

**AN ASSESSMENT OF THE PROCESS OF IMPLEMENTING FREE
PRIMARY EDUCATION IN PUBLIC PRIMARY SCHOOLS IN
NDHIWA DIVISION OF HOMA-BAY DISTRICT**

UNIVERSITY OF NAIROBI
EAST AFRICANA COLLECTION

BY

AKOKO GEOFFREY JONAH

**A Research Project Submitted In Partial Fulfilment of the
Requirements for the Degree of Master of Education in
Educational Planning, University of Nairobi**

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DECLARATION

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


AKOKO GEOFFREY JONAH

This research project has been submitted for examination with my approval as a university supervisor.


DR. GENEVIEVE WANJALA

Senior lecturer

Department of Educational Administration and Planning,

University of Nairobi.

DEDICATION

This work is dedicated to my parents Jonathan Onyango and Sarah Atieno, whose support, encouragement and inspiration has enabled me to be what I am today. My wife Teresa Asingo and children Philidah Amondi, Timothy Oduor and Otieno Jonah (JJ) for their unwavering support and prayers during times of need and to my late grand parents Philida and Yustino and to the Lord God.

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TABLE OF CONTENTS

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

CHAPTER ONE INTRODUCTION

1.0. Background of the Study	1
1.1. Statement of the Problem	5
1.2. Purpose of the Study	9
1.3. Objectives of the Study	9
1.4. Research Questions	9
1.5. Significance of the Study	10
1.6. Limitations of the Study	11
1.7. Delimitations of the Study	11
1.8. Basic Assumptions of the Study	12
1.9. Definition of Significant Terms	12
1.10. Organisation of the Study	14

CHAPTER TWO
LITERATURE REVIEW

2.0. Introduction.....	15
2.1. The Right to Education	15
2.2. Universal Primary Education.....	17
2.3. Implementation of FPE in Kenya	19
2.4. Challenges of FPE in Kenya	22
2.4.1. Overcrowding	22
2.4.2. Teacher Shortage	24
2.4.3. Discipline	29
2.4.4. Physical and Learning Facilities in schools.....	31
2.4.5. Management Issues.....	34
2.4.6. Wastages	39
2.5. Conceptual Framework.....	41

CHAPTER THREE
RESEARCH METHODOLOGY

3.0. Introduction.....	43
3.1. Research Design.....	43
3.2. Target Population.....	44
3.3. Sample and Sampling Procedure	44
3.4. Research Instruments	46
3.4.1. Instruments Validity.....	47
3.4.2. Instrument Reliability	48

3.5. Data Collection Procedure	49
3.6. Data Analysis Techniques.....	50

CHAPTER FOUR

DATA ANALYSIS AND INTERPRETATION

4.0. Introduction.....	51
4.1. Questionnaire Return Rate.....	51
4.2. Data Reporting	51
4.2.1. Teaching Experience of headteachers and Teachers	52
4.2.2. Years of Experience as Headteacher.....	54
4.2.3. Academic Qualification of Headteachers and Teachers	54
4.2.4. Professional Qualification of Headteachers and Teachers.....	55
4.2.5. Accessibility of Schools.....	57
4.2.6. School's Performance in KCPE (2003-2005)	58
4.2.7. Number of Streams in Schools	60
4.2.8. Staffing in Schools.....	61
4.3. Data Analysis	62
4.3.1. To what extent does the staffing level in public primary schools in Ndhiwa Division affect the process of implementing free primary education?	62
4.3.2. How does availability, adequacy and conditions of physical facilities in public primary schools in Ndhiwa Division affect the process of implementing free primary education?.....	65

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EAST AFRICANA COLLECTION

4.3.3. To what extent are teachers effective in curriculum implementation in public primary schools in Ndhiwa Division following the declaration of free primary education?	71
4.3.4. What forms of indiscipline are experienced in public primary schools among pupils of diverse socio-cultural background in schools that may affect the process of implementing free primary education?.....	76
4.3.5. To what extent are the funds provided by the government to public primary schools adequate to facilitate the process of implementing free primary education?	79
4.3.6. With the Declaration of FPE are schools still experiencing wastages?	81

CHAPTER FIVE

SUMMARY, CONCLUSION AND RECOMMENDATIONS

5.0. Introduction.....	88
5.1. Summary of the Study	88
5.2. Conclusions of the Study	89
5.3. Recommendations.....	91
5.4. Suggestions for Further Research	92
BIBLIOGRAPHY.....	94
APPENDICES.....	98
Appendix A: Letter of Introduction to Respondents.....	98
Appendix B: Headteachers' Questionnaire.....	99
Appendix C: Teachers' Questionnaire.....	109
Appendix D: School Observation Checklist.....	117

LIST OF TABLES

Table	Page
Table 1.1: Enrolment per Division in Homa-Bay District between 2002 – 2005.....	6
Table 1.2: Enrolment, number of schools, number of streams and number of teachers, teacher/pupil Ratio and teacher deficit per stream in public primary schools in Ndhiwa Division of Homa-Bay District from 2003 to 2005.....	7
Table 2.1: Free Primary Education Financial Estimate for the Year 2003/4.....	38
Table 4.1: Duration of headteachers' service as teachers	52
Table 4.2: Duration of Service by Teachers	53
Table 4.3. Duration of service as headteachers.....	54
Table 4.4: Academic Qualification of Headteachers and Teachers.....	55
Table 4.5: Professional Qualification of Headteachers and Teachers	56
Table 4.6: School's Performance in KCPE (2003-2005)	59
Table 4.7: Total Number of Streams (2003-2005).....	60
Table 4.8: Number of Teachers in Schools by gender.....	61
Table 4.9: Number of Teachers in Schools.....	63
Table 4.10: Professional Qualification of stop-gap Teachers.....	64
Table 4.11: Adequacy of Desks	65
Table 4.12: Adequacy of Classrooms	66
Table 4.13: Headteachers' Rating of Conditions of physical facilities in schools	70
Table 4.14: Teachers' Rating of Conditions of Physical Facilities in Schools.....	71
Table 4.15: Lesson supervision by Headteachers	72

Table 4.16: Headteachers' rating of Teachers Effectiveness in Curriculum implementation	73
Table 4.17: Frequency of giving assignments and homework	75
Table 4.18: Disciplinary problems in schools as reported by headteachers	76
Table 4.19: Headteachers Rating of indiscipline among pupils of 14 to +25 years of age	77
Table 4.23: Disciplinary problems in schools as Rated by Headteachers	78
Table 4.21: Headteachers' response of disbursement of funds in time	79
Table 4.22: Headteachers' Experience in School Financial Management	80
Table 4.23: Enrolment status at the initial implementation phase of FPE	82
Table 4.24: Comparisons of Enrolment in 2003 and 2005 as reported by Teachers	83
Table 4.25: Enrolment status by 2005 as Indicated by Headteachers.....	83
Table 4.26: Dropout cases in 2003, 2004 and 2005.....	85
Table 4.27: Repetition cases in 2003, 2004 and 2005	85

LIST OF FIGURES

Figure	Page
Figure 1.1. Conceptual Framework	41
Figure 4.1: Accessibility of Schools	57
Figure 4.2: Distance of School from the Main Road	58
Figure 4.3: Number of Playgrounds.....	67
Figure 4.4: Adequacy of Playgrounds	67
Figure 4.5: Number of Toilets	68
Figure 4.6: Adequacy of Toilets	69
Figure 4.7: Adequacy of Textbooks.....	74

LIST OF ABBREVIATIONS

CDF:	Constituency Development Fund
DEO:	District Education Officer.
EFA:	Education For All.
FPE:	Free Primary Education.
KCPE:	Kenya Certificate of Primary Education.
KCSE:	Kenya Certificate of Secondary Education.
KESI:	Kenya Education Staff Institute.
KNUT:	Kenya National Union of Teachers
MOEST:	Ministry of Education Science and Technology.
NARC:	National Rainbow Coalition
NCE:	National Conference on Education
NGOs:	Non-Governmental Organisations
SPSS:	Statistical Package for Social Sciences.
TIQET:	Totally Integrated Quality Education
TSC:	Teachers Service Commission.
UPE:	Universal Primary Education.

ABSTRACT

This study assessed the process of implementing free primary education in public primary schools in Ndhiwa Division of Homa Bay District. It sought to establish the extent to which the programme is meeting its objective of access to education and any obstacle and intervention that may be made to enable it succeed and the extent to which these obstacles may affect quality and efficiency of education in public primary schools.

The objectives of the study were:

1. To determine the extent to which staffing levels in public primary schools affect the process of implementing free primary education.
2. To determine the extent to which availability, adequacy and conditions of physical facilities in public primary schools affect the process of implementing free primary education.
3. To assess the extent to which public primary school teachers are effective in curriculum implementation following declaration of free primary education.
4. To investigate forms of indiscipline in public primary school among pupils of diverse socio-cultural background readmitted to schools that may affect process of implementing free primary education.
5. To establish whether funds provided by the government are adequate to facilitate the process of implementing free primary education.
6. To find out if there is wastage experienced by school despite free primary education.

The study employed an ex-post-facto design as a method of study and the target population consisted of the total number of teachers in Ndhiwa Division, which was determined to be 310 teachers in 47 public primary schools in Ndhiwa Division.

A total of 24 headteachers and 96 teachers in 24 public primary schools were randomly sampled to participate in the study making the sample size to be 120. Questionnaire return rate realised was 83.3% of headteachers and 89.6% of teachers who dully completed their questionnaires and returned them.

Data was gathered using two questionnaires for both the headteachers and teachers and an observation guide administered by the researcher. The study used statistical package for social sciences (SPSS) programme to speed up the data analysis. The research data analysed showed that:

1. All schools had experienced increased enrolment as a result of declaration of free primary education.
2. Headteachers and teachers had relevant academic and professional qualification relevant for teaching in public primary school in the country.
3. Performance of schools in KCPE examination has improved from 2003 to 2005.
4. Shortages have been realised in physical facilities especially the classrooms and shortage of teaching staff is great and this may hinder effective implementation of FPE.
5. Teaching and learning facilities were observed to be tending towards adequacy.
6. Disbursement of funds to schools is inadequate and headteachers inexperience in school financial management could affect smooth implementation process of free primary education.

7. Dropout and repetition are still a problem in public primary schools despite free education.

To improve implementation of free primary education and to ensure quality and efficient education and make FPE meet its objectives, the following recommendations were made:

1. Immediate employment and deployment of teachers.
2. Provision of physical facilities.
3. Improvement in disbursement of funds to schools, as headteachers are in-serviced in school financial accounting.
4. Exploitation of community initiatives in education.
5. Reduction of dropout and repetition cases.
6. Improvement be made on completion rates.

Suggestions for further studies included:

1. Replication of the same research study in other parts of the country.
2. Investigation of repetition and dropout phenomenon in public primary schools and
3. Assess the impact of free primary education on the community.

CHAPTER ONE

INTRODUCTION

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1.0. Background of the Study

Human Resource constitutes the ultimate basis for the wealth of the nation not capital or income or material resources. Capital and natural resources are passive factors of production while human beings are agents who accumulate capital, exploit natural resources, build socio-economic structures and form political organisations. Psacharopolous (1973: 84) argues that education like other forms of investment in human capital can contribute to economic development and raise the incomes of the poor. He stressed that the primary argument for Universal Primary Education (UPE) based on human rights and equity are supported by economic criteria as being the most profitable educational level viewed from the return standpoint.

Education is argued to be the single most investment because educated workers are more productive than the illiterate and the returns on education is an investment for the society and the individual. Most governments of the developing countries committed themselves to UPE because of the belief that investment in human resource enabled individuals to effectively participate in the national development process as investment in education empowers people with knowledge and skills to improve their well being and participate actively in nation building (Nafula, 2002, as quoted in Wanjiku, 2004:1).

African ministers of education in a meeting in 1961 (Addis Ababa, May 1961) identified both short term and long term targets for educational development at all

levels for the African states. One of the long-term objectives identified was the attainment of universal primary education, hereafter referred to as UPE. In response to these declarations, some states that had the financial and human resources introduced UPE thus democratising the right of access to education by all (Ferguson, 1990: 20, UNESCO, 1974).

In Kenya, efforts were made to attain the goals of UPE in the early years of independence. The manifesto of the then ruling party Kenya African National Union (KANU) had pledged to provide UPE. The pledges though motivated mainly by internal pressure had been influenced by UNESCO's call to all governments to consider education as a human right (KANU Manifesto, 1963).

The Kenya Education Commission endorsed the pledge on the UPE in 1964 (The Kenya Education Commission 1964: 66). In Sessional Paper No. 10 of 1965, the government spelt out the socio-political and economic goals, the government aimed at eradication of illiteracy which was rampant among the African in the colonial days. The third National Development Plan (1974: 78) emphasised promotion of UPE by removing fees from standard one to four. The government gave directive in 1974 for the implementation of UPE (Olembo, et al 1992: 26, Achola, 1992: 37). As a result, the government of Kenya removed tuition fees, increased grants to cover all tuition fees, expanded learning facilities to cope with increased enrolments, opened more teachers colleges to train more teachers to meet the increased demands, hiring large numbers of untrained teachers and stopped all forms of primary education levies, (Olembo, et al, 1992: 27).

In 1975, the government of Kenya appointed a national committee on Education Objectives and Policies also known as Gachathi Committee to look into educational objectives and policies and consequently make necessary recommendations (Kenya Government, 1976). The committee found out that due to economic constraints, the implementation process of UPE could be completed in phased manner. Consequently, the committee recommended the removal of fees to the full seven years of primary education to be carried out as follows: Remove fee from primary five in 1978, primary six by 1979 and primary seven by 1980. This was aimed at reducing high dropout rates and to achieve and maintain UPE in all parts of the country.

The implementation was met with a number of constraints. In an effort to overcome those problems in UPE, the government introduced cost-sharing in schools and thus gradually reducing the government expenses on UPE. These changes were later to have a negative effect on the attainment of UPE. In fact, in the Government of Kenya 8th National Development Plan (1997 – 2001), it was indicated that of the pupils entering class one, only 77% of boys and 80% of girls entered standard eight. This was barely 47% of pupils who entered class one.

The NARC government took a bold step in January 2003 to reintroduce Free Primary Education (FPE) as a means of achieving the goals of UPE from class one to eight (NARC, 2002: 36). In the current National Development Plan (2002 – 2008), the government aims at achieving and sustaining UPE by 2005 and raising the transition rates from primary to secondary from current 40% to 70% by the year 2008 with the reintroduction of FPE the government simply responded to the recommendations on

education made at the World Conference on *Education For All* in Jomtein (Thailand) in 1990 and the *World Education Forum* in Dakar (Senegal) in 2000 where the government apart from committing itself to realising UPE by 2005 also committed itself to realise Education For All (EFA) by 2015. Through the tenet of UPE, the government will assure that all boys and girls irrespective of their background will complete a full course of primary school education while EFA policy guarantees education for every child as a human right.

The FPE policy brought in challenges in teaching practices and school management. A total of 1.3 million additional children were enrolled in primary schools all over the country, thus raising enrolment of primary school pupils from 5.9 million in 2002 to 7.2 million in January 2003, (Teachers Image 1993 Vol. 5 Page 4 and 5). This high enrolment had an instant impact of teaching-learning situation as resources remained constant while pupil population grew.

The high enrolment situation posed a great challenge to the Teachers Service Commission, hereafter referred to as TSC, whose immediate action was to examine teacher supply strength and this resulted in the January/February 2003 survey that assessed teachers' needs in public schools across the country. A shortage of 29,093 teachers in primary schools was identified. The situation demanded the development of long-term strategies to improve the teaching/learning standards in schools by employing and deploying teachers in order to maintain acceptable teacher/pupil ratio in classes, develop opportunities for teachers to undergo in-service courses on continuous basis, carrying out staff balancing and rationalisation exercise. Challenges so far identified as impediments to the success of free primary education

include shortage of teachers, lack of classrooms and other physical resources such as desks and textbooks, overcrowded classrooms, poor sanitary conditions in schools. The pupil/toilet ratio rose from 98:1 in 1999 to 104: 1 in 2003 (Teachers Image Vol. 5 Page 6) access to safety water is only 56%, insecurity of school properties and books, need for more land for expansion, insufficient funds and management issues to headteachers. The TSC noted that the headteachers were the pillars of success of FPE programme, which will determine the attainment of UPE. Effective monitoring and evaluation mechanisms have to be put in place to ensure continuous feedbacks and interventions wherever necessary hence justification of government expenditure from the exchequer. This study, the situation in Ndhiwa division of Homa Bay district is analysed in terms of physical and human resources for two education zones, Kobodo and Ndhiwa.

1.1. Statement of the Problem

Reintroduction of Free Primary Education in Kenya by NARC government in 2003 attracted a popular support from public and parents across the country. Headteachers and other stakeholders including the Kenya National Association of Parents, however, received the programme with a lot of pessimism and expressed concern that the support from the government may not be sufficient to cater for the upsurge in enrolment levels over time (Kenya Times February, 22nd 2003: 5). It was also pointed out that the programme was implemented without proper consultation and emerging problems were not considered.

The problems stated above might then compromise the quality of performance and efficiency in education thereby affecting retention and transition rates at all levels in primary education. This study assessed the process of implementing free primary education in public primary schools in Ndhiwa Division of Homa-Bay District. Apparently, the FPE policy has affected enrolments as seen in Table 1.1.

Table 1.1: Enrolment per Division in Homa-Bay District between 2002 – 2005

Division	No. of schools	Enrolments			
		2002	2003	2004	2005
Asego	75	18,805	23,455	23,483	24,585
Ndhiwa	52	13,025	13,249	13,124	13,845
Rangwe	39	10,104	12,953	12,269	12,861
Riana	47	11,235	12,968	13,187	13,470
Nyarongi	45	10,511	14,680	13,674	14,332
Upper and Lower Nyokal	71	12,271	18,359	16,794	17,838
Total	329	75,951	95,664	92,531	96,931

Source: Statistics on Enrolment in the District at the DEO's Office Homa-Bay.

Table 1.1 shows that enrolment in all the six divisions of Homa Bay District increased in 2003 as a result of declaration of free primary education. In 2002, the district had an enrolment of 75,951 which increased to 95,664 in 2003; an increment of about 19,713. Upper and Lower Nyakol Division registered the highest increase in enrolment of 6,087 followed by Asego with 4,650, Nyarongi 4,169, Rangwe 2,849, Riana had 1,733 while Ndhiwa Division had the least increased enrolment of only 224 pupils. Between 2002 and 2005, the district has had increased enrolment from

75,951 in 2002 to 96,931 in 2005 giving an increased enrolment of 20,980 with Asego registering the highest enrolment of 5,780 which is 27.55%. Upper and Lower Nyokal 5,567 (26.53%) Nyarongi 3,821 (18.21%). Rangwe 2,757 (13.14%), Riana 2,235 (10.65%) and Ndhiwa Division managing only 820 which is merely 3.91%. This makes the Ndhiwa Division a suitable area of study. These increased enrolments, seem to have had a spiral effect on demand for trained personnel as seen in Table 1.2.

Table 1.2: Enrolment, number of schools, number of streams and number of teachers, teacher/pupil Ratio and teacher deficit per stream in public primary schools in Ndhiwa Division of Homa-Bay District from 2003 to 2005

Year	No. of schools	Enrolment	No. of streams	No. of teachers	Teacher/pupil ratio	Deficit/teacher /stream
2002	47	13,025	413	324	1:40	89
2003	48	13,249	413	313	1:42	100
2004	50	13,124	414	312	1:42	102
2005	52	13,845	413	310	1:45	103
Total	197	53,243	1,653	1,259	-	-

Table 1.2 shows that the enrolment in Ndhiwa Division has been increasing since 2002 to 2005 with the number of streams being constant while the number of teachers has been on a steady decline from 324 teachers in 2002 to 310 teachers in 2005. The teacher-pupil ration rose from 1: 40 in 2002 to 1: 45 in 2005 meaning that the division is adequately staffed. But if the government policy of staffing in primary of one teacher per class is implemented then it's evident that the division has been

understaffed since 2002 by 89 and 2005 103 teachers; meaning that some classes have had to go without teachers during the normal working hours. So most of the schools affected lose a lot of teaching-learning contact hours for the pupils. This study was interested in the question of lost contact hours in terms of how schools compensate for the lost time.

Ministry of Education stipulates that the implementation of the 8 – 4 – 4 primary school curriculum requires that the average teacher-pupil contact hours per week be 28 hours (comprising 48 periods each 35 minutes long) for standard 4 – 8 and 20 hours (comprising 40 periods, each 35 minutes long) for standard 1 to 3 (Abagi and Odipo 1997: 21). This requirement is to ensure efficient implementation of the curriculum and to make the system cost-effective. If the pupils do not get the specified contact hours, the implication is that the system is inefficient. The consequences of this are that the syllabus may not be covered/completed in time, extra time would be needed outside the normal classroom hours, and that teachers' services become costly both to the parents and to the government if the curriculum is to be completed. There is, thus, a lot of wastage of resources. Equally, failure by the teachers to make up for the lost time would compromise quality of education in their schools. This has resulted in low enrolment despite free primary education, decrease in number of teachers from 2002 to 2005, and rise in teacher pupil ratio. These problems are of concern to those concerned and stakeholders alike and for this reason this study in Ndhiwa Division is necessary.

1.2. Purpose of the Study

The purpose of this study was to assess the process of implementing free primary education in public primary schools in Ndhiwa Division of Homa-Bay District.

1.3. Objectives of the Study

The objectives of this study were:

1. To determine the extent to which staffing levels in public primary schools affect the process of implementing free primary education.
2. To determine the extent to which availability, adequacy and conditions of physical facilities in public primary schools affect the process of implementing free primary education.
3. To assess the extent to which public primary school teachers are effective in curriculum implementation following declaration of free primary education.
4. To investigate form of indiscipline in public primary school among pupils of diverse socio-cultural background readmitted to schools that may affect process of implementing free primary education.
5. To establish whether funds provided by the government are adequate to facilitate the process of implementing free primary education.
6. To find out if there is wastage experienced by school despite free primary education.

1.4. Research Questions

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

1. To what extent does the staffing level in public primary schools in Ndhiwa Division affect the process of implementing free primary education?
2. How does availability, adequacy and conditions of physical facilities in public primary schools affect the process of implementing free primary education?
3. To what extent are teachers effective in curriculum implementation in public primary schools following the declaration of free primary education?
4. What forms of indiscipline are experienced in public primary school among pupils of diverse socio-cultural background that may affect the process of implementing free primary education?
5. To what extent are the funds provided by the government to public primary schools adequate to facilitate the process of implementing free primary education?
6. With the declaration of free primary education, are public primary Schools still experiencing wastages?

1.5. Significance of the Study

This study is significant in many ways. First it will add to general knowledge on the process of implementing free primary education. It will also provide leads for interventions, which will help to maintain quality and efficiency in education with free primary education in the country. Third, it will help future researchers to identify priority areas in which to carry out more research on public primary school policy on free primary education. Lastly, it will help the government and other stakeholders in education to critically analyse the policy of free primary education and make needed interventions in time before it creates a new form of wastage

making it not being cost-effective. It will provide opportune areas, which will attract funding both from the government and private sector.

1.6. Limitations of the Study

The study used ex-post facto design and therefore did not have direct control of independent variables because their manifestations would have already occurred. Ndhiwa Division of Homa-Bay District has no well-developed physical infrastructure and this makes transport and communication difficult in all seasons. This made access to schools in this study a big problem and thus the use of representative schools. The study focused on schools in Ndhiwa Division of Homa-Bay District to provide a picture of the situation since implementation of FPE in rural schools and this could be used to test other experiences in Kenya as a whole. A more useful study is that which limits the spatial extent as to provide personal attention to data collection and to avoid the problem of logistic, time and financial constraints, which are always a problem in very large survey areas.

1.7. Delimitations of the Study

The study was done only in Ndhiwa Division of Homa Bay District. It was limited to public primary schools in the division, which have benefited/experienced the effects of free primary education and the findings can only be generalised to other public primary schools in the district with caution.

1.8. Basic Assumptions of the Study

The following assumptions were made about this study.

1. All the school in the Division experienced increased enrolment as a result of declaration of FPE in January 2003.
2. As a result of increased enrolments, all the schools have their physical resources strained.
3. That all the schools did not have adequate staffing.
4. All the respondents would be co-operative and provide reliable and uninfluenced response.

1.9. Definition of Significant Terms

- **Assessment:** Refers to the evaluation of performance by the schools in the provision of quality education and efficient education in schools with introduction of free primary education.
- **Curriculum:** Refers to activities that those in school engage, plan, implement and evaluate in the course of educational process.
- **Curriculum Implementation:** The process in which a teacher puts into practice what has been planned.
- **Challenges:** Refers to obstacles/constraints/ problems, which might prevent full success of a certain activity.
- **Education For All (EFA):** Refers to education availed on equal basis without discrimination of any kind.
- **Effectiveness:** Refers to the ability to bring about the intended results.

- **Efficiency:** Refers to the ability to produce desired results with minimum effort or at the lowest cost.
- **Free Primary Education (FPE):** An education that involves no financial burden to parents of the pupil, no fee, or levies should be charged. There should be no hidden costs, which may hinder any pupil from benefiting.
- **Instruction:** Refers to specifically determined knowledge and information that the learner has to follow in order to achieve predetermined-desired objectives.
- **Management:** Refers to the art of getting tasks performed through and with people.
- **Performance:** Refers to students' achievement and score after a given regular instruction from the teacher.
- **Physical facilities:** This refers to classrooms, desks, workshops, playing field, school compound, toilets, libraries and stores.
- **Public Primary Schools:** These are schools that belong to the community and are sponsored or run by government that offer primary level education.
- **Teachers Service Commission (TSC):** Refers to a body corporate whose major functions are to provide registration of teachers, regulation of teaching profession and cancellation of registration of teachers in case of misconduct and remuneration of teachers in accordance with CAP 212 of laws of Kenya.
- **Universal Primary Education (UPE):** Refers to education where everyone in a population is having a full primary school education.

1.10. Organisation of the Study

The study is organised into five chapters. Chapter One contains background information on the study, the research problem, the purpose of the study, the objectives of the study, research questions, conceptual framework, significance of the study, limitations, delimitation, definition of terms used in the study and the organisation of the study.

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Chapter Two presents literature review of publications relevant to this study on the challenges in implementing free primary education. Chapter Three consists of detailed description of the research methodology, research design, target population, sample and sampling procedure, research instruments, instrument validity, instrument reliability, data collection procedure and data analysis techniques.

Chapter Four deals with data analysis and interpretation under the following sub-headings: Questionnaire return rate, data reporting, and data analysis. Chapter Five presents the summary of the study, conclusions of the study, recommendation of the study and suggestions for further research.

CHAPTER TWO

LITERATURE REVIEW

2.0. Introduction

The purpose of this section is to review literature relevant to challenges of implementing free primary education, providing an assessment of these challenges on education in public primary schools in Ndhiwa Division of Homa-Bay District. This chapter is organised into four sub-topics which include: The right of the child to education, historical development of universal primary education world-wide and Kenya in particular, the process of implementation of free primary education in Kenya and lastly, the challenges of free primary education in Kenya. The section ends with conceptual framework.

2.1. The Right to Education

Universal declaration of human rights asserts that everyone regardless of gender, race, tribe or socio-economic status has a right to education (UN, 1973: 29). It also asserts that elementary education should be free and compulsory, secondary education should be equally accessible to all. The Universal declaration of human rights is the fundamental idea behind the Free Primary Education (FPE) policy in Kenya. The need to facilitate access to education by providing incentives to keep children in school can not therefore be overemphasised. Kenya like many other African countries have organised national round-table conferences on basic education for all in which possible strategies to equalise education opportunities have

been formulated and debated (Republic of Kenya, 1989, 1992, Kerre and Obura, 1992).

In the year 2000, the Kenyan parliament enacted the Children's Act, which recognised education as a basic right to all children. The Act states that the government shall use its available resources with a view of achieving progressively the full realisation of the rights of the child. It also states that every child shall be entitled to education provision of which shall be the responsibility of the government and parents (Republic of Kenya, 2001: 505).

The resultant effect of the Children's Act in Kenya is increased enrolment in primary schools throughout the country and in many instances out-numbered the human resources (teachers) and other physical resources bringing a lot of constraints hence affecting management (UNESCO, 2006; IRIN, 2003). From this view, it is noted that some of the challenges to be expected in implementing free primary education in Ndhwa division would include increased number of pupils in schools, and lack of human resources to cater for the increased enrolment.

In a World Bank report (1990:12) it was noted that African primary schools had deficiencies in education especially those with low income. The report further noted that less than two thirds of those who enrolled in primary cycle complete. The report identified deficiencies in primary education as the low students' achievements. The World Bank report (1990:12) explains that even the children who complete primary school often have not learnt the core skills commonly specified in the curriculum. Expansion has put pressure on the quality of primary education as the growing

number of pupils, general economic stagnation in the region and allocation of public resources to other sectors and higher levels of education have reduced government ability to support teachers and schools (World Bank, 1988). From the two World Bank reports, it is noted that challenges facing the implementation of FPE are recognised World wide but are more pressing in Sub-Saharan Africa due to poor economies. That is poverty is considered in the World Bank reports (1988,1990) as factors affecting universal access to primary education especially in the developing countries of Sub-Saharan Africa.

2.2. Universal Primary Education

Universal Primary Education, hereafter referred to as UPE, is defined as “a means where everyone in a population is having a full primary school education (Webster, 2000). It is an education with no financial burden to parents, no fees or levies and no hidden costs, which can hinder any school going pupil from benefiting from it. The government should take all financial responsibilities except uniform provision (UNESCO, 1993).

In Kenya, Free Primary Education (FPE) is not only a government development strategy but also a response to recommendations on education made at the World Conference on “Education For All” in Jomtien in 1990 and World Education Forum in Dakar in 2000. In these conventions, Kenya Government committed itself to realising UPE by 2005 and Education For All by 2015.

The Dakar Forum also identified education as a foundation to higher living standards and democratic societies. The two conferences (Dakar and Jomtien) acknowledged

that in as much as the countries of the world declared basic education available to all resulting in higher enrolment, bigger challenges appear to reverse the goals of EFA for instance more than 100 million children world wide are today out of school with 60% of those being girls (UNESCO, 2001). Its clear that wastes in from of repetition, withdrawal and dropout are still responsible for this. In this study, the objective has been to identify the bigger challenges that might reverse the goal of FPE in Ndhiwa division.

In Bangladesh UPE was launched with foreign assistance in three major phases. Through it, the physical facilities were extended, instructional materials were given out free of cost, teachers were in-serviced, curriculum was revised and to check on drop out liberal promotion policy was introduced.

In African region, UPE has been embraced albeit with a lot of bottlenecks. Uganda started in 1997 and the enrolment has been overwhelming from 2.6 million in 1996 to 5.8 million in 2000 and 7.2 million in 2002. However, there were inadequate physical and human resources hence quality was compromised. Children learn in poorly constructed classrooms and without qualified teachers. Inability of the government to increase in proportion to new enrolment has adverse impact on quality that led to unprecedented increase in the number of fee charging private schools. In both Zambia and Uganda, the training recruitment and timely payment of teachers were more complex than anticipated (Daily Nation Wednesday January 15th 2003).

On its part, Tanzania which has been registering failing enrolment shot by 1 million and still the country has to content with children out of school due to lack of infrastructure (Aduda, Daily Nation January 6th 2003). For both Uganda and Tanzania UPE led to massive donor investment in education that led to expansion of classrooms and provision of requisite learning and teaching materials.

The World Bank Survey (2003) set the recurrent budget share for spending of items other than teachers' salaries at a target level of 33% a figure, which was significantly higher for high UPE attaining countries.

2.3. Implementation of FPE in Kenya

UPE was first articulated in Kenya in Sessional Paper No. 10 of 1965 where the government committed itself to eradication of poverty, ignorance and diseases (Republic of Kenya, 1965, Teachers Image Vol. 2003: 8). In 1974 government declared FPE from standard one to four (1 – 4) and later in 1978 abolishing fee in primary schools by 1989 enrolment was 100%. The enrolment then took a nosedive when cost-sharing was introduced under Structural Adjustment Programmes (SAPs). Through the Jomtien and Dakar conferences, the government reaffirmed its commitment to UPE and a target of 2015 was set as a new deadline for EFA in Dakar Conference in 2000. With the declaration of FPE in January 2003, the government accelerated its speed to meet one of the goals of EFA of free and compulsory primary education. Thus, the government is committed to revitalising this sector as increased investment in education has many benefits. Cost benefit studies in 16 African countries suggests that the social rate of return to investment in

education are 26% for primary, 17% for secondary and 13% for higher education (Daily Nation, January 23rd 2003).

Mill (1988) argued that minimum education is a prerequisite for democratic order. Universal education raises people's cultural level enhancing their consciousness and thus creating the conditions for greater mass participation in the democratic process. Therefore, in launching of free primary education on 16th January 2003, the government apart from high social rates of return also realised that education was a cornerstone of economic growth and social development and a principal means of improving the welfare of individual (World Bank, 1990). Studies have shown that uneducated child or adult is a great liability to the society (Wanabali, Daily Nation January, 22nd 2003), hence education has to be deliberately emphasised.

By declaring FPE, the Government of Kenya, according to MOEST (2003) removed all the obstacles that hindered children of school going age from accessing and completing primary education. Free education the government explained entailed abolition of fees and other levies for tuition in primary education, the cost of basic teaching and learning materials, wages on non-teaching staff. That free primary education was a joint and shared responsibility that required partnership between the government and other stakeholders and that everybody had a clear role to play. Parents were to buy uniform, meals, meet transport cost, boarding facilities, health care and exam fees for pupils in standard eight. The government had to continue maintaining low cost boarding schools and school feeding programmes in Arid and semi-arid lands (ASAL). The government has to therefore implement policies that

will stimulate enrolment, survival, access and better achievements of all children especially those who are out of school.

To assist in the implementation of FPE, the government of Kenya on 10th January 2003 formed 10 members a taskforce chaired by Educationists Eddah Gachukia. The taskforce was to look into the implementation of FPE and it came up with a number of recommendations among which were – increase number of pupils in classes from 40 to 50, special classes for over-age children, a textbook ratio was proposed at 1:3 on lower and 1:2 for upper classes and a policy of admission to all who seek for a chance. The chairman of the taskforce was reported to have said:

“Although many children have enrolled since the programme was launched, a big number are still out, who need to be identified and included in the system”

(Daily Nation Thursday February 13th 2003: 4, Republic of Kenya, 2003).

It can be observed that the taskforce had good recommendations as far as FPE objectives were concerned but it did not take into consideration that creation of special classes for over-age required putting up additional classrooms, provision of desks, employing of more teachers to take care of those classes which had financial obligations. It did not also consider how economical it would be to put up a class for one pupil class level at every class in all eight levels in primary schools. It also ignored the emotional and psychological considerations of being segregated in a class on your own. Increasing the class sizes it also ignored the consequences of teacher – pupils’ ratio on quality and efficiency.

Even though the government re-declared FPE limitation of resources has made it not possible yet for the government to declare primary education universal and compulsory. It was estimated that about K.sh 7 billion (\$97.1 million) was needed to be used in FPE up to June 2003 and another K.sh 10.1 billion (\$137.1 million) was required for 2003 – 2004 school year if 1.6 million out of school children were to be put in class (East African Standard, Saturday May 10th 2003: 18). According to Minister of Finance 2005/2006 budget speech, (Daily Nation, June 9th 2005; 19) the ministry of education was allocated K.sh 96.1 billion out of which some 7.8 billion would go to FPE whose figure had gone up by 1 billion. With the impetus presently given the FPE, the government is likely to increase its development expenditure on education since it is the kingpin of our development strategy and there is no any other justification for the government to commit substantial resources in development of UPE policy. The development plan (1979 – 1983) emphasised that the primary stage of education is the most important for any child, for it is here that basic knowledge is gained and foundations for any economically productive and satisfying life are laid.

2.4. Challenges of FPE in Kenya

2.4.1. Overcrowding

One of the challenges facing FPE in Kenya has been increase in enrolment in primary schools. Schools have expanded year after year in order to cope with large number of new pupils (IRIN, 1993). The implication of this is that every time there is an opportunity to have free primary education, enrolment is expected to increase overwhelmingly. As a result, there increased demands for teachers, stationary,

equipments and facilities in the 18,000 plus primary schools in the country are to be expected (Teachers Image, 2003: 3). When FPE was declared in Kenya (1974), it led to increased enrolment leading to expenditure in the construction of new primary school buildings (Odali, 1984: 1 – 8). This was also indicated by Inyenya (1997: 2) in his study on primary school administrative constraints in the 8 – 4 – 4 system of education.

In the Daily Nation Newspaper (January 15th 2003), it was reported that several schools and regions registered increased enrolments in primary classes due to FPE. This was illustrated by the case of Olympic Primary School in Kibera, which recorded enrolment of over 450 pupils in lower classes above its normal capacity of 1,700 pupils. In Eldoret, schools had admitted 8,832 new pupils. The number rose from 22,000 enlisted in 2002 to 30,832 in 32 schools out of 42 primary schools in 2003. The average primary school gross enrolment rose to 103.75% in ASAL. However, low enrolments were also observed. Newspaper reports also indicated cases of dropouts in the ASALs and this was attributed to household economic situation (East African, Standard Magazine Wednesday January 22nd 2003: IV). The implication of this is the fact that even with FPE, cases of dropouts are to be expected due to factors not related to learning environments, and in this study cases of dropouts were considered in Ndhwa division in terms of numbers and reasons.

The Ministry of Education Science and Technology in Kenya contends that FPE enrolment has increased the pupil-teacher ratio to 83:1 in some districts and pupil-toilet ratio rose from 98:1 to 104:1 in 2003 (Teachers' Image Vol. 5, 2003: 6). Teacher-pupil conventionally accepted is 1:40 but according to MOEST, new

arrangements would widen or narrow the ratio to reflect regional enrolment variations. According to the teachers' Union, KNUT, introduction of FPE in 2003, increased the teacher-pupil ratio to as high as 1:100 in some regions and that...

"The enrolment in public primary schools has shot up by over 40% and classes had between 80 and 100 pupils making it impossible to offer quality teaching. Some classes overflow with over 120 pupils." (The East African Standard, July 16th, 2003: 28).

It has been noted that no optimum class size can be scientifically established as a function of educational benefit. Haddad (1978, as quoted in Abagi, 1997: 18) concluded that "how a teacher organises and motivates his class is more important than class size". Available studies suggest that high or very low pupil-teacher ratio is one of the main reasons for poor quality and low efficiency, which characterises primary education in Africa. A teacher-pupil ratio of 1:40 is considered reasonable for developing countries. Low and very high teacher-pupils ratio would lead to inefficiency. Low enrolment would lead to under-utilisation of resources, the teacher included as such a teacher would have served more pupils and earning the same pay per month. But at some point, classroom management and effective teaching become difficult when a teacher has to handle very large number of pupils.

2.4.2. Teacher Shortage

Increased enrolment has compounded the challenge of severe shortage of teachers to FPE, which could have negative effect on the quality of education received by learners. Indication is that quality of education is expected to fall further because of

high pupil enrolment and acute shortage of teachers in most parts of the country (IRIN, 1993).

UNIVERSITY OF NAIROBI
EAST AFRICANA COLLECTION

A survey carried out in January/February 2003 by TSC to examine its teachers supply strength established that there was a shortage of 29,093 teachers in primary schools and 8,523 teachers in post primary institutions (Teachers' image Vol. 5 2003: 4). The new government policy on recruitment and deployment of teachers give TSC authority to replace only those who have left the service through natural attrition from 2002 to date. None the less, teacher shortage still persists and it continues to be a major concern to stakeholders. Staffing in any school is the greatest asset and as such must be carefully managed (KESI, 2003). MOEST consider it a contemporary issue and constraints in service delivery in education. Employing teaching staff entails a long term commitment of large sums of money and due to economic constraints, MOEST has not been recruiting enough new teachers but instead has embarked on replacing those who have left the service through natural attrition, and this does not imply increase in number of teachers despite increased enrolment. This has largely affected implementation of FPE as illustrated by number of unattended classes when teachers are all committed in class work. In this study, the effect of lack teachers was measured through the number of unattended classes when all teachers were actively engaged in class teaching. In the East African Standard Newspaper issue on education, (May 27th 2004: 6), it was reported in the section on schools and career that many rural schools have experienced shortage of teachers and those who are found in such school have heavy workload and are

demoralised. The teachers' workload was a major issue in this study measured in terms of number of lessons per week, number of assignments, and homework.

Attempt by TSC to address the teachers' shortage problem in schools has been found wanting by the teacher union (The East African Standard, July 16th 2005: 28). The teachers' union, KNUT, claims that the actual shortage is far above the number TSC was prepared to recruit even the shortage number is disputed. It is good to note that the government acknowledges the shortage of teachers but says it would not recruit until funds are found to pay them.

Trained teachers do make a difference where teachers' qualifications, experience, amount of education, and knowledge are positively related to students' achievements (Husen, Saha and Noonan 1978). Husen, *et al*, concluded that investment in teacher training programme would help to improve the quality of output in terms of students' cognitive scores. Teachers' experience is important in primary and lower secondary education, while skills knowledge as reflected in their salary and qualification are more important in higher grades. In this study, teachers' professional qualifications and teaching experience were considered crucial in the challenges facing the implementation of FPE.

Mbatia (The East African Standard July 28th 2005: 4) reported...

"That most public primary schools cannot cope with the large number of pupils who poured in after introduction of free primary education in 2003. The large classes are the most glaring characteristics of teacher shortage, many classes go unattended, others are merged especially standard one and two with one group

facing in front while the other facing behind. The other doing assignment is often distracted by the teachers voice and cannot concentrate. Teachers now rarely mark pupils' exercise books. ...the teachers of mathematics give one sum assignment after every topic. But the subject that suffers most is English composition and Insha writing. Pupils are lucky if they write two essays a term. Marking and revising the writing exercises is rare".

In this study, the number of assignments and homework in Insha in Kiswahili and composition in English were used as a measure of teacher's effectiveness in light of the increased enrolment. The value of out of class assignments and homework in promoting achievement of learners has also been advanced by some scholars. Chiefelbein and Simmons (1981) in their review on research on determinants of school enrolments indicated that there was a close relationship between the out of class academic assignments and achievements. Eshiwani (1993) in the study about factors influencing performance in Western Province concurred with the view that homework influence academic performance of learners. He established that over 60% of schools studied had no formal homework assignments given to students and that where it was administered; there was no serious follow-up by either the teachers or the headteachers. Students ended up under achieving in national examinations.

Equally, the number of hours an individual learner receives per year is an important variable in education. Camber and Keeves (1973) observed that the more hours allowed to institutions in a given subject, the higher the achievements of the learners. Ministers of education of governments of different countries decides to advance on the amount of time each learning level would take depending on the appropriate

content that need to be covered. Due to the noted lack of teachers in schools, this study used the means schools used in sorting the problem of missed lessons during the normal hour as a measure of number of hours learners received in schools of Ndhiwa division.

A review by Eshiwani (1993) showed that schools tend to loose valuable teaching time to various activities at the beginning and at the end of teaching terms. Consequences of this is that syllabus may not be completed in time, extra hours would have to be created to couching pupils outside normal classroom hours and teachers' services become more costly both to the parents and government. The ministry has also established a staffing policy in primary schools as one teacher per class so eight teachers excluding the headteacher in primary school with one stream from standard one to eight. If the number is less, then there is understaffing and pupils will loose learning hours. Hence inefficiency will be realised in the curriculum. In this study, schools involvement in sport activities was used as a possible measure of loss of valuable teaching time, and the number of teachers in schools was used as a measure of the staffing levels.

Abagi and Odipo (1997) on efficiency of primary education in Kenya, established that public primary schools both in rural and urban areas waste pupils' learning time of 29 and 13 minutes respectively everyday (2.4 and 1.1 hours a week and 31.2 and 14.3 hours a term) due to inefficiency in school management among other reasons. It established that most of public rural schools, loose teaching time during the first week of schools opening.

2.4.3. Discipline

FPE policy in Kenya has resulted in increased enrolment in schools and more children from different backgrounds more particularly children with special needs and over-age. As a result, students' needs have increased tremendously and teachers require new skills and knowledge to tackle the rising demand. They are now required to counsel and guide pupils during school hours apart from teaching and advising the parents on the welfare of their children. Consequently, forms of indiscipline are bound to occur especially with the pupils with special need being readmitted in schools. Sleane (1980: 3) observes that "Discipline in school is valued because of the belief that it contributes to the student's academic learning." The special needs pupils if not handled properly, in terms of behaviour, attitude and actions, may influence the rest of the pupils negatively and consequently disrupting the smooth operations of the class and schools.

Due to time spent in schools, it is believed that the character of students is largely moulded in schools and this reflects in their adult lives. Although the schools are under pressure to produce good results in national examinations, this should not preclude the development of disciplined students (Kamunge, 1981). To Bushnell (1973: 97), discipline is a set of procedures designed to eliminate behaviour that compete with effective learning. So the teacher simultaneously deals with learning and any behaviour that conflict learning.

To encourage discipline, the educational management must first of all enhance self-discipline among its leaders, teachers and non-teaching staff (Okumbe, 2001). Appropriate procedure must be applied in handling disciplinary cases as spelt out in

the Education Act Cap 211. The issue of discipline is important to all those who are concerned with quality education. Within a school, good discipline begins in classroom and this view is supported in the work of Mbiti (1974: 76) when he says "Discipline in classroom is the basis of control; no lesson can be successful without discipline." In classroom discipline aims at control of class to achieve desirable behaviour and a system of guiding the individual to make reasonable decision responsibly.

The teacher's role is to direct the pupils energy towards useful activities which provoke in pupils the capacity to work towards directed goals as indicated in the work of Osighembe (1974: 42) where it is stated that "Discipline has a direct relation to academic standards. They both move in sympathy, discipline taking the lead." Often teachers competent in teaching can be judged from the ability to control the class. Failure to control pupils' behaviour especially in classroom can have disastrous effects for pupil and the teacher. Indiscipline can be viewed as a state of physical or mental disorderliness within a learner, which results in erratic, temperamental, emotional and casual behaviour in dispensation of duties. Teachers have therefore to provide a classroom environment conducive to desirable social interaction and character development apart from providing opportunities for mastery of subject matter.

For learning to take place there must be teacher-pupil and pupil-pupil social interactions. It is important for children to play together, plan together, share ideas, respect authority, respect and value others and be a leader if the situation demand. The teacher must therefore, deal with the situation/problem or behaviour that may

disrupt or prevent learning. Primary children are considered delicate and young with great resources of energy which are often discharged in form of plays, talking, singing, fighting, et cetera. They may innocently or deliberately display these behaviours which are unacceptable in school. In this study, the problem of indiscipline was considered in terms of over-age pupils in schools of Ndhwa Division.

2.4.4. Physical and Learning Facilities in schools

Limited public resources for education have made the Kenya government and its related partners to depend on bilateral and multilateral donors to support major educational projects including construction of learning institutions, equipments, textbooks and support for feeding programmes among others. A baseline survey was conducted by MOEST in March 2003 after implementation of FPE on pupil enrolment, physical facilities and teacher number in order to highlight the problem. The survey established that there was need for innovative teaching, multi-shifts as a stop gap measure to maximise utilisation of available facilities (Daily Nation, March 25th 2003). It's generally agreed that schools physical facilities such as classrooms, laboratories, desks, books have a direct bearing on good performance (Ayoo, 2002: 17).

A study on the effects of school's physical facilities on performance of standard 7 pupils in examination in Botswana established that availability of facilities had a direct link with performance of pupils in examination. Eshiwani, (1983) on the study of factors influencing performance among primary and secondary school in Western Province of Kenya concurred with this view when he pointed out that the schools

that had the best facilities were among the high achieving schools and those with inadequate facilities performed poorly in KCSE examinations. Wamahiu, et al (1992) also supported this view in their study on the educational situation for the Kenyan girl-child. The study (Wamahiu, *et al*, 1992) established that poor learning environment in unaided (Harambee) schools characterised by restricted curriculum, lack of laboratories, and unqualified staff, led to poor performance of majority of students in national examinations in Kenya. .

A report in the East African Standard (July 28th 2005: 4) indicated that in Nyanza Province of Kenya, large increase in enrolment as a result of free primary education led to teachers' shortages, congestion and lack of physical facilities and these have threatened the noble cause. The report further noted that whereas schools were built for a specific number of pupils in mind, they were now forced to overreach the limits. Many schools in rural areas meant for 400 pupils now accommodate more than 1,200 pupils squeezed in the same classrooms. The over enrolment has led many pupils being squeezed in the same classrooms, sharing desks and pit latrines.

Evidence of relationship between provision of books and achievement is clear and consistent. There are likely returns from investment in textbooks in developing countries. A study obtained in Chile by Schiefelbein, *et al* (1983) found that 78% of the teachers in the survey expressed negative or ambivalent attitude towards the use of textbooks. It also indicated that less experienced teachers were less likely to use the textbooks than those with more experience and there were significant difference between subject areas where science and mathematics teachers were less likely to use textbooks. The study found that the proportion of teachers who 'never' used

textbooks were much higher in science (46%) and mathematics (33%) than in English (4%) or a language. The lack of enthusiasm for textbooks was suggested, could be due to lack of emphasis on textbooks in teacher training. The study suggested that one of the most important steps that should be taken before free textbooks are provided in public schools is simply to prepare teachers to use them. A survey among pupils suggested that students have a much more positive attitude towards textbooks than teachers. Textbook availability and utilisation have to do with teachers' attitude (in Chile). The current study considered textbooks availability in schools in terms of number, conditions and adequacy but not on their use by teachers.

In Mexico, the provision of free textbooks for primary school pupils is an important part of government policy to improve educational efficiency and equality (Psacharopolous, et al. 1985: 221). The Mexican government believes that the use of textbooks raises academic standards and increases the efficiency of a school system. Hence, textbook development and supply require and deserve the same priority as teacher development and school construction.

Since the declaration of FPE, the government had set a target of textbooks ratio of 1:2 for upper primary and 1:3 for lower primary (Republic of Kenya, 2003). A study on textbook – pupil ratio indicates that a ratio of 1:2 or 1:1 has sizeable impact on pupils' achievement. In this study, it was recognised that textbooks are the most cost-effective means of proving academic achievement and increasing the efficiency of schools especially at primary level. It is the view in this study that efforts must be made to ensure that a part from adequacy of textbooks, they must be adequately

used. This means that teachers must deliberately be involved and trained in the use of textbooks.

2.4.5. Management Issues

On management issues arising due to implementation of FPE, this study assumes that productivity is not a matter of making employees to work longer or harder but that increased productivity resulted mostly from sound planning, wise investment, new technology, better techniques, greater efficiency – in a nutshell, from better exercise of the functions of the management. It is further recognised that management involves working with and through people to achieve the organisational goals. The FPE, has introduced new challenges to school administrators due to increased enrolment, admission of pupils with diverse cultural and social background, huge amount of finances in schools, strained physical facilities, inadequate human resource and yet the schools are expected to maintain both internal and external efficiency as well as quality of education. All these challenges call for need to re-evaluate management skills of heads and managers of primary institutions. It requires that they manage the available resources in the face of their inadequacy to uphold the objectives of education in their school.

It was reported in the *Teacher's Image* (vol. 5, 2003:4) that, a number of schools have adopted double shift (morning and afternoon) classes in standard 1 to 3 to control class sizes. A number of headteacher have already drawn action plans and often involve parents, teachers, schools committees, and associations in planning and

actual implementation of plans. Isherwood (1973: 292), on the administrative issues facing headteachers stated that:

“The principal who was committed to improving his staff performance and also had the authority to carry his goals would not only be more effective in school administration but also in accomplishing curriculum and instructional management for effective performance of students in examinations.”

The Kamunge report (Republic of Kenya, 1988), noted that heads of institutions are appointed from among serving teachers who have had no prior training in institutional management. Lack of training in management among appointees adversely affects effective management of institutions and the maintenance of high standards of education. A number of studies on effective school management point to critical role-played by headteachers in school success. Headteachers are considered as key agents for achieving educational excellence as they are concerned with key elements of monitoring, supervising and evaluating the extent to which the policies, objectives and events laid down in the short and long term plans are successfully learned out (Olembo, et al, 1994).

This study considered management issues in primary schools of Ndhiwa division in terms resources adequacy, inefficiencies, remunerations, and staff morale and/or motivation. Problems of financial planning and management, accountability, and management of education system, have also been considered in this study.

Okumbe (2001:27) noted that effective management of students required a comprehensive effort by the management to ensure that students' activities and

operations in the organisation are efficiently and effectively administered. This calls for educational managers who are properly grounded in the techniques of effective educational management. The manager must have both the skill and the drive to propel an educational organisation towards its stated objectives.

World Bank (1980) in a sector policy paper, reported that the education success in producing the right kind of knowledge and skills largely depend on the quality of their management. It is the view of this study that there is urgent need for well-trained principals because administration involves the basic tasks associated with handling payrolls, accounting and inventories, distributing teaching materials, maintaining buildings and implementing educational decision. The distribution of decisions making clearly determines the effectiveness of management. The government of Kenya in its FPE policy tends to be devoted to physical expansion of schools but not on quality of education (World Bank, 1980). This report (World Bank, 1980) noted that local management of schools were usually of lower qualities than the management at the national level and rural areas suffer most from inadequate personnel hence the need for training in management.

The Koech Report (1999) recognised the role of political interference in appointment of headteachers regardless of experience, academic and professional qualifications yet these characteristics are central to successful management of educational institutions and the implementation of curriculum. The report recommended in-service training for heads of schools in order to maintain quality and high standards of education. This study considered the headteachers' experience and

academic/professional qualification as management issues in primary schools of Ndhiwa division.

This study recognises the central role financial resources in proper functioning of institutions or organisations. Ozigi (1977) recognise the role of headteachers in notes that in control and management of school finances. In this study it is assumed that for headteachers to administer the budget, they must know the amount in each account already spent, committed out, unspent and allocated. The effective participation in budget development demands both knowledge and planning on the part of the headteacher.

In some reports (Kenya Times 16th April 2003: 6, East African Standard 16th January 2003), it was noted that enrolment realised with FPE in January 2003 had put a lot of pressure on the government budget as huge sums of money were required and made available for effective take off of FPE. World Bank gave Ksh 1.6 billion, treasury pumped Ksh 2.8 billion, and UNICEF gave 192.5 million to benefit 450,000 girls and boys in standard 1 to 3. The government had allocated a total of Ksh. 1020 per child per annum. This information is summarised in Table 2.1.

Table 2.1: Free Primary Education Financial Estimate for the Year 2003/4

Area	In Ksh up to June 2003	In Ksh Financial Year 2003/04
Curriculum	5,483,471,825	5,219,394,900
Special Need Education	413,989,372	413,989,372
Physical facilities	5,000,000	2,988,988,500
Need of disadvantaged group	1,249,489,750	149,489,500
Media Desk	2,542,000	1,093,000
In-service Training	500,000,000	1,500,000,000
Inspectorate vehicle/motor cycle	256,500,000	256,000,000
Total	7,910,992,947	10,538,955,522

Source: MOEST 2003

The need for adequate management to avoid mismanaging of the funds and to ensure accountability and transparency has also been recognised by MOEST.

Koech Report (1999) also noted that complaints had been raised from parents on mismanagement of school funds and only few corrupt or inept headteachers have been disciplined. The results are that most of the funds raised from parents do not in the final analysis improve the quality of the learners. Poor financial managements in education institutions have also contributed to increased costs and poor returns (value) for amount spent. Since the start of FPE more than 100 teachers have been interdicted or surcharged for ethical and financial abuse. 34 of them were demoted and surcharged for mismanagement of free schooling funds (Daily Nation June 9th 2004).

The financial management problem is further compounded by late and piecemeal disbursement of funds for FPE from the ministry. Often the headteachers are not sure of what amount of money they are going to get and for which vote head. Consequently, planning and budgeting process are hampered. Piecemeal purchase of teaching and learning materials also increases the cost. Delay in the disbursement of funds make the learners go without critical learning and teaching material yet schools are expected to provide quality education (Daily Nation 12th June 2004).

2.4.6. Wastage

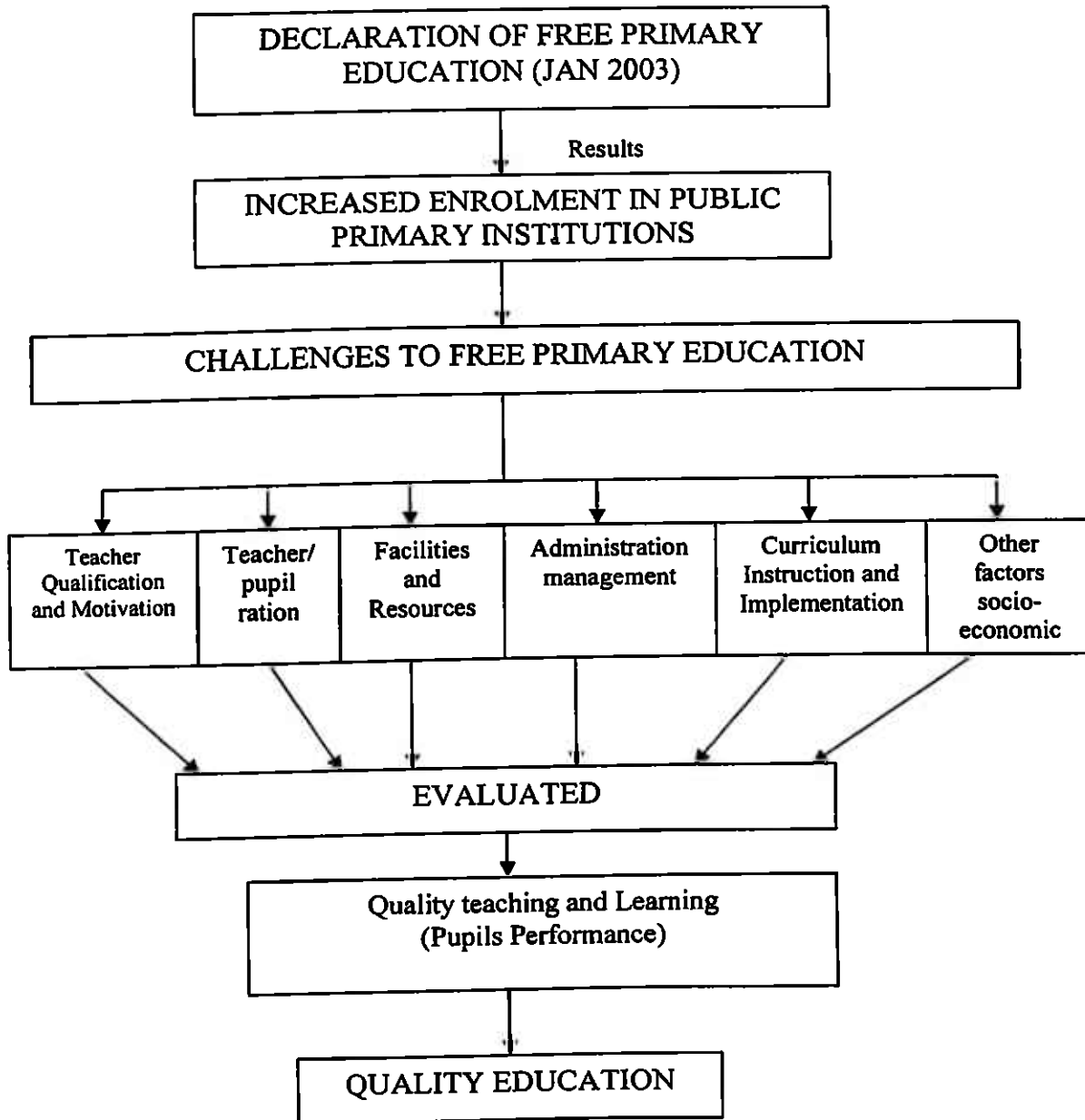
In this study, wastage has been measured by the number of school dropouts and referrals. One way to improve the internal efficiency of education in developing countries would be to reduce wastage through improved quality and quantity. Haddad (1979) in summarising the work of UNESCO (1977, 1982), and International Bureau of Education (1971, 1972) noted that the problem of dropout and repetition of grades is serious in the developing world. UNESCO (1977) on repetition in developing countries reported that repeaters constituted 15% of the total enrolment in primary education in Latin America, 15% in Africa and 18% in South Asia. The report indicated that if there were no repetition, the number of children of primary school age admitted to schools could have been increased by some 15 – 20 percent without extra expenditure. In this study, dropout and repetition are assumed to be more prevalent in rural areas, common among pupils from low socio-economic background, and common among females. The study is of the view that dropout and repetitions are mainly due to poverty, high opportunity cost, examination culture,

lack of textbooks, learning materials, poorly trained teachers, overcrowded schools, and shortage of secondary school places.

Psacharopolous, et al (1985) noted that primary schools dropouts and repetitions have been identified as principle causes of internal inefficiency in Morocco where only 24% of pupils completed five year primary cycle, and 21% dropped out before completing the cycle. In Mauritius more than 25% of all primary school pupils repeat grade. Such high wastage means average years needed to produce one primary school graduate is increased. It must be noted that every repeater displaces a potential new pupil hence difficulty in achieving universal primary education (UPE).

2.5. Conceptual Framework

Figure 2.1: Conceptual Framework on challenges of implementing Free Primary Education



Adopted from Huha, J.W: A Comparative Study of Factors the Influence Performance in KCPE in Public and Private Schools in Karai Location of Kikuyu Division in Kiambu District. University of Nairobi 2003 – Project Paper page 36.

Figure 2.1 shows the challenges arising as a result of declaration of Free Primary Education (FPE) in public primary schools. These challenges have to be evaluated to determine whether education provided with these constraints is qualitative and efficient determined through pupils' performance.

CHAPTER THREE

RESEARCH METHODOLOGY

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3.0. Introduction

This chapter provides research methodology including data collection designs and procedure under the following sub-headings. Research design, target population, sample and sampling procedure, research instruments, instruments validity, instruments reliability, data collection procedures and data analysis.

3.1. Research Design

The aim of this research was to assess the process of the implementation of free primary education in terms of quality and efficiency of education. The study used an ex-post-facto research design, which did not allow chances of manipulation of variables. In this study, the definition of an ex-post facto design was that provided by Kerlinger (1967: 379) as:

“A system of empirical inquiry in which the scientist does not have control of independent variable because their manifestations have already occurred or because they are inherently not manipulatable. Inferences about relations among variables are made without direct intervention from concomitant variation of independent and dependent variable.”

Ex-post-facto design was used because variables used in the study including overcrowding, understaffing, inadequate physical facilities, management problems, inadequate and delayed funding and indiscipline for the last few years (2003 – 2005) had already occurred and therefore not manipulatable.

3.2. Target Population

The total number of teachers in Ndhiwa division of Homa Bay district in Kenya was taken to be the target population in this study. From District Education Office, the target population was determined to be 310 teachers including 47 headteachers in public primary school in Ndhiwa Division of Homa Bay District. A total of 47 public primary schools were identified in Ndhiwa Division of Homa Bay District.

3.3. Sample and Sampling Procedure

From the target population, there was need to draw a representative sample for schools Ndhiwa Division. This need arose from the fact that the spatial variations would require much more time and therefore high cost of research survey. Webster (1982 and Harper (1991) defined a sample as a group of items taken from a population for examination. An ideal sample should be large enough so that the researcher can with confidence, within specified limits be certain that a different sample of the same size if drawn using the same procedures can give approximately similar results. In this study, to ensure that the sample schools would give similar results to those not included in the survey, the spatial distribution of schools was catered for by ensuring that the two zones of (Ndhiwa and Kobodo) had equal opportunity of being in the sample. This was done by dividing Ndhiwa division into two strata of Ndhiwa and Kobodo and that from each stratum, there were representative schools in the sample data. The equal opportunity issue was provided for through increasing the sample size and this according to central limit theorem would result in sample data distribution tending toward normal.

Statistically, when $n \geq 30$, the distribution tends towards normal (Mulusa, 1988) and in this study, out of forty seven (47) public primary school in Ndhiwa Division, twenty four schools were randomly sampled. This was done by preparing a list of all schools using records at the DEO's office. The name of each school was written on a piece of paper and placed in a basket and churned. The pieces of papers were then picked out randomly but replaced to ensure that all the remaining schools had equal chances of being selected. The schools whose names had been written were not given a second chance but were included to give other schools equal chance in the next draw. The process of picking was repeated until 24 schools were drawn.

All the headteachers in the 24 samples schools were included in the survey and four other teachers from each of the 24 primary schools randomly sampled were also included through random selection from upper classes. The teachers included in the sample were those either handling languages or mathematics. This was because the subjects required regular assignments and homework in the schools calendar. The assignments and homework were considered useful measures and/or indicators of how regular the teachers gave and marked assignments or homework and how many questions the teachers gave; a workload measurement process.

For sampling of the four teachers in upper classes, pieces of paper marked "Yes" and "No" were tossed and the teachers picked the papers. The Teachers who got the first four "Yes" were included in the survey. A total of 24 headteachers and 96 teachers were captured in the survey, giving a total of 120 cases and therefore adequate data for statistical data analysis.

3.4. Research Instruments

In this study, the questionnaires and observation schedules were the instruments of data collection. The questionnaire design was such that the headteachers and teachers had separate questionnaires but capturing the main themes or variables of the study.

The following is a brief description of the instruments:

A. Headteachers' Questionnaire

The questionnaires to be filled by the headteachers were divided into three sections. Section A sought to get the headteachers' demographic data, academic and professional qualification as well as administrative qualification. In this section a total of 7 variables were captured including gender, marital status, age, duration of service as a headteacher, teaching experience, academic qualification and, professional qualifications. Section B sought to provide information about the school, using 8 variables including geographical location, distance from the main road, number of teachers, enrolment per class, number of streams, academic qualification of teachers, professional qualification of teachers, and school performance in KCPE. Section C sought to give an assessment of challenges of implementing free primary education. Assessment of challenges of implementing free primary education programme was in terms of 23 variables (see appendix B).

B. Teachers' Questionnaire

The teacher's questionnaire was divided into two sections where section A sought to get teachers' demographic data, academic and professional qualification using seven variables while section B used 19 variables to gain information on the availability/adequacy of school facilities, giving and marking of assignments,

attention given to individual students, disciplinary cases often handled in class, how they cope with overcrowding, curriculum instruction coverage and school administration and management (see appendix C).

C. Observation Guide

Observation guide as an instrument of data collection was used in this study to help verify the data collected through questionnaire especially on issues related to availability of physical and teaching resources as well as on physical conditions of the schools included in the survey. Information from the questionnaires were discussed using “weights” from the observation guides as moderating effects in terms of generalisations.

3.4.1. Instruments Validity

A pilot study was conducted to test the validity of the instruments and the reliability of each of the items in the instruments as well as the suitability of the language used, (Mulusa, 1988: 154). Validation was considered important in this study in terms of testing if the questionnaire and observation guide were properly constructed. Teachers participated in pre-testing of the instrument and suggested areas of improvements. The process was considered important in this study in order to reduce the possibility of misinterpretation of questions included in the questionnaires and observation guide. In validating the instrument, a pilot study was conducted using five schools outside the 24 schools used in the main survey. The pilot sample data included 5 headteachers and 20 teachers selected randomly; 4 from each school. The result of each pilot questionnaire were discussed with the respondents concerned to

determine whether items were correctly phrased and ordered in order to avoid misinterpretation when administered in the main study.

3.4.2. Instrument Reliability

An instrument is reliable when it can measure a variable accurately and consistently and obtain the same results under the same conditions over a time. In this study, the pilot survey results from different schools were analysed to measure variations in responses to the items included in the pilot questionnaires. The results from Ndhiwa zone were compared with the results from Kobodo zone using the split half idea as indicated by Nachmias et al (1976: 67). The half method measured the reliability of a test. Reliability coefficient was obtained by correlation matrix for Ndhiwa and Kobodo pilot survey results where the scores of the even and odd statements in the questionnaire were from the reliability of the half-test and the self-correlation of the whole test were estimated using Spearman – Brown Prophecy Formula; $re = \frac{2r}{1+r}$

was applied to calculate the reliability coefficient.

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Where:

re = is reliability coefficient

r = Correlation coefficient between the two halves.

The Pearson correlation, r , was computed using the formula

$$r = \frac{\sum x_i y_i}{\sqrt{(\sum x_i^2)(\sum y_i^2)}}$$

Where:

$\sum xy$ = The sum of the products of paired x and y scores

$\sum x^2$ = The sum of squared scores in x distribution

$\sum y^2$ = The sum of squared scores in y distribution

The results of the reliability test indicated that both zones (Ndhiwa and Kobodo) had similar results as they indicated strong correlations. The questionnaires were therefore found to be very reliable in reflecting views on FPE challenges in Ndhiwa division of Homa Bay district.

3.5. Data Collection Procedure

To conduct the study on the process of implementing FPE in public primary schools in Ndhiwa division, authority was obtained from the Ministry of Education, Science and Technology (MOEST). The letter of authority was copied to both the District commissioner and District education officer, and the researcher to respective offices to confirm the authorisation. Schools that were selected from the sample frame were then visited to obtain permission from headteachers to conduct the research. For introductory purposes, a familiar figure from the DEO's office was assigned as a research assistant. The research questionnaires (See Appendix B and C) were distributed to the selected headteachers and teachers by the researcher. Direct contact with teachers was necessitated by the need to provide instructions on how to complete the questionnaires using results obtained from the pilot survey. The direct contact was also to assure the respondents of the confidentiality of their responses. This personal involvement was an important factor in motivating the participating teachers to respond more readily than if the questionnaires had been mailed to them.

The questionnaires were administered through the respondents without any assistance from the researcher. Before the headteachers and teachers could self fill in the questionnaires, they were given a brief by the researchers on issues that were to be captured. This was done through group discussion involving the teachers selected in the survey. To avoid the researcher's influence, the teachers were given the questionnaires to go through and raise issues that were not clear in the pilot survey. The results of the pilot survey were used to brief the teachers on contentious issues in the questionnaire. Respondents were then given time to fill in the questionnaires preferably from without influence of other teachers. Where numbers were required, the respondents were free to consult school files.

3.6. Data Analysis Techniques

The sample data from the survey were subjected to descriptive statistical data analysis methods including frequency analysis, graphical representation of frequency distributions. Descriptive characteristics of the headteachers', teachers, and checklist surveys were measured using frequencies analysis method. Charts were used in this study because charts were considered visually appealing and easy to use in comparisons, patterns recognitions, and trends determination in data distribution. To aid in speeding up the data analysis, the study used Statistical Package for Social Sciences (SPSS) programme.

CHAPTER FOUR

DATA ANALYSIS AND INTERPRETATION

4.0. Introduction

This chapter deals with the questionnaire return rate, reporting of data, analysis of data and discusses the findings from the data. The data involve the questionnaires received from headteachers and teachers as well as observation schedule administered by the researcher. Data analysis was done according to research questions of the study and the findings are then considered and discussed.

4.1. Questionnaire Return Rate

Two sets of questionnaires were used to collect the data. The headteachers and teachers questionnaires together with the observation schedule. The headteachers questionnaire was the main instrument of the study. The questionnaire was given to twenty four (24) headteachers out of which twenty (20) were duly completed and returned constituting 83.3% return rate. To teachers, ninety six (96) questionnaires were distributed and eighty six (86) were returned constituting 89.6% return rate. All the observation sheets (24) were administered by the researcher and all collected constituting 100% return rate. These were considered adequate for the study.

4.2. Data Reporting

The data from the respondents was reported by looking at demographic factors of the respondents and the schools. These factors include: Teaching experience, years of service, academic and professional qualifications, geographical distribution of

schools, size and performance of schools, number of streams in schools and Staffing in schools.

4.2.1. Teaching Experience of headteachers and Teachers

One variable used in the survey of headteachers was the duration of service in years as teachers before appointment to headship and the teaching experience of teachers in years in Ndhiwa Division of Homa Bay District. The findings are as shown in tables 4.1 and 4.2.

Table 4.1: Duration of headteachers' service as teachers

Headteachers' service as a teacher	Frequency	Percent	Cumulative Percent
Below 10 years	1	5.0	5.0
Below 10-19 years	14	70.0	75.0
Over 20 Years	5	25.0	100.0
Total	20	100.0	-

Table 4.2: Duration of Service by Teachers

Duration of service as a teacher	Frequency	Percent	Cumulative Percent
Below 5 years	27	31.4	31.4
6 – 10 years	14	16.3	47.7
11 – 15 years	17	19.8	67.4
16 – 20 years	11	12.8	80.2
Over 20 years	17	19.8	100.0
Total	86	100.0	-

Table 4.1 indicates that most headteachers had served more than 10 years as teachers especially between 10 years to 20 years (70%). This tended to support the hypothesis that appointment to the position of headship was based on experience and that experience was measured by duration of service as a teacher. The findings concurs with Mbiti (1974) and Koech Report (GOK, 1999) which noted that the appointment of headteachers be based on experience, academic and professional qualification as headteachers are central to successful management of education institutions. The study further established that most teachers had served for below 5 years and this was seemingly due to the relative young age of most respondents as already noted in Table 4.2. The relatively young age of teachers was due to the fact that the government has been interviewing and employing trained teachers from colleges for the past four years. Employment, deployment and recruitment has been based on replacement of those teachers who have either retired or died.

4.2.2. Years of Experience as Headteacher

The study sought to establish the duration of service as headteachers and the findings are as indicated in Table 4.3.

Table 4.3. Duration of service as headteachers

Duration of service as Headteachers	Frequency	Percent	Cumulative Percent
Below 5 years	5	25.0	25.0
6 – 10 years	9	45.0	70.0
11 – 15 years	2	10.0	80.0
16 – 20 years	4	20.0	100.0
Total	20	100.0	-

As indicated on Table 4.3, most headteachers had served for a duration of 6 – 10 years (45.0%) and this together with the below 5 years service (25.0%) accounted for 70.0% of all the headteachers in the survey. The implication was that most headteachers in the survey were relatively ‘new’ in their positions.

4.2.3. Academic Qualification of Headteachers and Teachers

The study sought to establish the academic qualifications of both headteachers and teachers. Academic qualification was used on the assumption that teaching profession at primary level demanded a certain minimum academic qualification. The findings are as shown on Table 4.4.

Table 4.4: Academic Qualification of Headteachers and Teachers

Headteachers	Headteachers			Teachers		
	Teachers	Percent	Valid Percent	Frequency	Percent	Valid Percent
KJSE	0	0.0	0.0	3	3.5	3.6
KCSE (O' Level)	17	85.0	89.5	69	8.3	82.2
KACE (A' Level)	1	5.0	5.3	11	12.8	13.1
Diploma	1	5.0	5.3	1	1.2	1.2
Missing	1	5.0	-	2	2.3	-
Total	20	100.0	100.0	86	100.0	100.0

According to Table 4.4 most headteachers had O' level academic qualifications (89.5%), 1 (5.0%) KACE and 1 (5.0%) diploma holder. The study further shows that most teachers in the survey were O' levels certificate holders (82.2%), with 11 (12.8%) teachers having A' level and 1 (1.2%) with diploma certificate. Both headteachers and teachers had relevant academic qualifications to teach in public primary schools. This finding concurs with World Bank (1978).

4.2.4. Professional Qualification of Headteachers and Teachers

The study sought to investigate the professional qualification of headteachers and teachers. The assumption was that headteachers and teachers were to have some minimum professional qualifications that would enable them to be appointed to headship and to teach in public primary schools. The findings are as shown on Table 4.5.

Table 4.5: Professional Qualification of Headteachers and Teachers

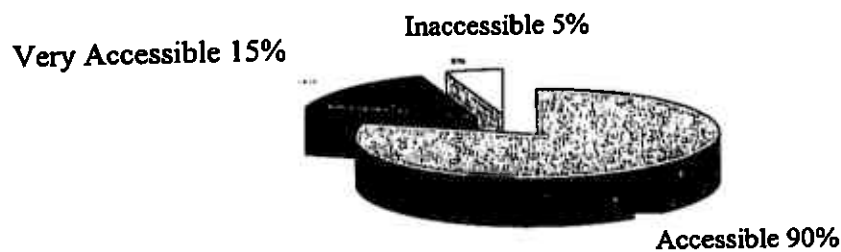
Professional Qualification	Headteachers			Teachers		
	Frequency	Percent	Valid Percent	Frequency	Percent	Valid Percent
Untrained Teacher (UT)	0	0.0	0.0	3	3.5	3.6
Primary Teacher Two (P2)	0	0.0	0.0	3	3.5	3.6
Primary Teacher One (P1)	12	60.0	60.0	65	75.6	77.4
Approved teacher Status (ATS)	8	40.0	40.0	12	14.0	14.3
Diploma Teacher	0	0.0	0.0	1	1.2	1.2
Total	-	-	-	84	97.7	100.0
Missing	-	-	-	2	2.3	-
Total	20	100.0	100.0	86	100.0	100.0

From Table 4.5 it is revealed that 60.0% headteachers were P1 with the remaining 40.0% being of the Approved Teacher Status (ATS). The study also revealed that most teachers in the survey were P1 certificate holders (77.4%), 12 (14.3%) of the teachers were approved teacher status and 1 (1.2%) was a diploma teacher. This is an indication that all the headteachers and most teachers had professional qualification required by the government to teach in public primary schools. This finding concurs with Abagi et al (1997) who noted that professionally trained teachers are more efficient and effective than untrained ones.

4.2.5. Accessibility of Schools

The geographical location of schools was used in this survey to test the hypothesis that location in relation to main communication lines affected access to school and this could in turn affect the number of students in schools. The findings are as shown in Figure 4.1.

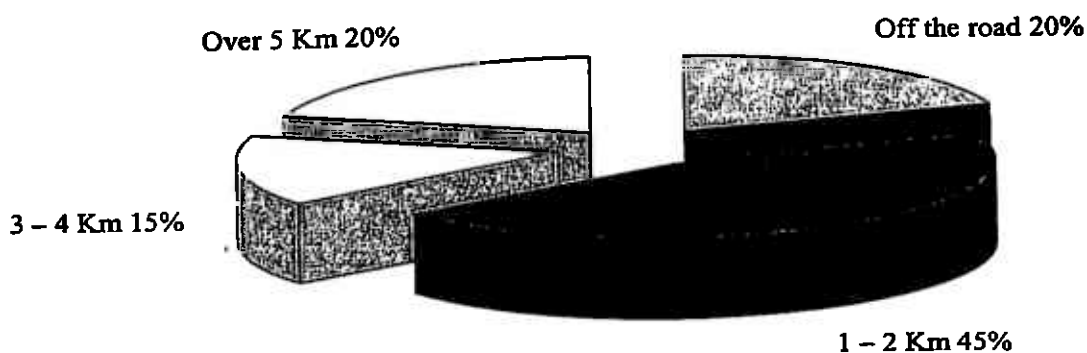
Figure 4.1: Accessibility of Schools



The result of the survey indicated that most headteachers felt that their schools were accessible (80.0%) and if those who indicated very accessible status were included, 95.0% of the schools were then accessible to main communication lines in Ndhiwa Division.

Accessibility of schools was further measured in terms of distance from main roads in Ndhiwa and the result was that 45.0% of the schools were 1 – 2 Km from the main road. A number of schools were off the road (20.0%) or over 5 Km (20.0%) from the main road or 3 – 4 Km (15.0%) from the main road, together making 55.0% of all the schools in the survey. This meant that most of the schools (60.0%) in the survey were accessible but some distance from the main road. The findings are as shown in Figure 4.2.

Figure 4.2: Distance of School from the Main Road



4.2.6. School's Performance in KCPE (2003-2005)

It was assumed that the implementation of FPE could interfere with schools performance as it affected teacher-pupil ratio in schools. The general picture was that performance tended to improve thus negating the assumption of decline in performance with the declaration of FPE. The findings are shown in Table 4.6.

Table 4.6: School's Performance in KCPE (2003-2005)

Year	2003		2004		2005	
	F	%	F	%	F	%
Excellent	-	-	1	5.6	2	10.5
Above average	3	17.6	4	22.2	4	21.1
Average	8	47.1	10	55.6	12	63.2
Bellow average	6	35.3	3	16.7	1	5.3
Total	17	100.0	18	100.0	19	100.0

From Table 4.6, only 11 (64.7%) of the schools recorded average and above average performance in KCPE in 2003, while 15 (83.4%) schools in 2004 and 18 (94.8%) schools in 2005 recorded average, above average and excellent performance. It was also noted that the number of schools that recorded bellow average performance declined from 6 (35.3%) in 2003, 3 (16.7%) in 2004 to 1 (5.3%) in 2005. Improvement in performance could be attributed to: Consistency on pupils attendance in class, hence more contact hours the pupils has with the teacher and provision/availability of teaching and learning materials enabling teachers and pupils to prepare adequately for their lessons. The findings on the number of contact hours concurs to the research findings of Comber and Keeves (1973), who noted that the more hours allowed to institutions in a given subject, the higher the achievement of the learner.

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4.2.7. Number of Streams in Schools

With the introduction of FPE, it was expected that enrolment would go up and this would necessitate creation of more streams. The study sought to find out whether more streams were created as a result of increased enrolments and the findings are as shown in Table 4.7.

Table 4.7: Total Number of Streams (2003-2005)

2003		2004		2005	
No. of Streams	Percent	No of Streams	Percent	No. streams	Percent
8	66.7	8	60.0	8	52.9
9	6.7	9	13.3	9	5.9
10	6.7	10	6.7	10	11.8
11	6.7	11	6.7	12	5.9
13	13.3	13	13.3	13	5.9
-	-	-	-	14	17.6

Table 4.7 shows that the results of number of streams analysis indicated that most schools had 1 stream classes between 2003 – 2005. In 2003, 66.7% of schools had one stream, while 60.0% and 52.9% of schools in 2004 and 2005 respectively had one-stream classes. However, analysis per level of classes indicated that most schools tended to have two stream classes in classes 1 to 3 and one stream in upper classes with classes 7 and 8 having very few pupils. These findings concurs with research findings of Odali (1984), who noted that with the declaration of FPE, in

1974, led to increase in enrolment leading to construction of new primary school buildings.

4.2.8. Staffing in Schools

With implementation of FPE, enrolment increased and this meant increase in the number of teachers in schools. The study therefore sought to find out the number of teachers per school by gender and the results are as shown in Table 4.8.

Table 4.8: Number of Teachers in Schools by gender

No. of Teachers	Female		Male		Total (%)
	Frequency	Percent	Frequency	Percent	
0	1	5.0	-	-	5.0
1	9	45.0	-	-	45.0
2	4	20.0	1	5.0	25.0
3	-	-	2	10.0	10.0
4	4	20.0	9	45.0	65.0
5	2	10.0	4	20.0	30.0
6	-	-	2	10.0	10.0
7	-	-	2	10.0	10.0
Total	20	100.0	20	100.0	-

Table 4.8 shows that availability of teachers in this survey was based on number of teachers and this was refined by gender. Number of teachers by gender in all the schools included in the survey ranged from 0 to 7 and most of the teachers were

male. There was one school that had no female teacher (5.0%) and most schools tended to have 4 teachers (65.0%) of which 20.0% were female teachers and 45.0% were male teachers. Most schools tended to have 1 female teacher (45.0%) and 4 male teachers (45.0%). Conclusion from this observation was that there were more male teachers than there were female teachers in schools in Ndhiwa Division and that the four teachers against eight streams indicated understaffing. This concurs with TSC Survey (Teachers' Image Vol., 5. 2003) and report by East African Standard (27th of May 2004).

4.3. Data Analysis

In this section, the data reported was analysed question by question stating method of analysis of data to the question. The findings were then presented in frequencies and percentage and then discussed. The study had six research questions.

4.3.1. To what extent does the staffing level in public primary schools in Ndhiwa Division affect the process of implementing free primary education?

This research question was analysed by frequency tallies and percentages of responses by headteachers on questions on the number of teachers available in schools, the number they require and the deficit. Shortage of teachers was also analysed in terms of the number of enrolments and the number of streams. The study further analysed staff availability in terms of numbers. Headteachers also provided information on stop-cap teachers available in their schools. The findings are shown on Table 4.9 and 4.10.

Table 4.9: Number of Teachers in Schools

Number of teachers in school			Number required			Deficit		
N	F	%	N	F	%	N	F	%
5	4	20.0	8	6	30.0	1	1	5.0
6	6	30.0	9	4	20.0	2	8	40.0
7	4	20.0	10	5	25.0	3	3	15.0
8	5	25.0	13	2	10.0	4	2	10.0
10	1	5.0	14	3	15.0	5	3	15.0
Total	20	100.0	Total	20	100.0	6	2	10.0
	-	-	-	-	-	7	1	5.0
Total	-	-	-	-	-	-	20	100.0

Table 4.9 shows that the total number of teachers staff personnel in schools ranged from 5 to 10 with most schools having between 5 and 7 teachers (70.0%). When teachers staff availability was further assess by number required in schools, it was noted that 8 to 10 were the desired numbers (75.0%), i.e. at least 1 teacher per class. Teachers staff personnel deficit number was mostly 2 (40.0%), especially the range 1 – 3 (60.0%). By stream analysis done earlier, (Table 4.7) it was established that most schools had one stream per class but there was a tendency of having double streams in lower classes (class 1 to 3) in most schools.

Headteachers were asked to provide information on any stopgap measures they took and to provide information about the stopgap teachers and their findings were as shown in Table 4.10

Table 4.10: Professional Qualification of stop-gap Teachers

If you employed, state Professional qualification	Frequency	Percent	Valid Percent	Cumulative Percent
trained P1 teacher	3	15.0	16.7	16.7
Untrained KCSE graduate	14	70.0	77.8	94.4
P1/UT KCSE	1	5.0	5.6	100.0
Total	18	90.0	100.0	-
Missing	2	10.0	-	-
Total	20	100.0	-	-

The findings on Table 4.10 show that most headteachers (80.0%) managed shortages of teachers by employing stopgap teachers, 10% had classes in shifts and 10% did nothing about the shortages. Table 4.10 shows that the stopgap teachers were mostly untrained KCSE graduates (77.8%) although some schools employed trained P1(16.7%) teachers. The study also indicated that 70.5% of the stopgap teachers were generally low paid with most earning 1000 – 2000 Kenya shillings per month. The source of money was indicated as: contributions from parents, FPE allocations for support staff and through fund raising. It can be concluded that although the teachers were available, their number was inadequate. The stopgap teachers employed by school committees did not have relevant professional qualification. This could affect the process of implementing free primary education.

4.3.2. How does availability, adequacy and conditions of physical facilities in public primary schools in Ndhiwa Division affect the process of implementing free primary education?

The responses to this research question were analysed by frequency tallies to questions related to availability, adequacy and conditions of physical facilities such as desks, playing fields, classrooms, stores, water tank, toilets, workshops, and libraries. The physical facilities were assessed in terms of numbers and sharing ratio. The results are shown in Table 4.11 and 4.12.

Table 4.11: Adequacy of Desks

Adequacy of Desks	Frequency	Percent	Valid Percent	Cumulative Percent
Adequate	31	36.0	42.5	42.5
Inadequate	42	48.8	57.5	100.0
Total	73	84.9	100.0	-
Missing	13	15.1	-	-
Total	86	100.0	-	-

From Table 4.11, assessment on adequacy of desks revealed that 57.5% reported inadequate while 42.5% reported having adequate desks. It was also observed that certain classes in some schools did not have even a single desk and were sitting on stones. Assessed in terms of ratio, most schools reported a sharing ratio of 1:3 and 1:4 which is 45.0% and 19.8% respectively. A ratio of 1:5 and 1:6 were also observed.

Classrooms were assessed in terms of numbers available, 74.5% of the schools had 8 classrooms although it was observed that 2 (3.6%) of the schools had only six

classrooms meaning that pupils were learning under trees. There was also a likelihood of having double classrooms in lower primary classes and this explains why certain schools had up to 12 classrooms (14.5% of the schools had between 9 – 12 classrooms).

Table 4.12: Adequacy of Classrooms

Adequacy of Classroom	Frequency	Percent	Valid Percent	Cumulative Percent
Excess	1	1.2	1.4	1.4
Adequate	35	40.7	47.9	49.3
Inadequate	37	43.0	50.7	100.0
Total	73	84.9	100.0	-
Missing	13	15.1	-	-
Total	86	100.0	-	-

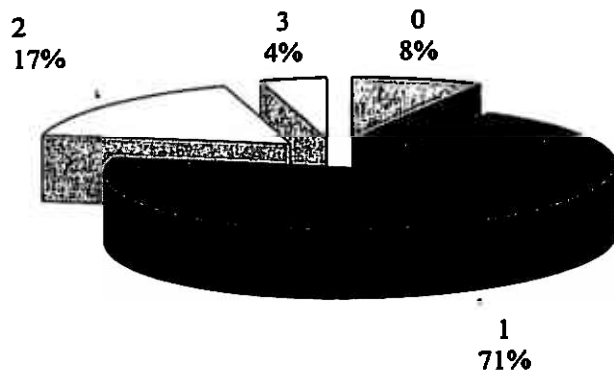
Table 4.12 findings indicate that 50.7% of teachers said classes were inadequate while 47.9% ranked them as adequate with 1.4% saying that they were excess. Conditions of these classrooms as was observed by the researcher revealed that most of schools had semi-permanent classrooms which had leaking roofs, crumbling walls, dusty, muddy and potted floors, no window and door shatters, poor ventilation, and liable to interference from outside and other classes often looked overcrowded because of classroom sizes.

It was also noted that a number of schools (11) in the survey had permanent classrooms still under construction or near completion. The number of permanent classrooms in various stages of construction ranged from 1 – 6 classrooms. These

constructions were financed by the NGO's CDF funds and community initiatives. It is a pointer towards good classrooms in future should the initiative and support from the government, NGOs and community continue.

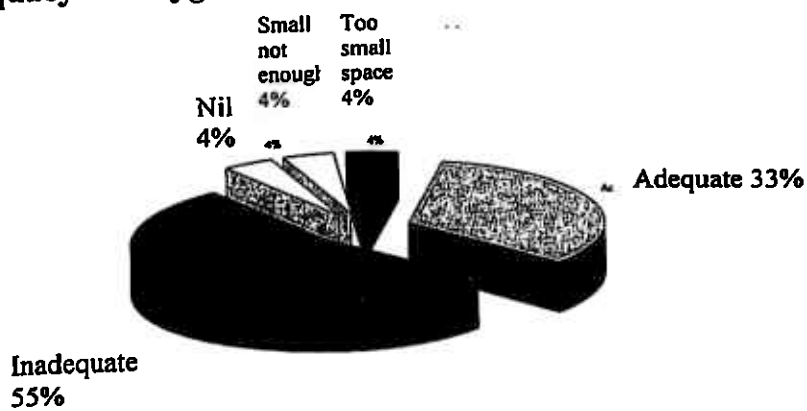
Observation from the checklist indicated that 70.8% of the schools had 1 play ground, while 2 schools were without designated play fields, as indicated in Figure 4.3 and Figure 4.4.

Figure 4.3: Number of Playgrounds



On the conditions, adequacy and maintenance of playgrounds 54.2% were largely found to be inadequate although 33.3% indicated adequacy.

Figure 4.4: Adequacy of Playgrounds

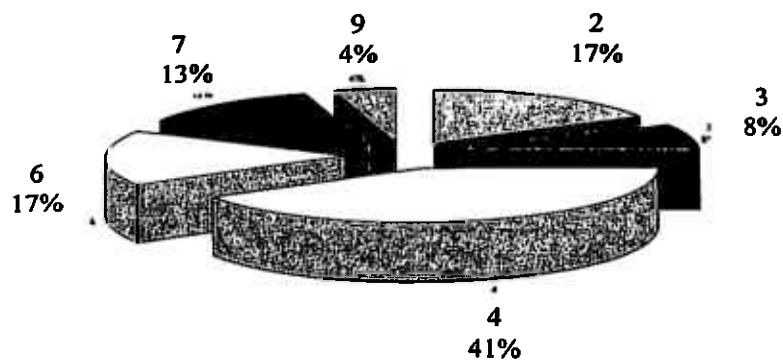


Data from the teachers revealed that 50.0% schools had adequate play fields while 48.6% had inadequate play fields. This contradicts the findings in the observation schedule.

The study revealed that 50.0% of the schools used water tanks as a source of water and 25.0% used both water tanks and boreholes. Most schools had installed their water tanks but were largely inadequate (had no water). It was also noted from the findings that 95.8% of the schools said that water from the tank and boreholes were safe for drinking. Data from teachers revealed that 61.8% considered water tanks as inadequate while 30.9% said they were adequate and 7.4% said the tanks were not available.

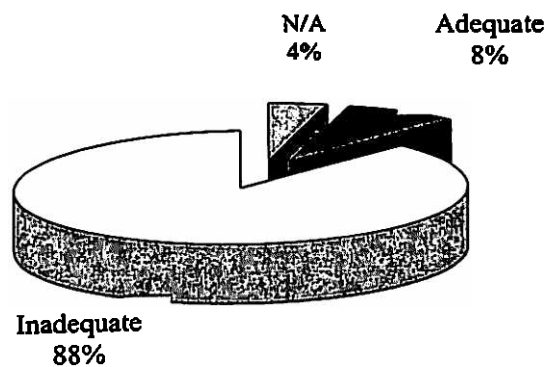
Toilet facilities are usually a requirement in schools and in the checklist survey, number of toilets ranged from 2 to 9 door toilets with the most frequent number being 4 (41.7%). The numbers 2 and 6 were next most frequent (16.7% each). Generally, all schools covered in the checklist survey had toilets. Figure 4.5 and Figure 4.6 give an indication of toilet facilities.

Figure 4.5: Number of Toilets



The toilets, though available, were observed to be in most cases inadequate (87.5%) with only 8.3% having adequate toilet facilities.

Figure 4.6: Adequacy of Toilets



Data from the teachers corroborated the above findings indicated that the number of toilets tended to range between 3 – 4 toilets 63.3%. In terms of adequacy, 66.7% of the teachers considered the number of toilets in their schools as adequate. It can be noted that the number of toilets in a school would be determined by the enrolment levels in that school.

It was noted that in all the schools surveyed, there were no specific rooms designated as libraries, workshops, special rooms and stores. So no comment could be made on their conditions and adequacy. Though physical facilities were observed as inadequate, they were nevertheless available. Schools physical facilities have effects on performance, (Ayoo, 2002, Eshiwani, 1983 and Wamahiu et al, 1992). Findings of Otwani (2004), Kaseve (2004) and Republic of Kenya (2003) indicate that

inadequate physical facilities are an impediment to implementation of free primary education.

Headteachers and teachers were asked to evaluate the conditions of these physical facilities and their findings are shown in Tables 4.13 and 4.14.

Table 4.13: Headteachers' Rating of Conditions of physical facilities in schools

Condition	Desks (%)	Play fields (%)	Classrooms (%)	Stores (%)	Textbooks (%)	Toilets (%)	Water tank (%)	Workshops (%)
Lacking	5.0	10.0		75.0		15.0	10.0	94.4
Good	25.0	25.0	15.0	10.0	36.8	30.0	50.0	-
Fair	55.0	60.0	40.0	15.0	52.6	45.0	40.0	5.6
Poor	15.0	5.0	25.0	-	10.5	10.0	-	-
Very poor	-	-	20.0	-	-	-	-	-

From Table 4.13, the findings are that desks (55.0%), playfields (60.0%), classrooms (40.0%), textbooks (52.0%), and toilets (45.0%) were largely considered as fair. This meant that the facilities were available and usable but could do with some maintenance and upgrade. Water tanks and textbooks tended to have fairly favourable conditions. It was further established that 50.0% of water tanks were rated as good.

Table 4.14: Teachers' Rating of Conditions of Physical Facilities in Schools

Facility	Lacking		Good		Fair		Poor		Very poor	
	F	%	F	%	F	%	F	%	F	%
Desks	5	6.1	27	32.9	44	53.7	6	7.3	0	0
Play fields	3	3.7	33	40.7	40	49.4	3	3.7	2	2.5
Classrooms	0	0	20	24.7	36	44.4	15	18.5	10	12.3
Stores	44	57.1	11	14.3	13	16.9	7	9.1	2	2.6
Textbooks	1	1.2	35	43.2	41	50.6	4	4.9	0	0
Toilets	0	0	31	38.8	34	42.5	13	16.3	2	2.5
Water tanks	15	18.5	36	44.4	20	24.7	10	12.3	0	0
Workshops	70	94.7	0	0	1	1.3	0	0	3	4.0
Total	138		193		229		58		19	

From Table 4.14 desks 53.7%, playing field 49.4% classrooms 44.4% textbooks 50.6% and toilets 42.5% were largely assessed as fair by teachers. Water tanks were 44.4% were considered as good by the teachers. Assessment of conditions of physical facilities by both headteachers and teachers were the same.

4.3.3. To what extent are teachers effective in curriculum implementation in public primary schools in Ndhwa Division following the declaration of free primary education?

The research question was analysed using frequency tallies and percentages of responses to questions on lessons supervisions, unattended lessons if all teachers are engaged, remedial measures to unattended lessons, headteacher rating of teachers' effectiveness of teachers in curriculum implementation and availability and adequacy of teaching and learning materials and how regular teachers give and mark

assignments and homework. The findings are tabulated in Table 4.15, 4.16, 4.17 and figure 4.7.

Table 4.15: Lesson supervision by Headteachers

Lesson supervision by headteachers	Frequency	Percent	Cumulative Percent
Weekly	3	15.0	15.0
Monthly	15	75.0	90.0
Termly	2	10.0	100.0
Total	20	100.0	-

Table 4.15 indicates that lesson supervisions were mostly on a monthly basis (75.0%), followed by weekly (15.0%) and termly (10.0%). The MOEST requirement is that headteachers supervise teachers' attendance of classes on daily basis and the monthly basis therefore meant less effectiveness in supervisions in schools of Ndhiwa division.

To determine the reasons for less regular supervisions, the study considered a scenario where all teachers were engaged in class lessons. This scenario was then considered in terms of unattended classes and the result was nearly all schools had some classes unattended, which in most cases was more than one class (85.0%). These were a clear indication of shortage of teachers in schools of Ndhiwa division and therefore could have been the reason for less regular supervision of lessons by headteachers. The implication of unattended classes means that the pupils do not get specified contact hours and the result is that the system is inefficient. Extra hours

created outside normal classroom hours make teachers services to become costly to parents and the government. This finding concurs with research findings of Eshiwani (1993) and Abagi, et al (1997). The remedial measures taken by teachers to make-up for lessons that were not attended during scheduled hours in school timetable were through morning, evening and night preps and through weekend and holiday tuition. More hours allowed by institutions in a given subject, the higher the achievement of the learner, (Comber, et al, 1973). Curriculum delivery was also measured by effectiveness of teachers and the results indicated in Table 4.16.

Table 4.16: Headteachers' rating of Teachers Effectiveness in Curriculum implementation

Effectiveness of teachers in curriculum implementation	Frequency	Percent	Valid Percent	Cumulative Percent
Above average	3	15.0	15.0	20.0
Average	13	65.0	65.0	85.0
Below average	3	15.0	15.0	100.0
N/A	1	5.0	5.0	5.0
Total	20	100.0	100.0	-

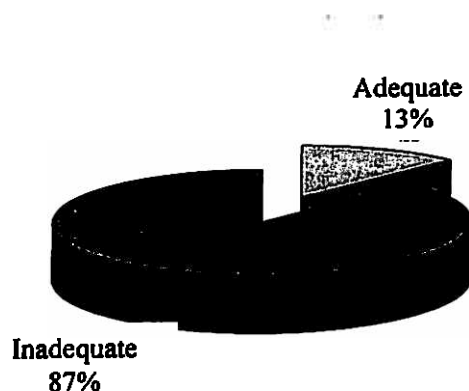
According to Table 4.16, most headteachers considered their teachers as average or above average in delivery of curriculum (80.0%). This rating of teachers' effectiveness in curriculum delivery could be the explanation for the improvement in KCPE examination performance in the division between 2003 and 2005. The noted effectiveness of teachers in curriculum implementation could have been due to the fact that most teachers were professionally trained. This finding concurs with those

of World Bank (1978) and Comber, et al (1973). Teaching and reference materials were available.

To assess how effective the teachers were in curriculum instruction, the study sought to determine the availability of teaching and learning materials and the results indicated that pens, pencils and exercise books were available and adequate each pupils had his own.

The checklist established that textbooks were available in most schools but largely found to be inadequate 87.5% as learning facilities. Most common sharing ratio of textbooks was 1:4 (45.8%) and 1:3 (33.3%). No school had a sharing ratio of 1:1 or 1:2 as recommended by the ministry, (GoK, 2003). A sharing ratio above 1:5 were observed in some schools. This information is summarised in Figure 4.7.

Figure 4.7: Adequacy of Textbooks



Teaching aids reference materials and teachers guide could not be availed in terms of numbers available but were observed to be available but inadequate.

Teachers were also asked whether they give regular assignments and homework to pupils and the results are as indicated on Table 4.17.

Table 4.17: Frequency of giving assignments and homework

Frequency of assignments and homework	Frequency	Percent	Valid Percent	Cumulative Percent
No	11	12.8	12.9	12.9
Yes	74	86.0	87.1	100.0
Total	85	98.8	100.0	-
Missing	1	1.2	-	-
Total	86	100.0	-	-

Table 4.17 shows that 74 (87.1%) of teachers give regular assignments and homework while 11 (12.9%) do not. Asked on how many questions they give in assignments and homework, the response was that 56 (69.1%) of teachers give between five to ten questions and 23 (28.4%) give above ten while 2 (2.5%) give below two questions.

It can be observed that most teachers give regular assignments and homework to their pupils and this could explain the improvement in KCPE performance realised in 2005. The findings concur with those of Chieflbein and Simon (1981) and Eshiwani (1993). It can be pointed out that teachers are committed to implementing FPE and teaching and learning materials were available. The inadequacy observed cannot hinder successful implementation of FPE.

4.3.4. What form of indiscipline are experienced in public primary schools among pupils of diverse socio-cultural background in schools that may affect the process of implementing free primary education?

This research question was analysed by frequency tallies and percentages, for each individual question by finding headteachers and teachers' responses on whether schools experience indiscipline, rating of discipline among the over age enrolled in their schools and common form of indiscipline among them. The findings are as shown on Tables 4.18, 4.19, 4.20 and 4.21.

Table 4.18: Disciplinary problems in schools as reported by headteachers

Disciplinary problems in school	Frequency	Percent	Valid Percent	Cumulative Percent
Yes	15	75.0	78.9	100.0
No	4	20.0	21.1	21.1
Total	19	95.0	100.0	-
Missing	1	5.0	-	-
Total	20	100.0	-	-

Table 4.18, indicates that most headteachers (78.9%) had experienced disciplinary problems in schools while 21.1% had not. Disciplinary problems in schools was further analysed in terms of who was involved and in this study, the assumption was that pupils of different socio-cultural backgrounds and were over age had enrolled back in schools thus increasing cases of indiscipline. So the need to rate their indiscipline and their findings are as shown in Table 4.19.

Table 4.19: Headteachers Rating of indiscipline among pupils of 14 to +25 years of age

Rate	14 – 19		20 – 24		25+	
	F	%	F	%	F	%
High	1	6.7	1	16.7		
Moderate	12	80.0	3	50.0	2	66.7
Low	2	13.3	2	33.3	1	33.3
Total	15	100.0	6	100.0	3	100.0

Findings of Table 4.19 indicates that indiscipline among the over-age pupils was moderate. The findings are similar to those of teachers where 58.0% of teachers responded that over-age pupils were not involved in indiscipline, while 42.0% responded otherwise. Their observation is similar to those of headteachers. Rating of indiscipline among the over age as moderate means that most teachers and headteachers understood the kind of pupils they admitted back in school, and were therefore able to handle most of the discipline problems effectively. The findings concur with those of Mbiti (1974) and Griffins (1994).

The rating of indiscipline cases among the over age pupils as average was further analysed by looking at individual types of indiscipline which in this study included absenteeism, truancy, fighting, rudeness and disrespect, failure to do assignment, lateness, dishonesty and theft. The findings are shown on Table 4.20.

Table 4.23: Disciplinary problems in schools as Rated by Headteachers

Rate	Absenteeism		Truancy		Fighting		Rudeness, disrespect		Failure to do work		Lateness		Dishonesty		Theft	
	F	%	F	%	F	%	F	%	F	%	F	%	F	%	F	%
Most common	2	10.0	2	10.5	-	-	2	10.0	2	10.0	4	20.0	2	10.0	-	-
Common	11	55.0	9	47.4	6	30.0	6	30.0	3	15.0	13	65.0	6	30.0	5	26.3
Not common	6	30.0	6	31.6	11	55.0	5	25.0	4	20.0	2	10.0	6	30.0	6	31.6
Little	1	5.0	2	10.5	3	15.0	5	25.0	10	50.0	1	5.0	6	30.0	8	42.1
None	-	-	-	-	-	-	2	10.0	1	5.0	-	-	-	-	-	-
Total	20	100.0	19	100.0	20	100.0	20	100.0	20	100.0	20	100.0	20	100.0	19	100.0

According to Table 4.20, headteachers tended to rate all these types of indiscipline as common but at individual level, lateness (65.0%), absenteeism (55.0%), and truancy (47.4%) were the common types in schools. Fighting and failure to do work assigned were reported to be generally uncommon in schools. Rating by teachers also showed that absenteeism (45.9%) and lateness (36.7%) were most common while rudeness, disrespect (40.3%) failure to do work 39.7% were rare. What emerged from the results was that indiscipline was generally low in schools and where cases were reported, they were rated low by headteachers. Improvement in KCPE examination performance can also be attributed to indiscipline in most schools. This concurs with views of Bushnell, (1973) and Slean (1980) who noted that when behaviours that compete with learning are eliminated, performance tends to improve. Indiscipline therefore is not a hitch to process of implementing free primary education in public primary schools in Ndhiwa Division.

4.3.5. To what extent are the funds provided by the government to public primary schools adequate to facilitate the process of implementing free primary education?

Introduction of FPE in 2003 was accompanied by a firm commitment by the government to allocate adequate funds for the implementation and continuity of the programme. Assessment of this commitment after three years of implementation was done by considering the amount of money allocated for specific projects, money spent on specific projects and adequacy of the allocated funds. Data collected also included whether money was remitted to schools in time and the headteachers' training and experience in school financial management and flexibility in financial spending. Frequencies and percentages were used to analyse the responses and the findings are tabulated in Tables 4.21 and 4.22.

Table 4.21: Headteachers' response of disbursement of funds in time

Response	Frequency	Percent	Cumulative Percent
Yes	2	10.0	100.0
No	18	90.0	90.0
Total	20	100.0	-

The findings on Table 4.21 indicates that 90.0% of the headteachers included in the survey indicated that funds were not remitted in time and this delay could adversely affect the learning environment in schools. Findings from the headteachers indicated that monies allocated for specific project were inadequate.

Having noted the problems with inadequate funding of school projects and delay in remittance of funds, there was need to consider the challenges in financial management. Financial challenges were considered in terms of headteachers experiences in financial management and training. The findings are shown in Table 4.22.

Table 4.22: Headteachers' Experience in School Financial Management

Response	Frequency	Percent	Valid Percent	Cumulative Percent
Low	1	5.0	5.6	5.6
Average	16	80.0	88.9	94.4
High	1	5.0	5.6	100.0
Total	18	90.0	100.0	-
Missing	2	10.0	-	-
Total	20	100.0	-	-

Table 4.22 reveals that most headteachers considered their experience in financial management to be average (88.9%) and this meant that they were not adequately prepared in handling school finances and this could have been the reason for poor financial records and accounting as indicated by the funds and expenditure records. These findings concur with research findings of Odali (1984), Odengero (1985) and Obudho (1987) who noted that the low rating of headteachers in school financial management come out in many studies carried out on problems facing headteachers and administrators.

The study also found that most headteachers (95.0%) had gone through some course in financial management. But most of them 75.0% considered the training courses as inadequate. This explains the average rating in financial management experiences.

The study further sought to find out whether there was flexibility in financial spending. Results indicated that headteachers were in most cases (65.0%) implementing financial decisions made elsewhere. It was not easy therefore to evaluate headteachers in financial management, since they were expected to spend the funds as indicated in the guidelines provided by the Ministry. It can be concluded that financial limitation to process of implementing free primary education could only be due to its inadequacy and late remittance to schools as this makes schools go without basic classroom supplies for large part of the year and this affects learning. This finding concurs with Mbiti (1974).

4.3.6. With the Declaration of FPE are schools still experiencing wastage?

The issue of wastage in this study was assessed first by identifying whether schools experienced increases enrolment in 2003 and 2005, after which the study sought to find out if teachers identified cases of dropout and repetition in their classes. Frequencies and percentages were used to analyse the responses and the findings are in Table 4.23, 4.24, 4.25 and 4.26.

Table 4.23: Enrolment status at the initial implementation phase of FPE

Response	Frequency	Percent	Valid Percent	Cumulative Percent
Yes	19	95.0	100.0	100.0
Missing	1	5.0	-	-
Total	20	100.0	-	-

Table 4.23 indicates that 100% of the headteachers included in the survey if non-response is avoided indicated increased enrolments. To corroborate the above findings, data from the teachers revealed that enrolment in classes after declaration of FPE was high 60.2%. The finding concurs with the report of taskforce (GoK, 2003) and TSC Survey in January to February 2003, (Teachers' Image Vol. 5). However, 59.5% of teachers reported that the number of pupils in their classes was below 40 pupils per class. This is an indication of low enrolment previously and that despite increased enrolments and government recommended class sizes were little affected.

Asked to compare enrolment in 2003 and 2005, 74.0% of teachers responded as high, 21.5% moderate, while 3.8% responded on enrolment as low. This is as shown Table 4.24.

Table 4.24: Comparisons of Enrolment in 2003 and 2005 as reported by Teachers

Response	Frequency	Percent	Valid Percent	Cumulative Percent
High	59	68.6	74.7	74.7
Moderate	17	19.8	21.5	96.2
Low	3	3.5	3.8	100.0
Total	79	91.9	100.0	
Missing	7	8.1		
Total	86	100.0		

Headteachers assessment of enrolment in their schools in 2005 was that 15 (78.9%) of headteachers indicated an increase in enrolment, 3 (15.8%) indicated decline and 1 (5.3%) indicated that enrolment in his/her school remained constant. The findings are shown on Table 4.25.

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Table 4.25: Enrolment status by 2005 as Indicated by Headteachers

Response	Frequency	Percent	Valid Percent	Cumulative Percent
Increased	15	75.0	78.9	78.9
Declined	3	15.0	15.8	94.7
Remained Constant	1	5.0	5.3	100.0
Total	19	95.0	100.0	
Missing	1	5.0	-	-
Total	20	100.0	-	-

Headteachers and teachers were also asked to comment on increase and decline in enrolments in their schools and they gave the following reasons:

1. Removal of levies charged in schools.
2. FPE allowed pupils to enrol in schools again.
3. Transfer from other schools.
4. Good performance in national examinations.
5. Large catchment area of some schools. .
6. Enthusiasm of parents to take their children to school.

Possible explanations for decline in enrolment were:

1. Competition for pupils from other schools in the same catchment area.
2. Joined local labour force in the jaggery.
3. Poverty of the community – poor parents.
4. Poor performance in national exams.
5. Government failure to meet the expectations of both parents and pupils.

Reasons for dropout given by respondents are consistent with World Bank (1990) findings.

The study also sought to find out if there were dropouts and repetition from classes from teachers in 2003, 2004 and 2005, and the results are as shown in Table 4.26 and 4.27.

Table 4.26: Dropout cases in 2003, 2004 and 2005

Response	2003			2004			2005		
	F	%	Valid %	F	%	Valid %	F	%	Valid %
Yes	48	55.8	75.0	49	57.0	75.4	48	55.8	71.6
No	16	18.6	25.0	16	18.6	24.6	19	22.1	28.4
Missing	22	25.6	-	21	24.4	-	19	22.1	-
Total	86	100.0	100.0	86	100.0	100.0	86	100.0	100.0

Findings from Table 4.26 indicated that 75.0% of teachers in 2003, 75.4% in 2004 and 71.6% in 2005 reported that there were dropouts in these years, while 25.0%, 24.6% and 28.4% reported no dropouts. Dropout means that expenses incurred of the pupil are wasted and that the system is inefficient.

Table 4.27: Repetition cases in 2003, 2004 and 2005

Response	2003			2004			2005		
	N	%	Valid %	N	%	Valid %	N	%	Valid %
Yes	59	68.6	86.8	60	69.8	88.2	65	75.6	94.2
No	9	10.5	13.2	8	9.3	11.8	4	47.0	5.8
Missing	18	20.9	-	18	20.9	-	17	19.7	-
Total	86	100.0	100.0	86	100.0	100.0	86	100.0	100.0

The finding of the study was that 86.0% of the valid response of teachers in 2003, 88.2% in 2004 and 94.2% in 2005 reported repetition cases in their classes, while 13.2% of teachers in 2003, 11.8% in 2004 and 5.8% in 2005 did not report any

repetition cases in their classes. It can therefore be concluded that repetition and dropout are still common in public primary schools in Ndhiwa Division. Repetition means increased extra expenditure and years increased to produce one primary school completer. It also suggests that the system is inefficient. This finding concurs with those of UNESCO (1977, 1982) and Psacharopolous and Woodhall (1985).

Other than the research questions, the study sought teachers' views on what the government should do to make FPE successful and their responses were:

1. Allocate funds for medical care.
2. Provide free secondary education.
3. Reduce the cost of secondary education.
4. Teachers to attend regular in-service courses.
5. Improve quality of physical facilities like classrooms.
6. Proper auditing of the school funds.
7. Improve school management by appointing educated people in school management committees.
8. Provide feeding programmes in school.
9. Provision of teaching and learning facilities in time.
10. Government to ensure that there is close supervision.
11. Sensitise stakeholders on their role in FPE.
12. Government to take care of ECD – provide free nursery education.
13. Government to provide instructional materials directly to schools.
14. The government to introduce special units for the disabled pupils.
15. Immediate replacement of retired and dead teachers.

16. Create ways of exploiting community initiatives in education.
17. Review teachers' scheme of service to ensure flexibility in promotion of teachers.
18. Better payment of teachers – increase teachers' salaries.
19. Involve teachers in planning of education.

It can therefore be noted that repetition and dropout may hinder the achievement of objectives of free primary education of access, retention and completion.

CHAPTER FIVE

SUMMARY, CONCLUSION AND RECOMMENDATIONS

5.0. Introduction

This chapter presents the summary of the study, conclusions drawn from the findings of the study and recommendations for possible action and topics for further research.

5.1. Summary of the Study

When the government announced the implementation of free primary education in 2003, parents and the public applauded the government policy. Immediately obstacles to implementation were observed and the magnitude of which had not been anticipated. It is on this principle that the study sought to access the process of implementing free primary education.

The study dealt with the background to the study, statement of the problem, the purpose of the study, research questions, significance of the study, limitations and delimitations of the study, basic assumptions of the study, definition of significant terms and general organisation of the study. Literature review was done on issues of free primary education and conceptual framework was included in chapter two.

The study presented the methodology used to carryout this study and ex-post-facto research design was used. Target population consisted of all headteachers and teachers in all public primary school in Ndhiwa Division. The sampling procedure and sample size were set out along with research instruments and their validity and reliability. Lastly data collection procedures and data analysis techniques have included.

The data collected was reported, analysed and findings discussed. In the reporting of data, rate of return of questionnaires was given and in analysing the data, statistical package for social sciences (SPSS) was used. Research questions were analysed using frequency tallies and percentages. Summary of the study, findings and conclusions of the study have been spelt out. Recommendations made and topics for further research suggested.

5.2. Conclusions of the Study

From the foregoing data report and analysis, the following findings and conclusions were made:

1. Most of the headteachers and teachers had relevant academic and professional qualification required to teach in primary schools. Most were of O' level and P1 qualification. A number of teachers also had diploma qualifications.
2. Most schools were accessible to main communication line and enrolment in schools were therefore not affected by accessibility of schools.
3. Most schools had one-stream classes between 2003 and 2005 but there were tendencies of a number of streams increasing in 2005 with the lower classes having double streams.
4. School performance in KCPE tended to improve as the number of schools registering below average performance declined.
5. Under staffing was noted as a major problem in all the schools surveyed in the study with most schools reporting a deficit of between 2 – 4 teachers. It is worth to note that the headteachers and the community have taken an initiative to

manage the deficit by employing at least one teacher paid by the community and FPE allocation for support staff.

6. Inadequacy of physical facilities especially the classrooms is still a major challenge to successful implementation of FPE. Existing classrooms were smaller in size and cannot accommodate many desks. A number of schools had started putting up permanent classrooms through a Constituency Development Funds allocation, community initiative and non-governmental organisations' support. It was noted that the government had allocated funds for construction of toilets and purchase of water tanks but these were still inadequate compared to school enrolments.
7. Though increase in enrolment had been realised since 2003 the classes were still manageable with most classes having below 40 pupils. Most worrying was the ratio of teachers per stream. Enrolments could be low but the pupils are spread in all classes.
8. Finances were generally observed to be available but inadequate to finance the government sponsored projects. Late disbursement of funds to schools and headteachers' little experience in school financial managements were observed in the schools that were surveyed. This could be a problem to successful implementation of FPE.
9. Teachers were generally identified as effective in curriculum implementation, though they were not regularly supervised and they made attempts to make up for lessons that were missed during regular teaching hours. What is not clear was

whether it is done at some cost or freely provided. Improvement in realising KCPE examination was an indicator of efficiency of curriculum implementation.

10. Indiscipline was not a major problem in most schools. It was rated as average and the most common indiscipline problem noted as absenteeism and lateness. It was therefore not a hindrance to process of implementing FPE.
11. Cases of repetition of class and dropout were recorded. Though headteachers 3 (15.0%) recorded dropout, several teachers indicated increase in cases of dropout and repetition in 2005. This makes the system wasteful and inefficient and could therefore hinder the achievement of objectives of free primary education.

5.3. Recommendations

The following recommendations were made by the researcher based on the findings of the study:

1. The Ministry of Education should urgently establish the shortfalls in the teaching force in public schools and recruit more teachers and post them to the schools affected. Demand driven policy currently used in secondary schools in the country could be used to ensure the teachers posted to those schools stay there for a minimum number of years before seeking for transfer. This will ensure stability in staffing in those areas.
2. There is urgent need to provide adequate physical facilities especially classrooms and toilets. Permanent classrooms (of standard sizes) complete with lockable doors and windows. A fraction of CDF funds should be purposely channelled for this.

3. A course in school financial management be made compulsory for training teachers. It should be part of teacher education syllabus and compulsory in teacher training institutions. As at now, the headteachers and deputy headteachers should be trained in various aspects of financial management of accounting and record keeping procedures. Disbursement of funds to schools be done in time to avoid delays in purchase of learning and teaching materials.
4. There is an urgent need to identify continued reasons for dropout and repetition in public primary schools as it is expensive for the government and parents to finance pupils in school at the same level repeatedly. A government policy on repetition must be enforced to minimise government expenditure and to ensure that objectives of FPE are met.
5. The government ought to develop a policy to exploit community potential and encourage community initiative in the development of education. Community involvement in education must be encouraged.

5.4. Suggestions for Further Research

From the research findings and the subsequent recommendations made, the following suggestions for further research were made:

1. There is need for research to be done to determine the quality and efficiency of Free Primary Education.
2. The research covered only Ndiwa Division of Homa Bay District. There is need for a similar assessment to be done for the whole district and or replicated in other parts of the country.

3. A research needs to be done to investigate the phenomena of repetition and dropout despite FPE.

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APPENDICES

APPENDIX A

LETTER OF INTRODUCTION TO RESPONDENTS

Akoko Geoffrey Jonah,
University of Nairobi,
P.O. Box 92,
KIKUYU.

1st September, 2004.

Dear Sir/Madam,

**RE: QUESTIONNAIRE ON ASSESSMENT OF PROCESS OF IMPLEMENTING
FREE PRIMARY EDUCATION IN NDHIWA DIVISION OF HOMA-BAY
DISTRICT**

I am a master of education student at the University of Nairobi carrying out research on the above issue.

It's my humble request that you assist me by filling in the questionnaire as correctly and honestly as possible. Be assured that your identity and answers will be treated with **UTMOST CONFIDENTIALITY** and the information given shall strictly be used for the purpose of this research.

I take this opportunity to thank you for your willingness to participate in this important exercise in advance.

Your sincerely,

AKOKO, G. JONAH

APPENDIX B

HEADTEACHERS' QUESTIONNAIRE

This questionnaire is for the purpose of research as explained in the introductory letter. Please note that the information given here will be kept strictly confidential. Please respond to the questions as honestly as possible. Do not indicate your name or any other form of identification.

Section A: Instructions of completion of the questionnaire

Please indicate the correct option by ticking (✓) in the box provided. For the Structured questions use the space provided.

1. What is your gender?

Male Female

2. What is your marital status?

Single Married

Others (Specify)

3. Indicate your age bracket in years

Under 20 years 20 – 29 years 30 – 39 years

40 – 49 years Over 50 years

4. How long have you served as a headteacher?

Below 5 years 6 – 10 years 11 - 15 years

16 – 20 years Over 20 years

5. What is your teaching experience in years

Below 10 years Over 20 years 10 to 19 years

6. State your academic qualification

KJSE KCE (O' Level) EACE KCSE

KACE (A' Level) Diploma

Degree

Others (Specify)

7. What is your professional qualifications

- Untrained teacher (UT) Primary Teacher Three (P3)
 Primary Teacher Two (P2) Secondary Teacher One (S1)
 Approved graduate Teacher (ATS) Diploma Teacher
 University Graduate Primary Teacher One (P1)
 Others (Specify)

Part B: Particulars about the School

1. Describe the geographical location of your school to main communication line (Road) in terms of accessibility.

- Accessible Very accessible Inaccessible

2. How far is the school from the main road?

- Off the road 1 – 2 Km
 3 – 4 Km Over 5 Km

3. State the number of teachers in your school

- Male Female

4. Number of students in your school per class and number of streams between 2003 and 2005.

Number of students per class				Number of Streams			
Class	2003	2004	2005	Class	2003	2004	2005
1				1			
2				2			
3				3			
4				4			
5				5			
6				6			
7				7			
8				8			
Total				Total			

5. Indicate the academic qualification of the teachers in your school in the table below.

Academic Qualification	Male	Female	Total
KJSE			
KCE/EACE (O' Level) KCSE			
KACE/EAACE			
Diploma			
Degree			
Others (Specify)			
Total			

6. Indicate the professional qualification of the teachers in your school.

Professional Qualification	Male	Female	Total
Untrained teacher (UT)			
Primary Teacher Three (P3)			
Primary Teacher Two (P2)			
Primary Teacher One (P1)			
Secondary Teacher One (S1)			
Approved Teacher Status (ATS)			
Diploma Teacher			
Degree Holder			
Others (Specify)			
Total			

7. How would you describe your school's performance in KCPE in 2003, 2004 and 2005?

	Excellent	Above Average	Average	Bellow Average
2003				
2004				
2005				

Section C: An Assessment of Challenges of Implementing Free Primary Education in Your School

1. Did you experience an increased enrolment in your school as a result of free primary education in January 2003?

Yes No

2. Has the enrolment increased or declined or remained constant by 2005?

Increased Declined Remained constant

3. If it has declined Account for the decline.

Reasons for Decline	Yes	No
Dropped out of school		
Repeating		
Transferred to other schools		
Do not know where they are		
Joined vocational training		

4. How can you rank the availability of physical facilities; desks, classrooms, play fields, schools compound and books in school.

Facility	No	Sharing Capacity/Ratio	Not Available	Excess	Adequate	Inadequate
Desks						
Play field						
Classrooms						
Stores						
Class Textbooks						
Toilets						
Water tank, Tap, Boreholes, well, river						
Workshops/ special rooms						
Library						

5. Use of these facilities

(i) Play fields – Is it adequately used? Yes No

(ii) Indicate by tick (✓) the level to which the school participates in games

School Zonal Divisional

District

(iii) Are the library lessons conducted/included in the timetable

Yes No

If yes, how oftenly are they used?

Always Rarely Not Used

6. Describe the conditions of these physical facilities.

Facility	Lacking	Good	Fair	Poor	Very poor
Desks					
Play field					
Classrooms					
Stores					
Textbooks					
Toilets					
Water tank					
Workshops					

7. What do you do to ensure that the facilities are effectively used

.....

.....

.....

8. Below is the list of items budgeted for by the government. State the amount allocated by the government, what you spend and comment on their adequacy.

Items	Amount provided	Amount spent	Comment	
			Adequate	Inadequate
Textbooks				
Games				
Toilets				
Water Tanks				
Land for expansion				
Repair and maintenance				
Accounts clerk				
Watchman				
Others				

9. Is the money provided by the government adequate?

Yes No

If No, what do you do to ensure that it is enough?
.....
.....

10. Does the Money come on time?

Yes No

If No, what do you do in the course of delay?
.....
.....

11. Rate your experiences in school financial managements.

Low Average
High Nil

12. Have you attended any course in financial management?

Yes No

If Yes, (i) indicate the duration of the course.

Less than one month More than one month

Others (Specify)

(ii) Do you think the course prepared you adequately to manage finances?

Yes No

13. Is there flexibility in spending the finances?

Yes No

14. (a) How often do you supervise teachers' lessons

Weekly Monthly Termly
Not at all Yearly

(b) Suppose all teachers are in class, show how many classes go unattended to at any given time?

- One Two Three
 Above three None

(c) How do the teachers make up for the lessons not taught? (Tick in the appropriate box).

- Morning preps Evening preps
 Night preps Holiday and Weekend tuition

15. In your opinion, how effective are teachers in curriculum delivery?

- Above average Average Below average

16. Have you experienced disciplinary problems in school or in class?

- Yes No

17. Are pupils of ages below enrolled in your school?

Age bracket	Yes	No
14 – 19 years		
20 – 24 years		
25 years and above years		

If yes, rate their discipline.

- High..... Moderate Low

18. Rate the following disciplinary problem in accordance to their prevalence.

Rate in terms of 1 – Most Common, 2 – Common, 3 – Not Common, 4 – Little and 5 – none

- Absenteeism
 Truancy
 Fighting
 Rudeness, disrespect to authority, teachers and the monitor

Failure to do work or duties assigned

Lateness

Dishonesty

Theft

19. Please tick the number that gives the correct weight of your problem in the following areas of challenges since the introduction of FPE.

1 – None, 2 – Very little, 3 – Average, 4 – Considerable and 5 – A lot

Problem	Scores				
	1	2	3	4	5
School Management					
Financial Management					
Curriculum and Supervision					
Staff personnel					
Physical facilities					
Community relation					

21. Provide the information on teachers in the table below.

No of teachers in school	Number required	Deficit

22. How have you managed the issue of teachers' shortage (Indicate by a tick)

By employing one

Having classes in shifts

Not done anything

23. If you have employed, state professional qualification.

Trained P1 teacher

Untrained KCSE graduate

Any other (Specify).....

24. (a) How much do you pay him/her Kshs

(b) Indicate the source of money paid to these teachers employed by the school.

.....

.....

APPENDIX C

TEACHERS' QUESTIONNAIRE

This questionnaire has been developed specifically for the purpose of conducting this research. You are therefore assured of utmost confidentiality in treatment of the information that you will provide. Kindly respond as honestly as possible. DO NOT indicate your name.

Section A: Instruction of Completing the Questionnaire

Please, indicate the correct option by ticking (✓) in the appropriate box provided.

For the structured questions use the space provided.

1. What is your gender

Male Female

2. What is your marital status?

Single Married

Others (Specify)

3. Indicate your age bracket in years.

Under 20 years 20 – 29 30 – 39

40 – 49 Over 50

4. How long have you served as a teacher?

Below 5 years 6 – 10 years 11 – 15 years

16 – 20 years Over 20 years

5. What position do you hold in school?

Deputy headteacher Senior master Class teacher

Games teacher Ordinary teacher

Others (Specify)

6. State your academic qualification

KJSE KCE/EACE (O' Level) KCSE

KACE (A' Level) Diploma

Degree

Others

7. What is your professional qualification?

Untrained teacher (UT) Primary teacher three (P3)

Primary teacher two (P2) Primary teacher one (P1)

Secondary teacher one (S1) Approved teacher status (ATS)

Diploma teacher University graduate

Others (Specify)

Section B

8. How many pupils do you have in your class

Bellow 40 41 – 50 Over 50

9. How can you describe the enrolment in your class after the implementation of FPE programme?

Overwhelming Moderate

High Low

10. (a) Compare enrolment in 2003 and 2005.

High Moderate Low

Explain your answer

.....

.....

(b) How many pupils dropped out or repeated your class in the following years?

	2003	2004	2005
Dropout			
Repeated			

11. How can you rank the availability of facilities?

Facility	Not Available	Excess	Adequate	Inadequate
Desks				
Play field				
Classrooms				
Stores				
Class Textbooks				
Toilets				
Water tank, Tap, Boreholes, well, river				
Workshops/special rooms				
Library				

12. Use of these facilities

(i) Play fields – Is it adequately used? Yes No

(ii) Indicate by tick (✓) the level to which the school participates in games

School Zonal Divisional

District

(iii) Are the library lessons conducted/included in the timetable

Yes No

If yes, how oftenly are they used?

Always Rarely Not Used

13. Describe the conditions of these facilities.

Facility	Lacking	Good	Fair	Poor	Very poor
Desks					
Play field					
Classrooms					
Stores					
Textbooks					
Toilets					
Water tank					
Workshops					

14. (a) Are pupils of ages below enrolled in your class?

Age bracket	Yes	No
14 – 19 years		
20 – 24 years		
25 years and above years		

(b) Are the above pupils involved in indiscipline?

Yes No

15. Rate the following disciplinary problems in accordance to their prevalence.

Rate them in terms of 1 – Common, 2 – Most Common, 3 – Not Common, 4 – Little and 5 – None

- Absenteeism.....
- Truancy
- Fighting.....
- Rudeness, disrespect to authority, teachers and the monitor
- Failure to do work or duties assigned
- Lateness.....
- Dishonesty.....
- Theft.....

16. In your opinion, how do you rate the headteacher in terms of the ability to handle the following tasks, since the introduction of FPE?

1 – Very Able, 2 – Able, 3 – Average, 4 – Not Able and 5 – Very Unable

Task	1	2	3	4	5
School Management					
Financial Management					
Curriculum and Supervision					
Staff personnel					
Students personnel					
Physical facilities					
Community relations					

For question 18 to 23, answer by writing 1, 2, 3, 4, 5, in the boxes after the questions depending on the alternatives you have chosen. The alternatives are:

1 - Strongly Agree, 2 - Agree, 3 - Undecided, 4 - Disagree, 5 - Strongly Disagree

18. Teachers are not adequately being in-serviced in regard to implementation of FPE

19. Most teachers are not well-motivated to teach therefore not enthusiastic

20. School committees and other stakeholders are effective in playing their watchdog role in the implementation of FPE

21. Teacher are unable to give individual attention to pupils in class because of over-enrolment

22. Giving of assignment and regular marking of pupils' work are rare in classes especially Insha, composition, English, Kiswahili, Mathematics and General CATS

23. What is your teaching workload per week?

UNIVERSITY OF NAIROBI
EAST AFRICANA COLLECTION

Teaching load	
Expected teaching load	
Over loaded by	
Not over loaded	

24. (a) Do you give regular assignments and homework?

Yes No

(b) How many questions do you give to your pupils in assignments and homework?

Below five Five to ten Above ten

(c) How many assignments do you give per week or per term.

	Week	Term
Below two		
3 – 5		
5 – 10		
Above 10		

25. To make FPE successful, the government should do the following:

	Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree
Employ more teachers					
Motivate teachers					
Add physical/learning facilities					
Improve inspection and guidance					
Increase allocation per child					
Remit money to schools in time					

What else should the government do?

.....

.....

26. Do you consider the following as challenges of implementing free primary education

- Increased pupil -population Yes No
- Shortage of teachers Yes No
- Lack of clear guidelines on admission Yes No
- Lack of consultation with teachers, parents and

communities	Yes	<input type="checkbox"/>	No	<input type="checkbox"/>
Delay in disbursement of funds	Yes	<input type="checkbox"/>	No	<input type="checkbox"/>
Expanded roles that overtax the headteachers	Yes	<input type="checkbox"/>	No	<input type="checkbox"/>

APPENDIX D

SCHOOL OBSERVATION CHECKLIST

Name of school

Type of school.....

Zone

(A) Physical Facilities

Facility	No. Available	Comment on the Conditions Adequacy and Maintenance
1. Classrooms		
1		
2		
3		
4		
5		
6		
7		
8		
2. Playing ground		
3. Library		
4. Toilets		
5. Desks		

Space for expanding physical facilities (Comment)

.....

.....

(B) Teaching and Learning Facilities

Facility	Adequacy	Sharing capacity/ration	Comment
Pens/pencil			
Textbooks			
Teaching Aid			
Teachers' guide			
Reference material			
Teaching staff			
Exercise books			

(C) Personal

Pupils' cleanliness.....

Pupils' uniform

Pupils' behaviour response to bells.....

Comment.....

.....

.....

- Is there boundary (Wall/fence) Yes No
- Is there security guard Yes No
- First Aid kit Yes No

Facilities for co-curricular activities e.g. sports.....

.....

.....

School safety (1 – Good, 2 – fair, 3 – Poor, 4 – Not available)

School water supply

Tap Borehole Well

Tank River

Is water safe for drinking? Yes No