Principal at Chalimbana said,

Welcome as this involvement is, it must be regularised by policy. That is specific guidelines should be provided by the Ministry of Education’.

## **RESOURCE MOBILISATION**

One of the justifications behind the policy of encouraging partnerships in education, is that government is no longer able to finance education from public resources alone, MOE(1996): Bude and Komba ( 1998); Francis et al ( 1998); Ngwisha, et al (1995). This is not surprising in view of the declining economy and rising costs of education caused by an increase in population and consequent demand for social services, UN/GRZ, (1996); NORAD( 1986): Ngwisha et al (1995.)

For the education board and, through it, the local community, real power in the governance of teacher training colleges hinges on their ability to mobilise non-governmental resources. To a large extent, financial contribution determines how much say the community may have in teacher education, (Durston et al, 1998; Ngwisha et al, 1995). It is also on the type and amount of contribution the community makes that a sense of ownership and responsibility may firmly be built. Logically we all value and claim ownership of that which costs us something.

There are several ways in which resource mobilisation could be done, that were identified during the interviews.

- (1) *Educational levy on all eligible residents within a local government district.* Then the local government authority gives adequate grants to schools according to student population . This is what is done in Denmark. In Zambia it is central government that gives a

grant to education boards. This grant was both inadequate and erratic. This is not surprising in the midst of an economic recession that has reached crisis proportion (UN/GRZ,1996).

Let the Government introduce educational levies on all companies, who benefit from human resources trained by Government. This can enable Government increase grants to education boards, [Community board member, Chalimbana]

In Zambia, the role of the community through the education board is to ensure proper use of these resources. This can be done by use of available mechanisms, such as finance committees, to ensure accountability, transparency and responsible behaviour for all involved.

(2) *Direct levy on beneficiaries - the students.* This is being done in all teacher training colleges. The levy is of two types: boarding fees and user fees. Government determines boarding fees. User fees are decided by the board but within what government deems acceptable. Ensuring that all students pay is proving more and more difficult, with the rising and spreading levels of poverty, in the country (UN/GRZ, 1996). It was also difficult to secure compliance from students because government had said no student could be sent away from college on account of failure to pay fees. Principals at both colleges complained,

We are told by the Ministry to ask students to pay but at the same time not to send away those who fail to pay. We cannot even charge what everyone has been calling economic fees. The Ministry cannot allow it.

Colleges should allow students to pay in kind as a way of increasing students contribution to resource mobilisation [ Lecturer, Mufulira]

Another lecturer at Chalimbana expressed the view that,

We need to employ a Production Unit Manager who is not a lecturer. This individual must be properly qualified to produce results

A local community board member pointedly said,

Students must be given bursaries by the Government to enable them pay economic fees. This is done for university student. Why not do the same for college students?

(3) *Asking for donations from business houses.* Both colleges reported that several attempts made had proved fruitless. The only donation received was from the Republican President. Management attributed difficulties in securing donations to the current economic climate in the country, had left business houses with hardly any resources to donate to education (UN/GRZ, 1996). In any case an education board cannot hope to run on donations.

(4) *Fund-raising ventures within the college.* This is where the community, both college and local residents, can be directly involved. A number of potential areas for fund-raising within the college exist: poultry and pig rearing, industrial arts, home economics, tuck shop, distance education and vegetable growing. Of these only Teacher Education Extension Classes at Mufulira was rated successful. The failure of the other projects at both colleges was attributed to several causes. In the view of the management, the most important cause was lack of seed money. This is money needed to invest in these projects to make them productive and profitable. The administration held the view that it was to provide this initial funding to education boards.

However, other participants had different views. A lecturers' representative at Chalimbana lamented.

In my view we lack leadership to implement fundraising projects. We also lack accountability and transparency. This state of affairs has resulted in both students and lecturers having negative attitudes towards project work.'

Students at Chalimbana bemoaned lack of transparency and accountability by college administration.

We are discouraged from putting in our best when we are engaged in fund raising project. We are not told how the money raised is spent. Our representatives appear to be mere passengers on the board.

Another view expressed was.

It is difficult to advise the Principal on how resources could be mobilised.

Lack of leadership was perceived as non-availability of individuals who could define any of the projects, provide managerial skills and through personal integrity attract the co-operation of students and lecturers. Lack of accountability and transparency was conceived as administration's failure to inform students and lecturers about the financial transactions in these projects. Not even lecturer's and students' representatives in the board informed them of what was going on. This was evidence that committees were not functioning as intended. Francis et al(1998) argue that for the local community to co-operate with and trust school authorities they need to be informed of how funds are being used. The importance of communication in influencing co-operation has been emphasised by (Chandan 1989).

However, it should be remembered that whatever the causes of failure given, raising resources in a depressed economy is generally difficult. The (UN/GRZ 1996) report says, ' The manifestations of poverty have grown to such an extent that Zambia can be said to be experiencing a social crisis. Some of the manifestations of poverty are falling participation and performance in education.'

The report continues to say under these circumstances people's ability to cope has been diminished. Negative attitudes were exhibited in reluctance to work in the projects and general refusal to play the given role willingly and enthusiastically.

## STAFF AND STUDENT DISCIPLINE

Among the roles of the Education Board is involvement in policy formulation for the institution under their supervision (MOE,1997). It is through devising college standards that they can influence student discipline. In addition, education boards have been given roles in the discipline and promotion of members of staff (MOE, 1997)

Both at Chalimbana and Mufulira, students, lecturers and community representatives indicated that they had not seen nor felt the presence of the education board in matters of student or staff discipline.

The following concerns were expressed,

How can the education Board be involved in matters of discipline when they never meet? These are people we hear about but never see doing anything.  
(Female student representative at Mufulira.)

The education board so far has only talked about discipline in meetings, but has not began to implement their ideas. (Male student representative at Chalimbana.)

We are yet to be provided with guidelines on how we may be involved in student discipline as local community members [ community member Mufulira]

At Chalimbana the furthest the board had gone in getting involved in student discipline was drafting a college standards, booklet. This had not been finalised at the time of data collection.

As for Mufulira the board had not yet began to do anything with regard to student discipline. The difference between Chalimbana and Mufulira in their progress towards involvement in this aspect may be explained by the fact that Chalimbana's education board has been meeting regularly. Mufulira's education board on the other hand had not met for two years at the time of the interviews.

In the area of staff discipline, the board has power only over that category of staff it employs. The teaching staff and other civil servants employed directly by government are excluded as they are only seconded to the board. The board may only recommend disciplinary measures. The board's influence in this regard depends on management's willingness to consult them.

## **STAFF DEVELOPMENT AND PROMOTION**

Staff development, which is an aspect of capacity building, is one of the most important requirements for successful decentralisation (UN/GRZ, 1996; Bishop, 1995).

Staff development and promotion entail sending employees, including seconded ones, for training and education and after which they may be elevated to more senior positions or functions. Training and education require financial resources. This is evidently what is in short supply at both education boards.

At Chalimbana a lecturer gave a grant of fifteen million Kwacha given to the college that month as an example of inadequate funding from government. This amount he claimed was below that needed to feed students and pay for other services. Inadequate funding of the college by government was confirmed by the Principal who said, ' Even the little monthly grant comes erratically'.

Inadequate funding and how this is affecting the boards operations, was summarised by the

Principal who said,

Boards can't function because board members hoped they would receive huge sums of money from government over which they would use to plan for the operations of the college. Now that no such huge sums of money are coming from government the board can not work as expected.

In addition to lack of financial resources, boards have neither a human resources development officer nor strategy. As a result, individuals who sought to go for further training or education applied for financial assistance to the Ministry of Education. The only role boards appear to play is recommending for study leave for ambitious individuals.

Promotions are still the preserve of administration represented by the Principal and the Provincial Education Officer who recommend candidates for promotion to the Teaching Service Commission, the employing agency for the Ministry of Education. So community involvement in this crucial role is absent.

When asked whether the board had a human resources development officer, the representatives of lecturers at both Chalimbana and Mufulira answered in the negative.

I am not sure what such an officer would be doing.' 'The board does not have funds to sponsor seminars or workshops. Neither does it have funds to send people for further studies. However, we are helping those who are self-sponsored or are sponsored by the Ministry of Education, with travel expenses.[ Lecturer, Chalimbana]

Nothing here is being done by the board. Since I became a member of the board we have never had any meeting. I have never heard of the board sponsoring anyone for anything. Of course, individuals sponsored by the Ministry of Education, are helped by Management with travel expenses.' [ Lecturer, Mufulira]

The failure by education boards to sponsor lecturers was most probably a result of inadequate and erratic funding to colleges from the Ministry of education,

(Chondoka et al, 1997). This financial constraint denied lecturers one of the important benefits for them of establishing education boards thus making it difficult to secure their support for the education boards, (Bishop 1995). This support from those who are implementing change is important if success is to be achieved, (Fullan 1991).

## COMMUNITY - COLLEGE LINKS THROUGH CO-CURRICULAR AND CULTURAL ACTIVITIES

Some of the fruits of community involvement in teacher education, through education boards, can be observed in community college linkages in such areas as sport and traditional culture. For example, students can collaborate in planning and performance of drama, with the community. This type of active participation did not exist. Instead the less active 'use service' relationship existed. That is, both colleges allow communities to use their facilities such as football pitches, classrooms and college transport. The general perception was that more active and stronger college - community linkages could exist if the education board deliberately aimed at that. The following views were expressed.

The education board could invite retired teachers from the local community to talk to students on a number of subjects. Retired teachers could give very valuable insights about the teaching career. The board could also encourage students to offer literacy lessons voluntarily.' [Lecturer, Mufulira]

'Other links can be secured by the college facilitating the attendance of traditional ceremonies by students. When students have games the board can invite community members to be referees and judges' [Local community member, chalimbana]

Students and the community do not have cultural links that are initiated by the board. We still relate to the board in the same way we did before: the community comes here and asks for help from the college. This help may be in form of transport, drawing water from the college and using college buildings for church services. (Student representatives at Chalimbana.)

A lecturer at the same college described the relationship between the community and the College Board as, 'impersonal'. As a result the board members do not see the failure of the college as there personal failure.'

At Mufulira a female lecturer who had some experience working in a secondary school board attributed the failure in establishing college – community links to the following,

Unlike secondary school boards, colleges do not have the majority of students' whose parents residing within the community. This makes it difficult for members of the local community to develop a sense of ownership of the college. The majority of students too do not have personal links with the local community, [Student representative, Mufulira]

In the view of Mufulira students time was an important factor in college – community cultural links.

‘ZATEC course is very demanding leaving very little time for college – community.’

Time factor has been mentioned by Bishop (1995) and Fullan(1991) as one of the elements in the implementation process.

Lack of interaction between the community and the colleges denies the community knowledge of how colleges work and therefore the ability to intervene in college affairs skilfully (Fullan, 1991).

## **AWARENESS OF THE PRESENCE OF THE EDUCATION BOARD IN THE USER SYSTEM**

Through interviews and observations, discovered that the presence of the education board was only faintly felt. For instance, some students did not know their representatives. When asked about the education board itself, students said they had heard about such a committee but did not know what its purpose was. Lecturers too were not as knowledgeable, about the existence of the education board and the rationale for its existence, as I had expected. A number of them when asked who their representative on the board was took time to remember the name. The board to them was distant. This was an indication of a lack of communication between board members and those they represent. In fact some non-board interviewees were of the opinion that board members should learn to interact with the college community. Without communication the college and the local community cannot work together to achieve common objectives.

## CONSTRAINTS FACED BY EDUCATION BOARDS

Interviewees were asked to identify constraints they perceived as standing in the way of achieving education board objectives. The constraints related to community participation in curriculum design, policymaking and community - college linkages. Other aspects considered were decentralisation at college level, transparency, accountability, resource mobilisation, sense of ownership and responsibility. Management identified some constraints while the rest of the interviewees gave others.

### a) *College Autonomy.*

College autonomy implies that the college education board has control over staff and resources. Autonomy is important for the success of the college education board, (Beare et al 1994). This was not possible. The education board did not employ academic and most of the ancillary staff. (MOE, 1997). Therefore the board did not have the power to hire and fire staff. This lack of control was blamed for some of the failures of the education board by a lecturers' union representative at Chalimbana who said,

The education board does not employ lecturers. As a result lecturers do not cooperate with the board in implementing projects.

Boards are dependent almost entirely on government funding. This is because of failure in fund raising projects, blamed on lack of seed money by management and on lack of leadership and vision by non-management observers.

b) *Resource Mobilisation.*

Change implementation requires resources, (Bishop 1995). Failure to mobilise resources will inevitably lead to constraints in the implementation process. This is what was happening to the implementation of education boards at both Chalimbana and Mufulira.

'Where do you start from without money for investment?' lamented the Principal at Chalimbana.

The efforts to raise funds are being inhibited by lack of seed money. This is money education boards need to invest in fund-raising projects. Government funding is no sufficient to provide this sort of money. Indeed the ultimate cause may have been the widespread poverty the country was experiencing (UN/GRZ, 1996). It may also have been because of lack of autonomy for the college noted in (a) above.

c) *Incentives for members of the User System.*

Bishop (1995) asserts that for an innovation to be accepted in the user system it should demonstrate its merits. The people involved should experience benefits to support such an innovation. Education boards raised a lot of hopes for improvements in many aspects of teacher education. The expectations had not been fulfilled at the two colleges studied.

The Principal at Chalimbana expressing the view that many other participants had voiced put it bluntly.

Education boards have no incentives for the Principal, who is the Chief Executive, and board members (lecturers and ancillary staff.). We are a board but the salaries and conditions of service remain the same. Then how do you expect people to support education boards enthusiastically.

Again most things require money to be fulfilled. But then money was the one thing that was in short supply (UN/GRZ, 1996).

d) *Ownership and Responsibility*

A sense of ownership and responsibility presupposes that the colleges belong to the community. If a sense of ownership and responsibility exist among the community it implies existence community interest and commitment to these colleges. The Principal at Chalimbana who had managed a grant-aided college called Charles Lwanga before, asserted that,

The community and the education boards do not own government colleges as do management boards in private and grant-aided colleges, such as George Benson – Namwianga and Charles Lwanga. Consequently a sense of ownership is difficult to develop. The community may think that Government which owns the colleges, is using them to run away from its responsibilities.

His counterpart at Mufulira echoed his view that the community had no sense of ownership and responsibility, who said,

If the community had any sense of ownership and responsibility we would not be experiencing this vandalism of college property.

On account of this lack of sense of ownership and responsibility community interest in education boards may be lukewarm.

e) *Sensitisation of the Community.*

One lecturer angrily said,

Officials from the Ministry of Education came to the college some time in 1995 and talked to us about education boards for an hour and thought they had sensitised us.'

Students were of the opinion that,

Education boards are new. People need to be sensitised and time to understand their roles. This is not happening. That is why people think that the education board is the main committee which has to do everything while the rest watch.

Community sensitisation entails communicating to the community what education boards are intended to achieve and what the roles of the different stakeholders are. Sensitisation would make the acceptance of education boards by the user system easier (Bishop, 1995.; Fullan1991).

Lecturers, students and even management said they had not been sensitised before or after the education boards had been inaugurated.

f) *Resistance to Change.*

Many participants alluded to the fear of change as being responsible for some of the difficulties education boards were experiencing at the two colleges. The Principal of Chalimbana expressed it most clearly. He said,

The devolution of power from the centre to the periphery is being resisted. Principals fear being put on contract with the education board as appointing authority. The Ministry's headquarters fear losing power to the institutions. Everyone fears losing privileges they are enjoying now. For example the Ministry still determines the highest fees that may be levied on students.

There is always fear of change resulting in resistance to innovation by those to be affected. This fear and resistance has many causes (Dean, 1993. Fullan, 1991).

g) *Clarity of the Change.*

A clear vision of community participation had not developed because of the views that have been expressed by participants above which point to the following factors:

- i. Absence of guidelines on how the community may contribute to curriculum design,
- ii. Lack of vision for the college, towards which everyone may strive. Management does not take college mission statement and vision seriously. It was reported that no discussion of the college's vision and mission statement had taken place.
- iii. Lack of linkages mechanism. No specific structural mechanism established to facilitate local community involvement in the cultural life of colleges.
- iv. Successful implementation of education boards in teacher training colleges requires that stakeholders in the system develop shared clear vision of what this change to involve the community, through education boards, in the governance of

teacher's colleges entails. In the absence of such a shared clear vision confusion and anxiety results (Fullan, 1991).

h) *Power and Authority.*

Lecturers, students and members of the local community as well as the education board need to be empowered to succeed in achieving the goals for which these boards were established, including the goal of allowing community participation. This empowerment lacked, as evidenced by the following views expressed by participants:

· We need sensitisation about the objectives and operations of education boards. We are kept in the dark by total ignorance' [ Students, Mufulira]

· How can we make a difference in the lives of lecturers and students without adequate resources?' [local community board member, Mufulira]

· The effectiveness of the education board will only begin when it becomes operation. There is nothing happening at present' [lecturer, Mufulira]

· How can we get involved in something that is not working' [ student, mufulira]

In addition the education board does not have the power to hire and fire ( MOE 1997).

i) *Leadership within the Education Board and the College*

Leadership at various levels within the education boards and the college needs both sensitisation and training so that it provides the necessary direction to the various committees supposed to fulfil the various functions of the board. This training it was reported by principals and lecturers had not been had because of inadequate resources. Lack of training was linked to poverty, which made funding from government inadequate and irregular and contributions from the community meagre. Leadership according to Bishop (1995) is a critical factor in the

implementation of change such as establishing education boards to, among other goals achieve community participation.

### **Summary of Findings**

Education boards at both Mufulira and Chalimbana have been established. The main committee and sub-committees exist. The composition of education board committees at both colleges is representative of all stakeholders in teacher education. Stakeholders such as lecturers, students and members of the local community on the board welcomed the introduction of education boards. These however said the boards were not operating as they had hoped they would.

There had not been sufficient sensitisation of stakeholders about the rationale for establishing education boards in teachers colleges. This had in part led to a very weak sense of ownership of colleges by the local community. Insufficient and erratic funding to education boards was cited for failure by boards to begin operating effectively. Since the education boards did not employ the principal and academic staff, and because they lacked adequate financial resources of their own they could not achieve the expected autonomy.

Chalimbana had been meeting more regularly than Mufulira but both had not been meeting regularly enough to allow effective functioning of the education boards. There were no indications that the community through the education board participated in decision making of a kind that would affect the colleges significantly. Expected benefits such as transparency, accountability and sense of ownership had not begun to show at both colleges. The existence of education boards had not promoted cultural and general interaction between the colleges and the local communities. Students, lecturers and management all said they had not seen any expected benefits resulting from establishment of education boards. Funding to the colleges had not improved even after education boards had been established.

## CHAPTER FIVE

### CONCLUSIONS, DISCUSSION AND RECOMMENDATIONS

Establishment of education boards in teacher training colleges is really a process evolving towards an envisaged end. This end is determined by the concept of decentralisation and its values and principles. The end consists in three objectives: (i) to take decision – making to the point of delivery where action is taking place. (ii) to adopt an implementation design that allows active community participation in the delivery of educational services and in making decisions in the use and management of resources flowing into the colleges. (iii) to change extensively the existing power and authority structure. The current study focused on objective number two, but also looked at the other two because the three objectives were designed to be accomplished together. The three objectives have expected outcomes including autonomy for the colleges, transparency, accountability, increased resource flow into colleges and a firm sense of ownership of the colleges on the part of the local community. The findings from the study led to the following conclusions:

- (i) The structures of the education boards at the two colleges studied have been constituted. The main committee and the sub-committees exist. These structures however have not been used to allow education board members, and ultimately the community to actively participate in the delivery of educational services and in making decisions in the use and management of resources flowing into the colleges. This conclusion was supported by several findings.
  - a) The education board, and through them, the community was not involved in curriculum design and syllabus writing.

- b) The education board was not involved in the appointment of the Principal and members of the academic staff. These were employed by Government and then seconded to the Education Board.
- c) The board did not raise funds through college initiated projects.
- d) At Mufulira all the committees had not met for two years, which showed that they were non-functional. At Chalimbana where committees met on a more regular basis decisions were ignored.

However, it should be noted that the community participated in teacher education in two forms: using educational services by sending their children to the colleges and from time to time the local community used college buildings for church services and drew water from colleges taps. These of course were not active forms of participation.

- (ii) The failure to use education boards to involve the community in active forms of participation led to the conclusion that the objective to take decision –making closer to the point of delivery where action is taking place had not been achieved in any significant way. This was because the community as represented by the education board was not involved in decision making in important aspects of teacher education as noted in conclusion (i).
- (iii) Since the findings in the two colleges studied showed that active community participation in teacher education was not taking place in any significant way, it was not surprising that the expected outcomes had not begun to show. These outcomes expected to follow from active community participation were transparency, accountability, a sense of responsibility and ownership of the colleges on the part of the community.

Failure at achieving transparency in the way the two colleges were run was evidenced by the fact that the sub-committees of the education boards which could have provided an avenue for student, lecturer and local community members on the education board to

get involved in decision making were hardly functional. In addition, students were not involved in lesson planning with their lecturers. This non-involvement of students in lesson planning contrasts with the Danish practice of allowing students a say in what is planned for their lessons. Further, students did not at any time have an opportunity to hold an assembly of their own where their representatives on the education board could discuss their concerns with them as a student community.

- (iv) If the education board, and through it the local community, were to be involved in curriculum design, syllabus writing, appointment of the Principal and academic staff and be empowered to raise financial resources of their own, objective number three would have been achieved. Thus the power and authority structure among stakeholders in teacher education would have been changed extensively. This redefined relationships would have resulted in the education board being accountable to the local community. It would also have made the college more autonomous of the Provincial Education Office and Ministry of Education Headquarters. Autonomy for the college is important if it is to implement any changes successfully. The only noticeable change in power and authority relationship is that between the Provincial Education Office and the Education Boards with regard to channel of disbursing government grants to colleges. In the past, grants and any financial support to colleges came through the Provincial Office. This had changed. Grants came direct to the education Board.
- (v) In the absence of effective sensitisation and regular meetings of education board committees gaining consensus about how education boards could fulfil its responsibilities did not exist. This was unfortunate since Bishop(1995) says consensus is one of the critical factors in change implementation.
- (vi) From the total picture given by findings it can be concluded that the Ministry of Education has not been giving the two colleges the necessary pressure and support to help them achieve the objectives of the education boards, particularly the active

involvement of the community in teacher education. For example, these education boards have not been funded adequately for them to operate as a board as well as for them to give incentives both to academic and ancillary staff. Meetings, it was reported, could not be held because the education board could not pay transport refunds and other incidental allowances.

- (vii) The fact that Chalimbana College Education Board had more education board meetings than Mufulira College Education Board had is not attributable to one being rural and the other urban respectively, but to differences between the two principals. The Chalimbana principal was more knowledgeable about how education boards ought to be run.
- (viii) Further research, to include, all ten primary teacher training colleges should be done to assess the effectiveness of education boards as mechanism of active community participation in teacher education.

### **Recommendations**

In view of the findings and conclusions made above, I wish to make the following recommendations to the Ministry of Education, to the education boards and to the local community:

- (i) To give the Education Board real power and authority over staff, the Ministry of Education should provide for the appointment of the Principal by the Education Board. This would facilitate the supervision of college administration by the Board.
- (ii) Specific guidelines to allow community involvement in teacher education curriculum design should be drawn by the Ministry of Education. This will facilitate community involvement in curriculum design and thereby make teacher education more responsive to the real needs of the community. Further, the two recommendations once

implemented could create a sense of ownership of the colleges and a sense of responsibility on the part of the local community.

- (iii) The Ministry of Education should begin monitoring the operations of education boards in teacher training colleges more regularly.
- (iv) Funding to the Teacher Education Department should be improved so that education boards can operate. Without adequate funding education boards cannot operate effectively to achieve the set objectives. These four recommendations once implemented will provide the pressure and support from the Ministry that colleges need to implement the establishment of education boards successfully.
- (v) Education Boards should ensure that sub – committees have a real say in the running of the college and not mere rubber stamps of the Principal.
- (vi) Education Boards should sensitise students about the objectives and work of their sub committees. They should also ensure that study of the Educational Policy becomes part of the teacher education programmes.

## References

- Antonio, E ( 1999). *Decentralising Infrastructure: Advantages and Disadvantages*. Washington D C: The World Bank.
- Awortwi, N. ( 1999). *The Riddle of Community Development: Factors Influencing Organisation, Participation and self-management in Twenty African and Latin American Countries*. The Haque: Institute of Social Studies.
- Bishop, G. (1995). *Innovation in Education*. London: Macmillan Education Ltd.
- Chandan, J. S. (1989). *Management Theory and Practice, Revised Version*. New Delhi: VIRAS Publishing House PVT Ltd.
- Clarke, E. K. (1986). *Motivations of Participants in School – Community Councils as Related to the Characteristics of Participants , Councils and Schools*, University of Southern California.
- Chondoka, Y. A., Sibalwa, D. and Simwinga, J. (1997). *The Role of Zambia National Union of Teachers in the Education with Special Emphasis on the Copperbelt Province*. Unpublished.
- Durston, S., Nashire, N., Breakell, L. and Chingowe, H.(1998). *Community Participation in Education Policies, Practices and Real Issues*. Paper presented as part of a panel on: Partnerships in the Financing of Education; Finding Appropriate Balances, at the World Council of Comparative : Societies, Equity and Transformation.
- Francis, A. P. (1998). *Hard Lessons: Primary schools, Community and Social Capital in Nigeria*. Washington DC: The World Bank.
- Fullan, M. (1991). *The New meaning of Educational Change*, London: Cassell Educational Ltd. England.
- GRZ/UN Systems, (1996). *Prospects for Human Development in Zambia: More Choices for Our People.*, Lusaka: Government of the Republic of Zambia.
- Haque, R. and Harrop, M. (1990). *Comparative Government and Politics: An Introduction*. Hong Kong: Macmillan Education Ltd.

- Hoyle, E. (1986). *The Politics of School Management*. London: Hodder and Stoughton.
- Levacic, R. (1989). *Financial Management in Education*. Philadelphia: Open University.
- Lungu, G. T. (1981). *Administrative Decentralisation in the Zambian Bureaucracy: An Analysis of Environmental Constraints*. Lusaka: UNZA
- Lungu, G. T. (1983). *Some Critical Issues in the Training of Educational Managers in the Developing Countries of Africa*, UNZA, Department of Political and Administrative Studies. Unpublished
- Luo, J. C. (1987). *The Educational Administrator in Educational Innovation in Zambia*. M. Ed Dissertation, Bristol University. Unpublished.
- Maurice, C. and Raynor, J. (1980). *Linking Home and School: A New Review*. 3<sup>rd</sup> Edition. London: Harper and Row.
- Manor, J. (1999). *The Political Economy of Democratic Decentralisation*. Washington DC: The World Bank.
- Ministry of Education. (1999). *Report on Teacher Education Development: The fellowship programme for 28 Course Participants from Zambia at Vording University College of Education from 12<sup>th</sup> - 28<sup>th</sup> Sept. 1999*, Lusaka, Zambia. Unpublished.
- Ministry of Education. (1977). *Educational Reforms: Proposals and Recommendations*. Lusaka : Government Printer.
- Ministry of Education. (1997). *Decentralisation of educational Systems in Zambia: Institutional Roles, Functions and Relationships*. Lusaka: Ministry of Education
- Ministry of Education. (1996). *Educating Our Future: National Policy on Education*. Lusaka: Ministry of Education.
- Ministry of Education. (1995). *Guidelines on the Functions of Education Boards in Zambia*. Lusaka: Zambia. Unpublished.
- Ministry of Health. (1992). *National Health Policies and strategies (Health Reforms)*. Lusaka. Government Printer

- Ministry of Education. (1986). *Provision of Education for All*. Lusaka: Ministry of Education (Monograph).
- Mwansa Dickson. (1998). *Community schools: Strengths and Weaknesses, Pupil and Teacher Profiles*. Lusaka UNICEF.
- Ngwisha, J. K., Chosani, A. N. and Kamwanga J. (1995). *Community Participation*. Lusaka: Ministry of Education.
- NORAD. (1986). *Zambia: Country Study and Norwegian Aid Review*. Lusaka: The Chr. Michelsen Institute, Department of Social science and Development.
- Nkamba, S. C. and Chengo, M. A. (1999). *Capacity Building and Decentralisation*. Lusaka: Ministry of Education.
- O'toole. P. (1982). *Analysing the Perspective of Roman Catholic Separate School Board*. Toronto, University of Toronto, Canada. Encyclopaedia article.
- Rondinelli, D. A., Nellis, J. R. and Cheema , G. S. (1984). *Decentralisation in Developing Countries*. Washington DC: The World Bank.
- Schmitz. J. L. (1982). *Job Competencies Desired by IOWA Public School Board*. Drake University, Dissertation Abstract international, Vol. 43, No 03.
- Wamunyima Martin. (1997). *Teachers in the Dark over Coming School Boards*. Times of Zambia, Tuesday, Nov., 18.
- People's Republic of China. (1999, March). *Fruitful Institutional Restructuring*, in China Today, Vol. 58 No 3, Beijing.
- Zambia Daily Mail. (3<sup>rd</sup> February, 2000). *COS Gauges Zambians' Standards of Living*. Lusaka: Zambia.