SELECTED ADMINISTRATIVE PROBLEMS FACING PUBLIC PRIMARY SCHOOL MANAGERS IN THE IMPLEMENTING OF FREE PRIMARY EDUCATION IN BORABU DIVISION, NYAMIRA DISTRICT, KENYA

BY

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A RESEARCH PROJECT SUBMITTED IN PARTIAL FULFILLMENT FOR THE REQUIREMENTS OF THE DEGREE OF MASTER OF EDUCATION IN EDUCATIONAL ADMINISTRATION.

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DECLARATION

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

MORIASI GARI

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

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To Almighty Father. Thank you Lord for sustaining and protecting me throughout my study period. Your Praise will always be on my lips. Be glorified God.

DEDICATION

This work is dedicated
to my loving wife
Carren Nyamusi
who provided the moral support
and gave me all the support.
I needed for my studies.

To my lovely children
Moraa. Ombati and Kombo.
Their prayers. patience. love
and tolerance has strengthened me
all the time.

May God bless them mightily!

ABSTRACT

The major developmental goals of the Kenya government is the attainment of Universal Primary Education (UPE) by the year 2005 and Education for all (EFA) by 2015. To achieve this goal, the government has adopted several strategies and measures since independence, the later one being the declaration of Free Primary Education (FPE) in January 2003. However the attainment of the goal of UPE seems to be elusive.

The main objective of this study was to investigate the administrative challenges that public primary school headteachers face in implementing FPE in Borabu division Nyamira District. This was survey research that targeted 57 headteachers of public primary schools were randomly sampled. All the headteachers from the sampled schools participated in this study. The main instrument for data collection was the questionnaires. Document analysis was also done at district offices, division and zonal offices.

The analysis of this data revealed the major administrative challenges that headteachers in public primary schools face in implementing FPE challenges were grouped into four main task areas and the headteachers were required to rank each in order of their seriousness. The most serious was ranked one and the least ranked number seven or eight.

Curriculum and instruction task area challenges were ranked in the following order.

Teaching in overcrowded classrooms, problem of getting along with pupils, problem of planning and organizing school programme, problem of supervising teachers, problem of selecting and acquiring instructional materials for each class, problem of presenting of content/subject matter, inadequate textbooks and exercise books for pupils and inadequate reference books for teachers.

provision of guidance and counselling all students on how to cope with the challenges they face in school and at home with view of working hard to alleviate them through education. conducting seminars for parents on the role of the parent in educating his/her child. improving physical facilities especially the sanitary facilities for the girls and holding parents' meetings/day regularly and other school member with a view of re-evaluating the school progress and activities.

Finally the research explored the relevance of the in-service courses that headteachers undergo as away of tackling the administrative challenges they face. The research revealed that most headteachers had done the following in-service courses:-

Financial management. bookkeeping, management of school resources, management of pupils. students procurement of goods, budget preparation, quality assessment and development and library management.

Lastly. the study gives recommendations that may help to curb the administrative challenges and also offers suggestions for further research.

a). A further study can be conducted on the impact of UPE/FPE on the quality of education offered in public primary schools in Kenya.

b). A study on the impact of in-service courses on headteachers on the general management of the FPE programme need to be done so to find out the actual monitoring and evaluation of the FPE activities.

c). Since this study was limited in one division there is need for replication of this study using larger population of public primary schools in the entire country to elicit a more accurate national perspective on the major administrative challenges public primary school headteachers face in implementing FPE.

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LIST OF ABBREVIATIONS

DEO:	District Education Officer
FPE:	Free Primary Education
IPAR:	Institute of Public Analysis and Research
MDGS:	Millennium Development Goals
MOEST:	Ministry of Education Science and Technology
TSC:	Teachers Service Commission
UNESCO:	United Nations Educational Scientific and Cultural Organization.
UNICEF:	United Nations International Children Education Fund.
UPE:	Universal Primary Education
WB:	World Bank.

CHAPTER ONE

INTRODUCTION

Background of the Study

According to World Bank (2003) on the Millennium Development Goals (MDGs).; all countries are urged to achieve Universal Primary Education (UPE), because education is development. It creates choices and opportunities for people; reduces the twin burden of poverty and disease and gives a strong voice in society. For nations it creates a dynamic work force and well informed citizens able to compete and co-perate globally opening doors to economic and social prosperity (UNESCO, 2003).

United Nations Education Science and Cultural Organizations (UNESCO) further states that the vision to attain universal primary education globally, originally and nationally has been the greatest challenge in the history of education. A nation's children are its greatest resource. The prosperity and quality of life of all nations is destined by today's children ability to solve problems Education unlocks this potential Primary education is its foundation. It helps reduce poverty by mitigating its effects on population, health and nutrition and by increasing the value and efficiency of the labour force.

The right to education was re-emphasized in 1990 when 1500 participants from 155 nations including Kenya and many non- governmental organizations gathered in Jomtien and re-affirmed education as a human right by adopting the World Declaration on Education for All (EFA). Article 1 of this declaration states; "Every person- child, youth, adult shall be able to benefit from educational opportunities designed to meet their basic learning needs. These needs comprises both essential learning tools (such as knowledge skills, values and attitudes) and basic learning content (such as knowledge skills, value and attitudes) required by human beings to be able to survive, to develop their full capacities to live and work in dignity, to participate fully in development, to improve quality of their lives, to make informed decisions and to continue learning" (UNESCO, 2003).

The Concept of Free Primary Education

The first stage of formal schooling is named differently: primary, basic, fundamental or elementary education (Republic of Kenya, 1964. Report 11, p. 27). Even if these terms are in the consulted literature somehow used as synonyms, a differentiation between 'basic' and 'primary' as pointed out by UNICEF (Legal Document 9. No. 9). According to the World Declaration on Education for all, basic education covers the basic learning needs, which are provided by first, by the family, but later, mainly through the primary education (Legal Document 9, No. 9). In other words, basic education is considered as the teaching of those skills that are necessary to function (economically and socially) in society (http://www.answers.com/topic/education).– S. 7 (2) of the Children's Act accords the right to basic education to each child.

Primary education could be defined as the formal basic education given to children in primary schools by primary teachers. It stands in contrast with secondary and third level education as well as nursery school. The age, at which the primary circle begins, and the age of completion may vary in history, culture and policy of any given country. In Kenya, primary school enrolment is usually at the age of six years and completion at fourteen years. This makes a circle of eight years. The service of education is of public nature and has as such to be consistent with namely the principles of equality, in particular equality in educational opportunity, and the principle of non-discrimination. That means that each child is entitled to the provision of education equally and without any discrimination (http://portal.unesco.org/education/en/ev.php).

The Children's Act defines education as the giving of intellectual, moral, spiritual instruction or other training to a child. However, this meaning is too brief in order to reflect the whole scope of the right to education pursuant to Section 7 (2) of the Children's Act. According to the present study, education consists of four elements, which all of them are owed by the State, equally to each child and without any discrimination: availability, accessibility, acceptability and adaptability (http://www.answers.com/topic/primary-education).

First. education must be available. Availability is not only the interest of sufficient and safe buildings like classrooms and school furniture, but of sanitary facilities too. It includes also the service aspect of education: i.e. enough and sufficiently trained teaching staff must be in place. In other words, availability means that the government needs to ensure that the schools are fully equipped and running and that they are a place where the rights of children are respected. The element of availability is not expressly declared in the Children's Act. neither it is defined in an international treaty, but it is a condition sine qua non for the right to free and compulsory basic education, of the Children's Act. Secondly, education must be accessible. This embodies the non-discriminatory aspect. particularly for girls. It also means physical accessibility. like a safe road or path and reachable for physically disabled children. However. the accessibility concerns not only the facilities. but also the educational service. Therefore. mentally disabled children can on this ground claim for special education.

Finally. school must also be financially accessible. In other words primary education has to be affordable to all. The accessibility is included in the term of compulsory, mentioned in the Children's Act 7 and 6 and in international treaties, namely in the Children Rights Commission (CRC) 77. Basic education is no longer merely a right, but rather both. a right and – since obligatory – an obligation. Inconsequence. basic education should for no child be an option either for the girl-child. or for the disabled child. or for the poor child. The accessibility must be guaranteed to all. Thirdly, education must be acceptable. This signifies that the education must be of some quality (content) aiming a specific target and using accurate methods. According to the content. the provided educational service must be of such a quality that it is appropriate and useful to a child.

According to UNICEF, education has five key dimensions: what learners bring, environment, content, processes, outcomes (World Bank Report, 2004, Report 3, p. 5).72 For example, the text book provision under the new free primary education policy in Kenya has shown a positive influence on school performance (World Bank Report, 2004. Report 15, p. 2). However, also teachers have human rights which must be protected. This is often forgotten. For instance, working hours and salaries must be

appropriate. Most scholars have described primary education as teaching life-skills in a language that the child understands and speaks and thereby setting the minimum educational standard, the teaching must be relevant to the child. In other words, each child must get such advice, instructions and teaching as will enable him or her to make the best possible use of his or her inherent and potential capacities, physical, mental and moral. Acceptability means that the target of the education is in the best interest of the child and the society.

The Kenyan Primary Education System

In the East African region, UPE has been implemented though it has a lot of problems. Uganda which started implementing UPE in 1997 has done well in reforming its curriculum and addressing issues and challenges that emerged as the programmed got underway. The programme started without adequate schools and teachers but in quantitative terms there was an exponential explosion of schools enrolment from 2.6 million in 1996 to 5.8 million in 2000 and 7.2 million in 2002. Thought quality was compromised, as children learnt in poorly constructed classrooms without qualified staff. the programme took off successfully. Tanzania, on her part has been registering falling enrolment due to lack of educational infrastructure (Aduda, Daily Nation, and January 6th 2003, p. 17).

Kenya's development challenges have for a long time been poverty, ignorance and disease. Additional challenges have been identified as HIV/AIDS and globalization (Central Bureau of Statistics - CBS, 2002). According to the current National Development Plan (Republic of Kenya, 2002-2008), the development goals include the implementation of the eight Millennium Development Goals, among which is to "Achieve universal primary education" (CBS, 2002; Macdonald *et al.*, 2002; UN General Assembly, 2001). It is against this backdrop that the Kenyan government, early this year, began the implementation of the Free and Compulsory Primary Education programme, much to the delight of a wide cross-section of people, both Kenyan and non-Kenyan.

Education has the capacity to improve the quality of life and to develop the intellectual capacity of a nation, which is a most valuable resource. This is particularly important at this particular moment in time, as the country aims to position itself to achieve sustainable economic growth and poverty reduction, through effective management. It will be increasingly important for the Kenyan work force to be literate, numerate, trainable, skilled and flexible, so as to effectively participate in nation building and seize the opportunities globalization presents. Prior to the implementation of the Free and Compulsory Primary Education, the rates of enrolment at the primary level were below 50% (CBS, 2002). Much as enrolment rates soared after the government's declaration of this programme, there are still cases of some children not attending school. This prompted the government to declare that any parents not sending their children to school, for whatever reason, would be prosecuted. However, what remains unclear to most people is that there are additional underlying factors responsible for children not attending school.

One of these is poverty. Abagi (1999) identified persistent poverty as one of the constraints to the efficient delivery of the Kenyan education system. Today, it is an open secret that the majority of Kenyans live in abject poverty, with this proportion of the population being placed at 56% (UNDP, 2003). According to the 2003 Human Development Report, the standard of living in Kenya have generally decreased; with the poor becoming poorer (UNDP, 2003). Some of the poor parents cannot afford to provide the additional inputs required to sustain the children in school. These include stationery, school uniforms and most importantly, food. Poverty is known to breed hunger and malnutrition. Hungry and malnourished children have reduced capacities to learn. These children have been shown to perform poorly in school (Jukes, 2002). Another major contributory factor to school absenteeism is ill health. The conditions experienced include malaria, helminthes infections, diarrhea disease as well as acute respiratory infections (Drake, 2002). Unfortunately these problems seem to be more prevalent among the poor. It is thus the poor children, who are already hungry and malnourished, who are further robbed of an opportunity to improve their future lives through acquisition of a basic education. This situation is more prevalent in informal

settlements in urban areas, where the living conditions are squalid and overcrowded, with poor drainage, limited or no access to safe drinking water and health facilities.

Girls continue to be absent from school, for a variety of reasons. Chief among these is the continued socio-cultural perception that it is better to educate a boy than a girl. In addition. a girl may be required to stay out of school so as to care for younger siblings; this has been exacerbated by the increasing prevalence of HIV/AIDS, which continues to leave more and more children orphaned. Yet in some areas, such as among the pastoral communities. there is evidence of more boys staying out of school to herd cattle. as globally girl education is emphasized (Oniang'o. 2006).

Universal Primary Education whether it takes the formal or non-formed approaches. must take into consideration the needs of the poor and the most disadvantaged, including working children. remote rural dwellers. nomads and the ethnic and linguistic minorities. children. young people and adults by conflict. HIV/AIDS sufferers. hunger and poor health and those with and those with special needs. A report by a task force headed by Eddah Gachukia brings out a case from disadvantaged group. It states. "Without special attention to the handicapped, poverty pockets, culturally affected children especially girls UPE would be incomplete" (East African Standard March 10, 2003, p.2).

In quantitative terms, Kenya has made great strides in order to realize universal primary education. After independence, the government sought to address the challenges that faced the education sector. Sessional Paper Number 10 of 1965 singled out poverty. ignorance and disease as the major impediments to national development. The only weapon seen to fight them was education. In 1971, a Presidential decree abolished tuition fees for districts with unfavourable geographical conditions such as North-Eastern Province and Marsabit, Tana River and Lamu districts. Later in 1973 the Presidential decree was extended to all other districts in Kenya. This took the country to near-universal primary education. Despite the free education, it also provided a uniform structure for the whole country (Sifuna,1990). Sifuna continues to observe that the Presidential decree to provide FPE in Standard One to Standard Seven

was one of the most dramatic political pronouncement since it took planners and the public unaware. This caused enormous enrolments.

According to UNESCO (1992) Universal Primary Education objectives are expected :to impart literacy, numeracy and manipulative skills, develop self-expression and utilization of senses, develop a measure of logical thought and critical judgment, lay a foundation for further training and work, develop awareness and understanding of environment, develop the whole person including physical, mental and spiritual capabilities, develop positive attitudes and values towards society. Brown (1991) argues that the World Declaration on EFA failed to acknowledge the existence of international debt crisis and the need to resolve it, it made little attempt to release this to the wider and broader economic and political context in which education occurs. However the Jomtein conference remains a firm foundation on the achievement of education for all in many countries.

The World Conference on Education for All (EFA) in Jomtein (1990) observed that: more than 100 million children have no access to primary education in the very years that are the foundation of human understanding and experience, more than 900 million men and women are unable to enjoy the riches of the written word, more than one third of world's adults have no access to knowledge, skills and technologies that could improve the quality of their lives and help them to adapt to social and cultural change, hundreds of thousands of children and adults enter, but do not complete basic education programmes and many who complete them still lack fundamental knowledge and skills, the cruel contrast between knowledge and ignorance, skill and adequacy, empowerment and development is a reproach to the beneficiaries of the worlds accumulated learning, and urgent reminder that education is a right for all.

In April, 2000, a decade after the World Conference on EFA declaration in Jomtein, another conference was held in Dakar Senagal with an aim of assessing the progress made and the indicators for developing quality education for all in the 21st Century. The Dakar Declaration noted that despite notable efforts by government to ensure the right of education for all, the targets set at Jomtein in 1990 had not been met. The

progress has been much slower than anticipated in relation to virtually all of the major targets of achieving quality UPE.

The following two tables illustrate enrolments and the gross enrolment rates by gender.

Table 1: Projected Gross Enrolment Rates in Primary Education in Kenya.

Year	Girls	Boys	Total
1980	105.7	115.0	110.4
1985	95.9	100.6	98.1
1990	99.6	104.0	101.8
1995	86.3	87.4	86.8
1997	86.6	88.7	87.7
2000	87.6	88.2	87.9
2005	86.6	86.0	86.3
2010	89.0	86.8	87.9

Source: Ministry of Education and Technology (2001). "Education For All" (EFA) in Kenya: a National Handbook for 2000 and beyond MOEST, Nairobi, p. 51

Further analysis shows that for the last five years, completion rates at primary school level have remained below 50% with rates for girls being worse than that for boys (Abagi, 1995, 1990).

Table 2: Projected completion rates at Primary School Level in Kenya.

Year	Girls	Boys	Total
1980	-	-	36.7
1985	-	-	60.1
1990	40.5	45.7	43.2
1995	42.1	43.0	42.6
1997	45.8	46.3	46.1
2000	48.0	46.0	47.0

2005	52.0	45.5	48.7
2010	56.4	44.9	50.5

Source: Ministry of Education and Technology (2001). Education For All (EFA) in Kenya: a National Handbook for 2000 and beyond MOEST, Nairobi, p 50

Statement of Problem

Kenya is currently going through an important political and economic transition period. The government is facing tremendous challenges of revitalizing economic performance by putting in place poverty reduction efforts, governance and economic management issue as its priority. As a result the government has put the highest priority on education. recognizing the close links between poverty alleviation, economic growth and human development. The government has instated policy changes in the education sector to jump start the system. The Children's Act of Republic of Kenya (2001) was enacted by parliament and has acted as a catalyst to the introduction of Free Primary Education in 2003. The act states that every child has a right to education and that education is a human right that every child must enjoy and has to be protected by law (MOEST, 2003).

Under the Free Primary Education policy started in January 2003, school fees and levies are abolished at primary level thereby relieving the household the burden of financing primary education. The smooth and effective implementation of Free Primary education requires a comprehensive policy framework. Such framework needs to encourage and accelerate decentralization in the management of primary schools with a clear delineation if responsibilities among all the stakeholders, that is the Ministry of Education, the parents, communities, religious organizations, local authorities and civil societies. More often the notion of FPE in Kenya is vague and misdirected. Free education does not mean the cost of educating a child is not shared by the household. Parents must meet at least some cost such as the school uniforms, national examination fees, transport, meals medical care and other hidden expenses.

The goal of primary education is to provide access to quality education to all children of primary school going age on an equitable basis thus ensuring education for all at this level (MOEST, 2003). Despite the growth in enrolment, primary education in Kenya still faces major challenges which require to be addressed. The MOEST promised to address the challenges in time so as to guarantee quality education. On the surface, the government achieved a lot, our 18.000 primary schools now accommodate 7.1 million children, and up from 5.9 million in 2002, yet the number of pupils has never matched by that of teachers. Besides, overcrowding in classrooms, delays in funds disbursements has affected supply of textbooks and other learning and teaching materials. Equally headteachers are vilified as having misappropriated the little funds that were disbursed (East African Standard, October 2, 2003, p. 2).

There has been a lot of outcry in the media, about the manner in which the FPE programme is being implemented. There is confusion and chaos as sources show that though fees and other levies to parents, an indication that there are still some hidden costs to primary schooling in Kenya. Secondly, following the declaration, the country has experienced unprecedented influx of children to schools. Consequently, increased demands have been placed on the education sector for the provision of learning/ teaching material and equipment, additional teachers and physical facilities, a burden that cannot be borne by the government alone. All these hurdles seem to threaten the governments' vision and the global mission to attain education for all by 2015. This has triggered the researcher to establish empirical evidence on the actual and specific administrative challenges that the FPE poses to public primary schools head teachers and what measures are put in place to cope with the challenges. This is what this study sought to investigate.

Since the implementation of FPE, public primary schools in Borabu Division of Nyamira District, has performed persistently poorly for years. The effect of Kisii traditions in this division have contributed to the situation more strongly than has any other factor. Culture usually has a deleterious influence on academic progress. Most schools in the Borabu Division are built on a clan basis. Every clan prefers to build a school with a clan-based administration. For example, locals demand that school heads

come from the same clan. The same applies to teachers. They prefer to work closer home to maintain their relationships with the rest of the clan instead of being transferred to other areas to be exposed to change. Religious and philosophical attitudes have a great impact, too. Since many of the inhabitants are Sabbath keepers, they spend most of their time in youth camps during term. Saturday is an official holiday and no parent allows his or her child to attend school. There is also poor performance in languages due to the fact that Ekegusii is viewed as both the mother tongue and the official medium of communication. Teachers and pupils communicate in Ekegusii. Economic factors have a role to play, too (http:/ www.kisii.com/site/education.htm).

Many teachers spend their time doing business instead of teaching. Teachers are found on other payrolls, not in class. Because the region grows tea, bonuses are paid yearly. Once this is done, many families separate to reunite after one or two months, when the tea bonus is spend. As a result, children often lack fees. Laxity by school heads to integrate teachers to work effectively as a team is another factor. Most heads play a passive role since the teachers who perform well are not motivated and give up. Excess freedom of youth encourages mass failures - especially after initiation. Drug abuse among them is a common practice. Early marriage, divorce and family instability are also causes (http://www.kisii.com/site/education.htm).

The study on Borabu Division sought to identify the selected major administration challenges faced by headteachers in the effective implementation of FPE. The division had registered a high enrolment in almost all the schools since the inception of FPE. Reports from the Nyamira District Education office indicated that more pupils left school before completion. Of the two sexes, girls seemed to be more affected. Cases of repetition were common in class one, six and seven. The trend of enormous enrolments was a big achievement in this nation but issues of survival and completion rates were either neglected; assumed or overlooked.

This research study wishes to fully establish and draw empirical data on the actual administration challenges in the implementation of free primary education and help

iii. What are the headteachers opinions on measures that could be taken by other stakeholders to solve the administrative challenges posed in the effective implementation of FPE?

iv. What are the headteachers doing to retain those pupils already enrolled in school?

v. How relevant are the in-service courses that the headteachers undergo as a way of tackling the administrative challenges posed by FPE?

Significance of the Study

The study may assist the MoEST to come up with solutions to the administrative challenges that headteachers face in implementing FPE. The study may secondly assist the MoEST to come up with clear policy directions on the administration of public primary schools so as to make FPE a success. The study may also provide current information and data on how teachers in public primary schools cope with the administrative challenges posed by FPE. The study could lastly form the basis for proper monitoring and increasing knowledge upon which future researchers can build their findings.

Limitations of the Study

Generalization of the findings is a limitation. The research was be carried out in the sampled public primary schools in Borabu Division. The findings may not necessarily reflect the situation in the whole Nyamira District let alone the whole of Kenya.

The conditions in the division were be unique and different from other divisions and districts in the country. They will be thus generalized with care and caution. Literature on enrolment, repetition, drop-out and availability / quantity of education in Nyamira District-Borabu Division was scanty. Lastly the research was conducted out in a rural set up, transport and communication hiccups were a major problem, given that Borabu Division is the most expansive of all the Divisions in Nyamira District.

Delimitation of the Study

The study was delimited to find out administrative challenges which headteachers face in the implementation of FPE. The other stakeholders for example classteachers, parents. school inspectors and other education officers were not included in the study. The study covered the primary school level of education, where the FPE Programme was being implemented, thus. other levels of education were not covered. The study also focused on headteachers in Borabu Division of Nyamira District, thus social culturally delimited to the Omogusii rural community. The study focused on Public primary schools hence excluded privately owned primary schools and academies which had a significant influence on primary education in the area under study. Finally. the study also focused on the FPE programme implemented only 4 years ago thereby over looking major primary school factors that could also be crucial in the attainment of FPE.

Basic Assumptions of the Study

The researcher has made the following basic assumptions while carrying out the research:-

i). That the respondents would provide truthful and honest responses to the items in the questionnaire and interview schedules.

ii). That the respondents would be knowledgeable about the effective implementation of FPE and that they provided useful information required without fear, favour or prejudice.

iii). That all the headteachers experience administrative challenges as a result of the enormous enrolments of pupils after the introduction of FPE programme.

iv). That all the headteachers have proper policy guidelines and had a clear insight on how to implement the FPE programmeme in their stations.

v). That the role of the headteachers as the chief executive in a school is vital and central in the effective implementation of FPE.

Definition of Significant Terms.

Basic Education: Refers to the education offered to equip learners with skills and knowledge to enable them survive on leaving school

Challenges: refers to the difficult tasks which the education sector has found itself I n as concerns Free Education in Public Primary school.

Effective Implementation refers to the putting in place programmes and strategies to ensure positive implementation of Free Education.

Free Primary Education (FPE) refers to the education which involves no financial burden to the parents of the pupil, no fees or levies could be charged and there should be no hidden cost which many hinder any pupil from benefiting.

Education For All (EFA): refers to the ability that people can access education, acquire skills and knowledge to enable them to solve basic programmes in life.

Equity: refers to the recognizing the right of all to education. introducing the value of fairness and social justice in the way educational opportunities and resources are allocated or shared. It justifies the short – term use of affirmative action programme as a viable strategy for correcting gross disparities and injustices.

Universal Primary Education (UPE): refers to the basic education given at the Primary School level.

Public Primary School: refers to the lowest level of education from standard one to eight. Funded and staffed by the government in accordance with Cap. 211 of the Laws of Kenya.

Enrolment: refers to the act or state of marking someone officially a member of a group, society or organization by registration.

Headteachers: refers to a person who is a teacher by training and employed by Teachers Service Commission and entrusted by appointment with the overall administration and supervision of a primary school, Cap. 212.

Policy: refers to written form of purposive activities providing major guidelines or framework for action.

Organization of the Study

The study was organized into five chapters. Chapter one consist of the background of the study, purpose of the study, objectives of the study, research questions, significance of the study, limitations, delimitations, basic assumptions of the study and definition of the significant terms.

Chapter two comprises of literature review. This section is divided into the following: The historical development of universal education, the state of UPE globally, the state of UPE in Kenya, the role of the head teacher in a primary school, administration challenges posed by FPE, conceptual framework of the study.

Chapter three describes the research methodology, this encompasses the following concepts. Research design, target population, sample and sampling procedures and Data analysis techniques.

Chapter four deals with data analysis and discussion of the research findings. Finally, chapter five gives attention on the summary of the findings, conclusion, recommendations and major suggestions for further research coming from the study.

CHAPTER TWO

LITERATURE REVIEW

Introduction

This chapter dealt with administrative challenges in dealing with UPE globally, the state of UPE in Kenya. the role of head teacher in primary school. the administrative challenges posed by FPE and theoretical framework of the study.

The State of UPE Globally

World Bank (2004) Educational Development goals states that education is development. It creates choices and opportunities for people. reduces the twin burden of poverty and diseases. and gives a stronger virile in society. For nations it creates a dynamic workforce and well informed citizens able to compete and co-operate globally opening the doors to economic-social prosperity. The need to realize UPE and education of quality has been the world's greatest challenge in the history of education. The World Conference on Education for All (1990) ultimate goal was to provide the basic learning needs of all children, youth and adults. The conference further adds that these basic needs consists of knowledge skills, attitudes and values upon which individuals can build their lives even if they do not receive more formal education. These basic learning needs enable an individual the ability to read and write, to work with numbers, respond to emerging opportunities, adapt to change and participate in cultural, social and economic life of their community, their nation and world. Therefore primary education can be said to be the most universal and significant level of formal education where most people get schooling than at secondary and higher levels.

Article No. 2 of Jomtein (1990) Conference reaffirmed that primary education can have direct effects on earnings, farm productivity and human fertility. It also has intergenerational effects on child health, nutrition and education. Statistics from World Bank (2000) show that despite this much stress on EFA, about 115 million school–age children were not in school. Brown (1991) observed that by 1980's the growth in education has slowed down and in some countries being reversed. The Article further recorded than in low-income countries fewer than two thirds of those who enroll in primary school complete the entire cycle and this proportion has been declining in recent years. Despite the efforts of UN Charter and World Education Conferences,

Teachers should accept their professional responsibilities and be accountable to both the learners and the communities.

According to the World Bank Report on World Development Indictors (2005), five years after the launch of the Millennium Declaration many countries have made progress towards achieving the Millennium Development Goals (MDGs) but more lag behind. Faster progress is needed in boosting primary school enrolments. and removing obstacles to greater number of girls going to school. The report counts that on primary education. 51 countries have already achieved the goal of complete enrolment of eligible children and seven more mostly in Latin America are on track, but progress has been slow in parts of Africa and Asia. World wide, over 100 million primary school-age children remain out of school. almost 60 percent of them girls. The situation endures despite the overwhelming evidence that teaching children how to read, write and spell can boost economic growth. arrest the spread of AIDS and break the cycle of poverty. South Asia and Sub-Saharan Africa lag behind the Education For All goal and the pace will not reach it by 2015, while the developing countries of Europe and Central Asia and the Middle East and North Africa will also have to pick up their pace of enrolment to achieve EFA goal. however, East Asia and the pacific and Latin America and the Caribbean are expected to reach the target well before 2015. The report suggests giving all their boys and girls a quality primary school education, with the additional finance and support. This is because MDGs indicate that inequalities within countries between rich and poor. urban and rural. male and female populations may be as much a barrier to achieving the EFA goal in 2015 as inequality between the two countries exist. In India for example school attendance rates for the richest population are twice as high as for the poorest.

The support needed from wealthy donor countries will boost enrolments, start training extra teachers, build more classrooms and improve the quality of education. Primary education remains one of the most dramatic development solutions available progress on education as with many other development challenges becomes possible when political will and resources are put together. It adds that despite a promise by world leaders to remove gender barriers preventing more girls going to primary and secondary school by 2005. The World Bank's most recent available figures show although significant progress has been made, many countries in 2002 – 2003 were still considerably off – track to reach this target. Sub-Saharan Africa is the one region

in the world singled out as unlikely to meet any of the Millennium Development Goals, this is because of African's slowed economic growth, complicated by the burdens of poverty, famine and armed conflict. By the end of 2003, for example 15 million children world wide had lost one or both parents to AIDS, 12 million of them in Africa alone, 85 percent of which occur in Sub-Saharan Africa. The report points out that in Sub-Saharan Africa, the efforts to achieve Education for All in many African countries has resulted in significant enrolment increases at primary level, which is putting a lot of pressure on governments to expand secondary education. A few countries have sustained a remarkable growth and achieved some progress in poverty reduction and attainment of UPE such as Uganda and Ghana, Cameroon is also making some progress, however, the quality of UPE in these countries is critically challenged due to lack of enough teachers, classrooms, facilities and other infrastructure vital to learning and teaching.

The Report concludes that Sub-Saharan Africa needs scaling up human development services by rapidly increasing the supply of skilled workers in health and education – by providing more financing to lower levels of education so as to strengthen institutional capacities. The Report warns that unless there is early and tangible action on part of the international community to accelerate progress, the MDG will be seriously jeopardized and Sub-Saharan Africa in particular all the goals will be missed. Mbeki (2000: p.6) asserted that "if the next century is going to be characterized as truly African century for social and economic progress of the African people the century of durable peace and sustained development in Africa, then the success of this project is depended on the success of the education systems. For nowhere in the world has sustained development been attained without development, a well functioning system of education, without universal and sound primary education, without equality of educational opportunity."

The UNICEF Report (18th April, 2005) more children than ever are going to school but about 115 million children, mostly girls, are still denied a basic education. There has been significant progress in getting children in school and in narrowing the gender gap between boys and girls but it says progress is still too slow. At the rate it is going, it says the target of UPE by 2015 set by the UN Millennium Development Goal will be missed. Most countries in Sub-Saharan Africa and many in South Asia are furthest away from meeting this goal. It notes that 82 percent of all children who do not attend school live in rural areas. It says the biggest barriers to education are poverty, conflict and HIV-AIDS. The report gives a country-by-country snapshot of progress

toward gender parity in schooling and universal primary education. It finds Peru, Sao Tome, Vietnam and Ghana are closest to reaching gender parity by 2015. The countries furthest away from reaching this goal are Yemen. Chad, Burkina Faso and Mali.

The report assets that a quantum leap is needed both to break down the barriers keeping girls out of school and to make school available to all children. Countries require to take a radical shift in thinking and policies to make universal primary education and gender parity in schools a reality. The report says one example of this kind of thinking is Kenya's decision to abolish school fees for primary schools. as Tanzania and Uganda have also done.

The State of UPE in Kenya

The 1990 Conference on Education for All pledged to achieve UPE by 2000, but in 2000, 104 million school-age children were till not in school, 57% of them girls and 94% were in developing countries- mostly South Asia and Sub-Saharan Africa. The Millenium Development goals sets a more realistic but difficult. deadline that by 2015 all children everywhere should be able to complete the full course of primary school in all countries. To attain this all countries require commitment and political good-will. Kenya is currently going through an important political and economical transition period. The National Rainbow Coalition Government has put the highest priority on education. recognizing the close links between poverty alleviation, economic growth and human development. The new government has instituted immediate policy changes in the education sector to jump start the system. Under the Free Primary Education (FPE) policy started in 2003, school fees and other levies are abolished at primary level, thereby greatly relieving the household the burden of financing primary education. The household immediately responded. the primary education Gross Enrolment Rate (GER) was over 100 percent, with close to 1 million enrolment increase in from the previous year. Enrolment in primary schools reached 7.2 million in 2003 from 6.3 million in 2002. Quality improvement measures have also taken place with nation wide provision of funding directly to primary schools through capatition of 1,020 Kenyan Shillings per pupil to finance the purchase of textbooks and other school operation.

The expansion of enrolment and the improvement of education quality at primary level must continue during the subsequent year. The development at primary school level has increased

pressure on as well provided opportunities to other sub-sectors. This further points out that this requires a wider section reform agenda with wider coverage on the sector's strategic plan. The reports point out that due to the introduction of diversified and costly curriculum in the 80's public resources could basically only finance teacher's salaries, leaving other teaching and learning inputs to be financed by parents, who were under tight financial constraints during the same period due to declining economy and increased poverty. It is arguable that shortage and in appropriateness of educational inputs include teacher's curriculum, instructional materials and learning environment.

Primary school in Kenya is in essence the first phase of Kenya's formal education system. It officially starts at 6 years of age and runs to 8 years. Prior to independence, primary education was almost exclusively the responsibility of the communities or non-governmental agencies such as local church groups. Since independence the government gradually took over the administration of primary education from local authorities and has now assumed a greater share of the financial cost in line with the political commitment to provide equal educational opportunities to all through the provision of Free Primary Education. As a result of this, Kenya's primary education has expanded drastically since independence. However, the most recent decade has seen a gradual decline in the gross enrolment rate. According to the data collected by the Ministry of Education, Science and Technology (MOEST) Primary GER peaked at 105 percent in 1989, but has gradually declined to only 88 percent in 2003 as a result of the FPE policy, due to: Over stretched facilities, overcrowding in schools, especially those in urban areas, high cost of special equipment for children with special needs, diminished community support following the FPE initiative, gender and regional disparities, increased number of orphans in and out of school as a result of HIV/AIDS, internal inefficiencies, and low translation rates from primary to secondary schools. To address the above challenges the report proposes that the government should be fully committed in the successful implementation of FPE by: improving access and retention, introduce appropriate teaching and learning environments, improve deployment of teachers, offer in-service training course for all headteachers and teachers.

The Role of Headteachers in a Primary School

Mbiti (1999) observes that every organization seeks to succeed in accomplishment of its specified goals. Success can come through efficiency. He notes that the head teacher is the Executive of a school. The success of any school programme depends on how the head teacher is as an administrator.

Okumbe (2001) concurs with Mbiti when he observes that education al administrators perform the following tasks: Curriculum and instruction supervision, student personnel management. staff personnel management, school plant management, finance and business management, school-community relations enhancement and evaluation of school activities.

Kalai (1998) noted that the major concern of a school headteacher is to facilitate teaching and learning process. He notes that it is imperative for the head teacher to provide an appropriate working environment for the goal to be achieved. He noted that school heads need to be thoroughly trained in educational administration and management to enhance performance of their duties.

The Koech Report (Republic of Kenya, 1999) observes that education management entails prudent utilization of personnel funds and equipment to enhance efficiency in the delivery of quality education. Mbiti (1999) adds that the success of a school depends mostly on the resourcefulness of the head teacher. On him/her falls the responsibility of planning the entire operation of the school throughout the year. The head teacher should expose each child in the school to functional education. He must realize that his major task is to make the school's purpose clear to everyone, to see the necessary equipment and monitory resources are available for school use to motivate his staff, the pupils and the parents to produce a lively school as well as excellence in work performance. He further recommends that headteachers should be well versed in management because they are essential for successful curriculum implementation, effective and efficient management and administration of schools. The Report observes that headteachers should be the frontline inspectors of their own schools to enhance accountability of all school programmes.

According to Ministry of Education and Human Resources Development Handbook (1999) the headteacher of a primary schools responsible to all matters pertaining to the smooth running of the school for example:- The organization and management of the school approved curriculum; The management and control of school finances and stores; The management and motivation of the human resource: The management and maintenance of the school plant, facilities, equipment materials and textbooks: Serving as the secretary to the school committee and the Parents' Teachers Association: carrying out specific teaching and learning activities in the school as specified in the school time table. Be the steward of the school; besides work with the school support groups.

The committee agreed with the view that the head teacher is expected to set the tone of the school. The responsibility to create a healthy environment conducive to effective teaching and learning lies with the head teacher and then team of teachers and students. An effective head is one who sets the high standards and develops good and clear channels of communication in order to keep all parties working as a team.

Olembo (1992) observed that the role of a primary school head teacher in Kenya should be more realized because of the following reasons:- The school population in terms of students has increased more considerably . The increase in student's population has compounded the head teacher's responsibility in terms of discipline and administration. The number of the teaching staff and auxiliary staff. the head teacher has to supervise has been compounded. The same staff has been specialized and requires a highly specialized head teacher to supervise them. The national and individual expectations from the educational system are greater and more complicated: it requires a highly qualified head to implement the curriculum that addresses the national objectives and the individual learning needs. The knowledge explosion requires a head teacher who can discern learning experience appropriate for students in school.

As a model, Olembo (1992) says the head teacher is expected to be an example whose professional and academic integrity is admired by the staff, pupils and the wider community. The head teacher should be emulated in all areas may it be legal, religious. The office must be efficient and effective at all times. Of all other teachers he should be competent and should be assigned some reasonable teaching load to keep abreast with classroom teaching. In all cases, it

is the duty of the head teacher to make himself acceptable in the school, his role is not only restricted to the school but also to explain and interpret educational policies of the national system in which he serves to his teachers and members of the public. He is the agent through whom teachers and the school's problems should be channeled to the central governing authority.

The Teacher's Image Magazine (2003) observed that headteachers as implementers of Free Primary Education (FPE) play a crucial role because they are to oversee the success of FPE programme. It continues to say through the headteachers a school can be child-friendly or hostile and thus determines the enrolment. retention. competition and the withdrawal rates of pupils thus the goal to achieve Universal Primary Education (UPE) in Kenya. Therefore the head teacher must work harder than the ordinary classroom teacher to ensure FPE is a success.

The Teacher's Image Magazine (Volume 1 2004 observes that heading a primary school is an increasingly challenging job today in that T.S.C is finding it hard to fill vacancies left by retiring primary headteachers for head teacher's greatest challenge is in the management of free primary education (FPE) funds seen by most teachers as a highly technical task that requires accounting skills. The magazine asserts that the head teacher is the chief accounting officer in his/ her school and he/ she performs bank transactions and purchase of books and stationary. As accounting officers in their schools. they are expected to keep proper books and prepare accounts reports, tasks which have proved to be a challenge to heads who may not have been god at accounts in their school days.

According to the TSC (2002) Operational Manual on Teacher Management the role of the primary school head teacher include": - Effective participation in teacher registration and recruitment in collaboration with the local education office. Improving service delivery to the teachers by acting as a link to TSC agents and T.S.C head quarters in matters relating to teacher's posting, teacher transfers, discipline of teachers, promotion, of teachers and other leaves processed by the T.S.C.

The head quarter in collaboration with the District Education Officer (D.E.O) is expected to inform and process to T.S.C head quarters matters relating to pension and nay other

compensation for teachers in his/ her station Act as an agent of T.S.C on matters relating to the maintenance of standards of education. This is in line with the idea of delegating and decentralizing T.S.C functions for effective school management.

Administration Challenges Posed By FPE

The administration challenges that headteachers face in implementing free primary education stem from the following tasks that the headteachers. as administrators need to attend to" Curriculum and instruction. staff personnel. physical facilities and finance business management.

Curriculum and Instruction Challenge

Most school administrators experience problems in determining objectives. development of programme instruction. selection of instruction materials and resources, and evaluating the programmed instruction (Olembo. 1992). It is the duty of the head teacher to examine the national educational goals and identify the specific objectives and the means by which the school can work to attain these objectives. This is further stressed by the Commonwealth Secretariat Report (1974: p.20) that "The overall school planning regarding courses the school offers and other development programme is done by the government. The head teacher is called into discussions from time to time. Programme planning for implementing the curriculum is done by the head departments of various subjects within the framework of overall programmes supplied by the principal"

On planning Mbiti (1974) observes that it is an observable fact that poor educational administration can limit or even wreck the most ambitions and programme curriculum design. He further adds that one aspect of organizing the school programme is that of making the school time-table. that the head teacher or somebody else approved by her/ him should make the time table but not a committee. It is thus vital the head teacher ensures proper scheduling of the programmes which in time is essential as a tool for maintaining the school discipline and making it easy to have effective administration of the school.

Mwangu (1979) highlights that the instructional roles of the primary school head teacher entails"-

i. Organization the school time table seeing day to day operation of the school

ii. Ensuring that there is adequate learning, teaching materials and equipment, in deed a curriculum design is void of practical meaning without supporting materials such as text books, visual aid, paper and chalk . equipment and supplies for any given school must first of all be up to date and line with the current syllabus.

iii. Designing and implementing appraisal programmes and reporting pupil's progress in the school

iv. Planning school curriculum in accordance with stated and implied aims of primary education.

v. Supervising instructional activities of teachers

vi. Helping teachers to grow professionally by encouraging them to attend in service training programmes. seminars and workshops

vii. Encouraging teachers and pupils to use available facilities effectively.

On budgeting for acquisition of instructional and other facilities. Campbell (1966) maintains that it is the headteacher who does the budgeting. the budget should stipulate money for a particular equipment to facilitate teaching and learning for particular parts of the programme. The school budget should not only cater for personnel and school buildings but also for instruction facilities like books, laboratory apparatus and other items that make instruction effective. He adds that in the actual selection of instructional materials the teachers should play a large part. Therefore, administrators should device ways by which teacher participation in instructional matters including selection of instructional materials are encouraged. The most vital process of finding to what extend the educational objectives are realized is that of evaluating the school programmes. This should be a continuous process carried out as learning proceeds for the improvement of teaching and learning. The responsibility of evaluating the school programme is shared by the head teacher and the staff observes the commonwealth secretariat Report (1974). The report further observes that, initial evaluation is usually carried out by the teachers on the pupils at an internal agreed upon by various departments. At the end of term school report are prepared based on the marks achieved by each pupil in every subject. The reports should be forwarded to the headteacher for inspection.

Ozigi (1974) stresses the importance of evaluating the school programme by observing that it is very important that the school head should try to evaluate the educational programme of his school as it relates to both general aim an specific objectives. Psacharopoulos (1986) says that in

order to improve the external efficiency of an education system, it must relate to its input. He continues to say that the students performance is largely determined by the quality of the inputs and not by external socio-economic factors. He further states it is possible to improve internal efficiency by such measures as providing students with textbooks and improve teacher quality. Improving the availability of textbooks is one of the simplest and most cost- effective ways of improving school effectively. In 2003 when the NARK government introduced FPE provision of instructional materials was one great challenge that came up.

Financial and Business Management Challenges

The corner-stone of any enterprise is the finance with which no programme. Well-planned can take off. It is important therefore for any ear marked programme to be properly budgeted for and ways and means sought for receiving funds for running the programme. The headteacher of a school is charged with identifying. procuring. managing and accounting for the variety of resources that are required to operate an educational institution. Ozigi (1977) points out that no organization can survive or carry out its functions effectively without adequate financial resources at disposal. For schools to keep going towards achieving its objectives. there must exist enough money for carrying out all the school programmes. He also adds that the ultimate source of all revenue for school expenditure is government funding, except in some very few cases of private and independent schools which do not receive government grants. In any type of school, the headteacher has an important responsibility for control and management of school finance. It is important that the administrator makes a school budget which in other words is the school's financial programme for a given period of time. He /she should have control devices that discipline the way the school expenditure is handled. He/she should maintain a budgeting document that usually contains a balanced statement of estimated revenues estimated expenditure and the sources of revenue so as to attain the desired educational programmes.

Accounting should be fully integrated in the financial programmes of a school. It is the maintenance of essential records in which all financial transactions of the school are summarized. Accounting of school revenue encompasses the interpretation of all financial activities. These guards the school funds from loss, theft, waste or misuse. In public primary school accounting of funds is done by the headteacher because he/she is the financial manager. This provides information to the managers for policy formulation and also gives necessary

information to the school committee or the District Education Board. After accounting for all monies the headteacher is required to ensure that auditing is done by the MoEST officials. This is vital as it indicates whether the headteacher followed the necessary legal mandate as per the votes heads.

Daily Nation (10th February 2004. p. 3) reports that after the introduction of FPE headteachers of primary schools in Meru Central District have been cautioned against spending money sent to their schools by the government without consulting their committees. The District Inspector of Schools further added that the emergency funds must be spent well and the headteachers have been asked to call committees to priorities the school needs. This report clearly indicates that headteachers have financial challenges in implementing FPE in their schools. Nwangu (1978) stress the importance of proper administration of school funds, when he observes that, the main purpose of a school business administrator is to ensure that maximum education use is made of all funds invested in the school system. On the other hand wasteful or unnecessary expenditure of school funds is frowned upon by the public, which is in the final analysis pay for education service. This clearly shows that is very important that all headteachers to be knowledgeable on sound financial management.

Teachers Image Magazine (2004) reports that heading a primary school is an increasingly challenging job today. That the T.S.C and Education Officers in Uasin Gishu, Nandi and West Pokot districts lament that replacing retiring heads has become a headache because headteachers are greatly challenged in the management of FPE funds, which is seen as a highly technical task that require accounting skills. The Magazine reports that the head teacher is the chief accounting officer in his/ her school and does the bank transactions and purchase of books and stationery. As accounting officers their schools are expected to keep proper books and prepare accounts reports; tasks which have proved to be a great challenge to heads. The Report also urges the government to invest heavily on primary school head teacher training programmes so s to correct the emerging leadership gaps especially on proper financial management so as to make FPE a success in Kenya.

According to T.S.C Teachers' Image Magazine (2005) the author argues that for effective implementation of the FPE programme headteachers in public primary school require adequate

training especially on financial management skills because most primary schools heads have fallen victims of financial management skills because most primary schools heads were deployed to the responsibility following their kudos in a classroom and that our teacher training colleges does not prepare teachers to be prospective heads, if any minimal aspects of educational administration are introduced to them.

Daily Nation (3rd November, 2003. p.3) reported that "a primary school head teacher has been interdicted after failing to account for money he collected from standard one pupils last year. The teacher was charging parents a gate fee. Kiambu District Education Officer, Kariuki Njuguna, warned that the headteachers who could not tore the line would face the wrath of Education Ministry and further warned no levies should be charged in primary". The above scenario is a clear manifestation of how financial management is a great challenge to many public school head teachers. Daily Nation (15th November,2004 p. 13) editorial points out that for the FPE to succeed MOEST officials must put in place systems for monitoring use of funds right from the national to the grassroots

Challenges Related to the Provision of School Facilities

There is great need for planning, organizing, directing the use of all the school facilities, that is buildings, grounds and equipment. It is the headteacher who does all this duties, by ensuring utilization of the resources and proper maintenance of the same. The school facilities are an integral part of the entire school programme, observes the commonwealth secretariat Report (1975). Champbell (1971) agrees that headteachers should ensure maximum use of school grounds and rooms by carefully scheduling of instructional programmes and other physicals activities. The school buildings and equipment should be safe to be used by staff and pupils observe Jacobson (1963).

The introduction of FPE in 2003 has created a lot of stress on the physical facilities of many public primary schools. The East African Standard (11th September 2003 p. 10) editorial observes that with high levels of environment recorded in the primary schools across the country and given the school facilities have not been expanded, the quality of education is expected to deteriorate. Schools and headteachers are hard pressed to cope with large numbers of learners that have increased inappropriately to the school facilities on offer.

The Director of Education (2003) Mrs. Naomy Wangai reported that the government would urgently undertake the expansion of the existing facilities in primary schools and that schools were advised to maximize the available resources that where enrolment of pupils exceed capacity headteachers should come up with timetables to accommodate double shifts. On the other hand, Assistant Director of Education in Nairobi City Council (2003), Margaret Thiongo revealed that schools close to slum areas of the Capital city had registered increases of 1,400. Average classroom sizes had risen from 50-60 and 70 with one teacher per classroom. She added that facilities remained the same and this was a great headache to the headteachers implementing UPE. Daily Nation (2nd February 2004 p. 17) reported that while teacher shortage has compromised the quality of the FPE. the government must urgently address the issue of over crowding in classrooms. delay in disbursements of funds which has affected supply of textbooks and other teaching and learning facilities in public primary schools.

The Daily Nation (15th November. 2004. p.13) further adds that the MOEST should now move a step ahead and put up new classrooms and other facilities to accommodate the increased number of children in primary schools and that the government should spell clear policies and reforms to provide a framework for effective implementation of FPE. The MOEST is said to have concentrated so much the funding issue but failed to address the challenges of the implementation process in schools.

Researches Done in Relation to Free Primary Education

Research studies done by Masai (1984) on FPE in Kenya; the effects of abolition of school fees in Machakos District revealed that the abolition of primary school fees led to increased enrolment in primary schools, however, free education failed to solve the problems of premature withdrawals, absenteeism and repetition. He continues to observe that schools had poor facilities which deteriorated year after year. The worst hit areas were textbooks, there was overcrowding due to shortage of classrooms and that some classes had as many pupils as 60 making actual teaching ineffective. He therefore concluded that although free education had increased enrolments in lower primary school, some of the pertinent problems still r remains unresolved. The situation was worsened by the cost –sharing policy introduced in 1986 which required parents to develop the school infrastructure and provide other teaching materials. This

made the attainment of FPE quite elusive and unreal. Due to the high levels of poverty among households this lead to early withdrawals in primary schooling. These trends towards achieving the targets of primary school enrolment declined from 95 per cent in 1989 to 79 per cent in 1995 further to 74 per cent in 2000. The proportion of pupils who were in standard one who reached class five rose from 63 per cent to 81 per cent in the period 1986-2001 and reached 89 per cent in 2000 (Daily Nation, October. 2003. p. 12).

Peaslee (1969) examined the relationship between the growth in primary enrolment and the Gross National Product (GNP) per capital over one hundred and ten years period (1850-1960) for thirty four of the richest countries and found that none had achieved significant economic growth before attaining University Primary Education. Psacharopoulous (1986) found very high social rates of return and estimated that the return to complete Primary Education are twenty per cent and the return to secondary education is fifteen to seventeen per cent. He continues to affirm that education remains profitable: however. its social rate of return still exceeds that of other investment by a considerable margin.

Studies conducted by Blaug (1979:p 39) confirm the same. He states; "...the social rate of return to primary is always higher than to secondary school education. The differences are seen both in earnings after graduation and in cost of schooling. Primary Education is not a by the way moral issue, but is investment schooling. Primary Education is not a by the way moral issue, but is an investment that can be justified in economic grounds". Thus the fact that the average rate of return in developing countries is considerable higher for primary education than secondary, the top priority should be given to primary education as a form of investment in human resource (Psacharapoulos and Woodhall, 1985).

Brown (1991) quoting a researcher in Indian who saw education as a lottery in the third world states that you do not expect to win but you take a ticket in case. With this kind of skepticism the ultimate goal on education faces a road block. Lockheed (1991) says that primary education produces literate and numerate population that can deal with problems encountered at home, at work and serves as a foundation on which further education is built. Primary education has other benefits to individual and society, for it forges national unity and social cohesion by teaching common morals, ideologies and language. It improves income distribution, increases savings and

encourages more rational consumption, enhances the status of women and promotes adaptability to technological change. He further adds that across countries, the correlation between national investment in education and economic growth is striking.

Theoretical Framework of the Study

The theoretical framework (figure 1) is rooted on the implementation strategies and systems approach which explains the interrelationship between parts of a system and their contribution to the attainment of the whole in this case UPE

Level One:

Identifies the major administrative challenges that the headteacher face in implementing FPE. The challenges are manifested in the administrative tasks illustrated.

Level Two:

Provides a strategic focus on alternative solutions to the FPE administrative challenges.

Level Three:

Focus on one alternative solution: establishing and enacting policy directions on public primary school administration.

Level Four:

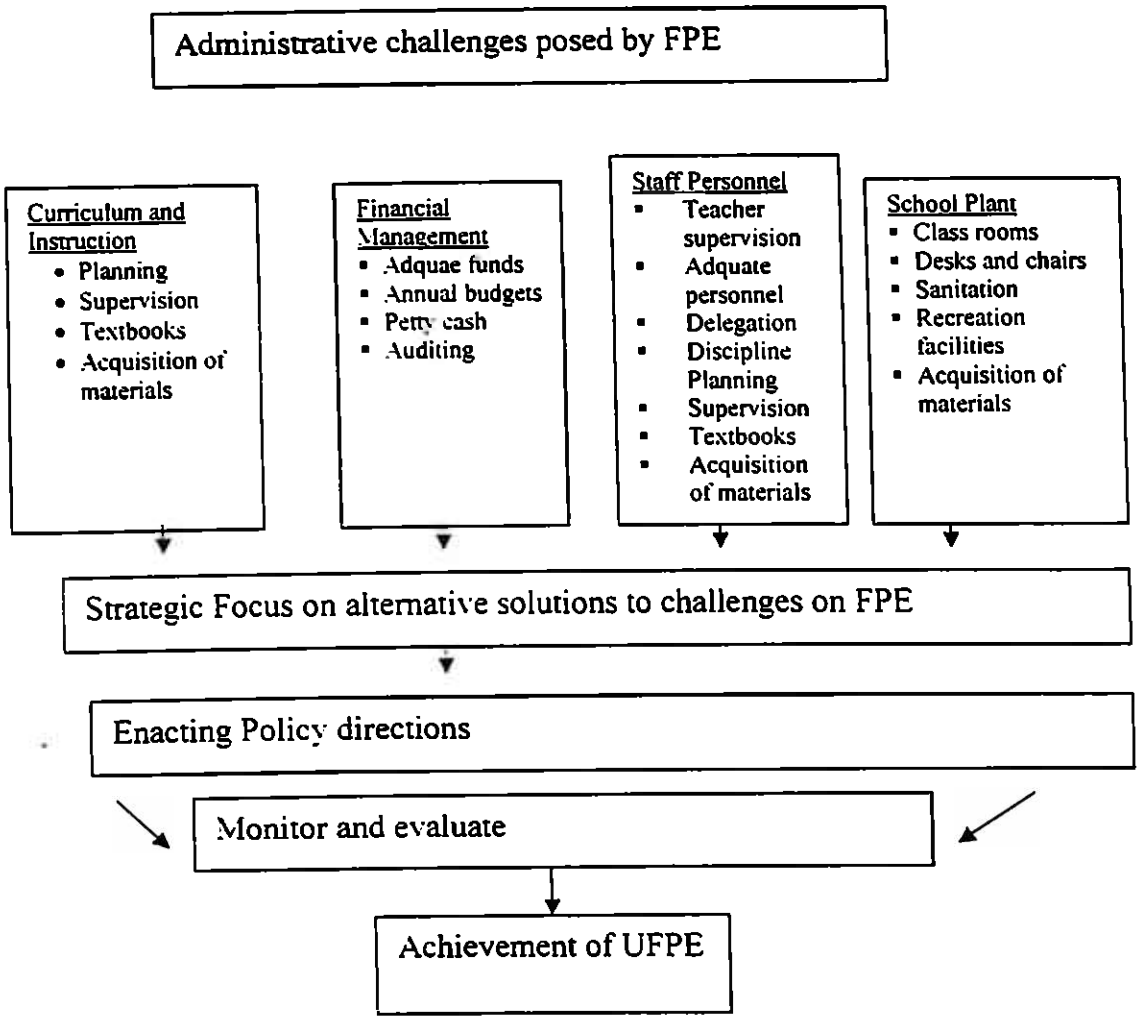
Provides a summary of what ought to be done to achieve UPE, thus the FPE activities should be continuously monitored and evaluated through in-service training of all stakeholders.

Level Five:

Achieve universal primary education.

Figure 2.1: Theoretical Framework of the study

Figure 1: Theoretical Framework of the study.



CHAPTER THREE

RESEARCH METHODOLOGY

Introduction

This chapter describes the research methodology that was used by the researcher to collect and analyze the data collected from the field. This section covers the following major areas: Research design. target population. sample and sampling procedure, research instruments. validity and reliability of instruments data collection procedures, data analysis procedures.

Research Design

This study was conducted using an ex-post facto design. According to Kerlinger (1973) defines ex-post facto design as a systematic empirical inquiry in which the scientist does not have direct control of independent variables because their manifestations have already occurred or because they are inherently not manipulatable inferences about relations among variables. Cohen and Manion (1986) pointed out that an ex-post facto research is a method of eliciting possible antecedents of events which have happened and cannot; because of this fact be engineered or manipulated by the investigator. This research is therefore ex-post facto in design because such independent variables such as headteachers age, experience qualifications; gender, school size, school type and other school related factors cannot be manipulated.

The study sought to establish whether there was any relationship between the provision of Free Primary Education (dependent variable) and the challenges schools administrators face (independent variable). The research relied on records of events that have already taken place, hence the researcher did not manipulate any casual factors or challenges that the FPE programme pose to headteachers.

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Target Population

The study targeted 57 headteachers of public Primary schools in Borabu Division. The division has three administrative zones .The schools were all rural schools with a rural catchments area. The schools admitted both boys and girls.

Sample and Sampling Procedures

The Krejcie and Morgan's table (Mulusa 1988) was used to sample the head teacher out of 57 headteachers from the 57 public primary schools 45 headteachers were selected. The headteachers were chosen using simple random selection.

Research Instruments

The main instruments for data collection were question nnaires and document analysis. Questionnaires were used to obtain information from headteachers. They were preferred in this study because those taking part in the study were literate and quite able to answer items asked adequately. The questionnaire items of the instruments had some overlapping elements.

This type of questionnaire requires yes/no answers, filling in blank spaces, explaining, ticking the applicable answers. The questionnaire was made up of two parts: part I had the personal information and the school information. This section collected information related to demographic data such as age, gender, qualifications, experiences etc. school information include the school enrolment, school type and size. Part II had the administrative challenges encountered by headteachers in the implementation of FPE programme. The headteachers also gave opinion on measures that could be taken by other stakeholders to solve the challenges caused by the implementation of FPE. They also gave what they were doing to retain those pupils who already enrolled in school. Finally, the headteachers stated the relevance of the in-service courses that they undergo as a way of tackling the administrative challenge posed by the FPE.

There was also document analysis. In this case, the headteacher gave a record of the number of pupils enrolled by gender and years 2003-2007, the number of teacher staff. Also document analysis was done at District Education Office in Nyamira district as

well as Zonal Education Offices in Borabu division. These documents provided record of the number of pupils enrolled in the whole division in the last five years.

Validity of Instruments

Validity is the degree to which a test measures what it purports to measure, (Borg and Gall 1989). Mugenda and Mugenda (1990,) defines validity as the accuracy and meaningfullness of the inferences which are based on the research results. It is the degree to which results obtained from the analysis of the data actually represents the phenomena under study. Mouly (1978) adds that the validity of the questionnaire data depends on a crucial way the ability and willingness of the respondents to provide the information requested.

To enhance validity the researcher consulted the University supervision for verification and appraisal of the instruments. The researcher also carried out a pilot study to appraise the questionnaire soundness of the items and to estimate time required to answer the items. The pilot study covered some of the 12 primary schools not covered in the sampled population. The results of the pilot study was discussed with the respondents and made the required adjustments. Modification of some questionnaire was done accordingly.

Instrument Reliability

The validity of instruments measure the consistency of instruments, Best and Kahn (2010 considers the reliability of the instruments to be the degree of consistency that the instruments or procedure demonstrates. What it measures it does so consistently. The reliability of a standardized test is usually expressed as a correlation coefficient, which measures the strength of association between variables. Such coefficient vary between 0.00 and 1.00 with the former showing that there is no reliability and the later shows that

there is perfect reliability which is an ideal situation. Reliability was ascertained by splitting the instruments into two by placing all odd numbered in one sub-set and all even numbered items in another subset and then find then the coefficient of internal consistency. The reliability is estimated at to be 0.89 meaning that the instruments were reliable.

Data Collection Procedure

Data was collected from the sampled school after attaining research permit from the Ministry of Education Science and Technology. The office of the D.E.O Nyamira was contacted before the commencement of the study. A brief introduction was made to the respondents before administering the questionnaires with the aim of explaining the questionnaires to the nature and importance of the study to the respondents during pilot and main study and waited for them until when they were completely filled up and then picked them. Confidentiality was assured to the respondents through the letters of transmittal that accompanied the questionnaires.

Data Analysis Techniques

Data analysis was based on the research questions designed at the beginning of the research. Frequency tables, percentages and means were used to analyze the data. Responses in the questionnaires were tabulated, coded and processed by use of a computer. The Statistical Package for Social Science (SPSS) programme was used to analyze the data.

The response on open-ended questions was reported by descriptive narrative. The results of the study was compared with literature review to establish the administrative challenges public primary school headteachers face in implementing Free Primary Education in Borabu Division, Nyamira District.

CHAPTER FOUR

DATA ANALYSIS AND INTERPRETATION

Introduction:

This chapter presents the findings of the study. The data was collected with the objective of establishing the administrative challenges public primary school headteachers face in implementing FPE in Borabu Division. Nyamira District. The researcher used public primary school headteachers to collect the required data for the study.

The collected data was coded and fed into the computer and analyzed using the Statistical Package for Social Sciences (SPSS) programme. The data was analyzed and yielded frequencies of occurrences and other forms of descriptive statistics such as percentages. Cross tabulation was used to determine the pattern of responses across variables such as age and years of experience among others.

Questionnaire Return rate for Respondents.

The study involved forty – five (45) Primary schools out of the fifty – seven (57) schools. The other 12 (twelve) schools were left out in the actual data collection because they were involved in the pilot study.

Out of forty-five questionnaires administered to headteachers from randomly sampled schools were all returned. This means that the questionnaire return rate was 100 percent.

Demographic information of respondents.

The headteachers were requested to give information about their gender, academic qualification, age, number of years they have served as teachers and number of years they served as headteachers. These data are reported in Table 3, Table 4, Table 5 and Table 6 respectively.

Table 3. Gender Distribution of Headteachers in Borabu Division.

N = 45

Gender	Frequency	Percentage
Male	43	95.6
Female	2	4.4

This means that males constitute the highest percentage of 95.6 percent and females 4.4 percent of school administration in Borabu Division.

Table 4: Age bracket of the serving headteachers.

N = 45

Age bracket	Frequency	Percentage
25 - 34	-	-
35 - 44	12	26.7
45 - 54	32	71.1
More than 54	1	2.2
Total	**45**	**100**

Table 4 shows that 71.1% of the headteachers are aged between 45 – 54 years indicating that they have many years experience as teachers.

Table 5: Length of service as headteachers.

N = 45

Length of service	Frequency	Percentage
< 5 years	14	31.1
10 – 20 years	25	55.6
Over 20 years	5	11.1

Not indicated	1	2.2
Total	**45**	**100**

Table 5 indicates that 55.6 percent of headteachers in Borabu Division have served for 10 – 20 years as headteachers an indication that they have the required practical experience to tackle the challenges that are posed by the introduction of FPE.

Some 31.1 percent had served for 5 years. Another 11.1 percent had served over 20 years. This could be attributed to retirement and natural attrition. Nevertheless, those without much administration experience replace the retiring teachers.

Table 6: Headteachers Professional Qualification.

N = 45

Qualification	Frequency	Percentage
P2	-	-
P1	7	15.6
S1	20	44.4
Approved teacher +	13	28.9
Diploma	4	8.9
Degree holder	1	2.2
Total	**45**	**100.0**

As pertains to academic qualifications as shown in Table 6, 44.4 percent of the headteachers were S1 certificate holders, 15.6 percent were P1 certificate holders, only one headteacher had a degree certificate despite the government effort to give primary headteachers chance to pursue degree courses, however P1 certificate holders are considered competent and qualified enough to spearhead the management of public primary schools. Since they have appropriate training from teacher training colleges.

Data analysis.

This section deals with analysis of data which was done using SPSS programme, the analysis was based on research questions.

The major administrative challenges that headteachers face in the implementation of FPE

One of the objectives of the study was to identify administrative challenges that headteachers face in the implementation of FPE. In the study they were categorized as follows:-

- Curriculum and instructional challenges.
- Finance business task
- Staff personnel management
- School plant/physical facilities.

a). Curriculum and instructional based challenges.

The respondents were required to rank the challenges under curriculum and instructional task area and the finding are indicated in the Table 7:

Table 7: Ranking of curriculum and instructional based challenges.

N = 45

Challenges	Rank	Frequency	Percentage
Teaching in overcrowded class	1	13	46.4
Getting along with pupils	2	8	28.6
Planning and organizing school	3	7	25.0

programme			
Supervision of teachers	4	10	35.7
Presentation of subject matter.	5	8	28.9%
Inadequate reference books for teachers	6	10	35.7%
Inadequate textbooks and exercise books for pupils	7	13	16.4%
Selection and acquisition of instructional materials	9	10	35.7

Curriculum and instructional based challenges are clearly depicted in Table 7 whereby teaching in overcrowded classrooms was a major hindrance in the over attainment of FPE ranked on No. 1 at 46.4% due to over-enrolment, in schools thus many schools are over-stretching their classrooms as a result the headteacher pupil contact is highly compromised. Equally inadequate textbooks and exercise book for all pupils was ranked number 8 at 16.4% because already the government has provided adequate money for purchase of the same. Consequently, the delivery of content in the over-crowded classrooms is below the expectations.

b). Finance business based challenges.

The headteachers were required to rank the finance business based challenges and the following were the findings.

Table 8: Ranking of business Finance based challenges.

Challenges	Rank	Frequency	Percentage
Problem of accounting and auditing	1	6	23.1

Problem of parents supplementing school funds	2	7	26.9
Problem of establishing policies and priorities for funds distribution.	3	7	26.9
Organization of funds drive	4	5	19.2
Plan on preparing on annual budget	5	7	26.9
Obtaining adequate funds for FPE	6	7	26.9
Problem in keeping petty cash fund.	7	8	30.8

The problem of auditing and accounting was ranked No. 1 with 23.1% of the headteachers arguing that it is a major administrative challenge because they did not have adequate financial skills and knowledge in management of FPE funds. 26.9% of the respondents had a problem in establishing policies and priorities for the FPE funds distribution. Equally 26.9% of the headteachers had a problem in preparing the annual school budget. this was an indication that there was lack of consultation amongst stakeholders in the management of FPE funds as a result has posed a major administrative challenge to the headteachers.

c). Management of staff personnel based challenges.

The management of staff personnel based challenges was ranked by the respondents as shown in the Table 9.

Table 9: Ranking of staff based challenges.

N = 45

Challenges	Rank	Frequency	Percentage
Lack of enough teaching personnel	1	15	55.6
Problem on how to handle teachers with personnel problem	2	8	29.6
How to discipline teachers	3	10	37.0

Lack of cooperation from staff members.	4	7	25.9
Providing guidance and counselling to teachers	5	6	22.2
Supervising teachers	6	6	22.2
How to delegate duties to members of staff	7	12	44.4

Inadequate teaching personnel was ranked number one with 55.6% of the respondents indicating that over enrolment in schools has expanded the work load of teachers such that there are more pupils than the existing number of teachers can handle.

Problem of how to handle teachers was represented by 29.6% while problem of disciplining teachers had 37.0% of the headteachers, 25.9% of the headteachers had problem with provision of guidance and counselling to their teachers and delegation of duties to members of staff was ranked last as a staff personnel based challenge.

d). School plant/physical facilities based challenges

The respondents were supposed to rank improvisation of extra classrooms, provision of toilets for pupils, provision of desks and chairs for pupils, problem of recreational facilities and the problem of getting land for school expansion as school plant based challenges. Table 10 shows how the above challenges were ranked with their respective percentages.

Table 10: Ranking of school plant/Physical facilities based challenges.

N=45

Challenges	Rank	Frequency	Percentage
Problem of improvising extra classroom	1	9	34.6
Providing enough toilets for all pupils	2	9	34.6
How to get enough desks and chairs for all pupils	3	6	23.1
Problem of recreational facilities	4	9	34.6
Problem of land for school expansion.	5	11	42.3

The problem of providing extra classrooms was a major administrative challenge that the headteachers faced in the implementation of FPE programme. It was ranked number one with 34.6%. the other challenges were ranked in the following order; problem of adequate toilets 34.6% inadequate desks and chairs for pupils 23.1% problems of recreational facilities 34.6% and 42.3% of the respondents ranked the problem of getting land for school expansion at number five. Since the inception of FPE in 2003, many schools across the country have continued to experience inadequate classrooms to accommodate the increased enrolment of pupils.

The above administrative challenges triggered the researcher to establish the headteachers opinion on how other stakeholders were involved in solving the challenges posed by FPE programme implementation.

Extent headteachers of many years experience and age have similar problem as those of fewer years experience and age in implementing FPE

Table 4 and table 5 shows the age bracket of serving headteachers and the length of service as a headteacher. It is clearly indicated that the headteachers of many years experience and age encounter similar administrative challenges as those of fewer years of experience and age in the implementation of FPE. This is because the FPE programme is a new initiative in the primary school management which has come with new challenges that none of the headteachers had encountered before.

Headteachers' opinion on how other stakeholders are involved in solving the administrative challenges posed by the FPE implementation

The other objective of the study was to establish the headteachers opinion on how other stakeholders are involved in solving the administrative challenges posed by FPE implementation. The major stakeholders include the parents, the government and the school management committees. Their opinions are depicted in Tables 11, 12 and 13.

Table 11: Opinion of Headteachers on parents role in the implementation of FPE.

N = 45

Opinions	Frequency	Percentage
Supplement the government efforts	1	68.9
Support teachers in maintaining discipline.	2	4.4
Build classrooms	4	8.9
Participate in their children learning	4	8.9
Provide textbooks	2	4.4
Establish priorities and policies.	2	4.4

Majority of the respondents (68.9%) were of the view that the parents need to supplement the government efforts in the implementation of the FPE programme, whereas 8.9% of the respondents indicated that parents should build extra classrooms so as to end the overcrowding in classrooms due to over enrolment.

Table 12: Opinion of headteachers on the government role in the implementation of FPE.

N = 45

Opinion of headteachers on government role	Frequency	Percentage
Give more funds	18	31.0
Employ more teachers	15	25.9
Build more classrooms	8	13.8
Put up physical facilities, e.g. teachers houses	4	6.9
Employ people with accounting skills	3	5.2
Provide voteheads with transport & postal charges	3	5.2
Enforce affirmative action on the girl child education	2	3.4
Organize seminars for parents	1	1.7
Monitor every school's problems	1	1.7
Seek more donor for funding	1	1.7
Involve private sectors in provision of FPE funds	1	1.7
Cater for early childhood development (Pre-school children).	1	1.7

Most of the headteachers (31.0%) argued that the government should provide more funds to the FPE programme, 25.9 of the respondents felt that the government should employ more teachers. The two issues raised are vital for the effective implementation of FPE.

Table 13: The opinion of the headteachers on the role of the school management committee in the implementation of FPE.

N = 45

Opinions	Frequency	Percentage
Priorities development projects and implement	21	20.6
Prepare annual budget	14	13.7
Provide physical facilities	11	10.8
Improve teachers and parents relationship	10	9.8
Monitor use of FPE funds	8	7.8
Maintain discipline	7	6.9
Implement action plan	4	3.9
Monitor school progress	4	3.9
Oversee school activities	4	3.9
Assist in school administration and management	3	2.9
Implement government policies	3	2.9
Fund raising drives	3	2.9
Give counselling to students	3	2.9
Set and maintain education standards	3	2.9
Link the school and community	2	2.0
Advice DEB chairman	1	1.0
Motivate teachers and pupils	1	1.0

According to the headteachers, the school management committee can solve some of the administrative challenges that they face by prioritizing development projects and overseeing the implementation. The percentage of the respondents for this view was 20.6%. This clearly indicate that there should be consultative meetings between the

headteachers and the parents representatives in the implementation of the FPE programme as a way of tackling the administrative challenges therein.

What headteachers are doing to retain those pupils already enrolled in school

The other objective of the study was to establish what the headteachers were doing to retain those pupils already enrolled in school. The respondents were required to state measures that they have put in place to ensure that those pupils already in school do not drop out. Table 14 highlights the said measures.

Table 14: How pupils are retained in school.

N = 45

Measures	Frequency	Percentage
Provision of guidance and counselling	21	30.9
No sending away pupils without uniform	8	11.8
Provide adequate instructional materials	6	8.8
Excelling in Examinations	5	7.4
Abolishing all levies	4	5.9
Improving physical facilities	4	5.9
Showing love to pupils	4	5.9
Conducting seminars for parents	3	4.4
Take care of pupils individual needs	3	4.4
Avoid pupils repeat class	2	2.9
Holding parents day to discuss pupils	2	2.9
Support the orphans	2	2.9
Rewarding the bright pupils	2	2.9
Offering conducive learning environment	1	1.5
Provide extra temporal classrooms	1	1.5

Majority of the headteachers (30.9%) felt that pupils already enrolled in school can best be retained by giving them guidance and counselling on the importance of schooling. The guidance and counselling should encompass the social-economic background of the pupils and how they should adjust and fit in the school activities.

Suggestions on relevance of in-service courses that headteachers have undergone as away of tackling administrative challenges posed by FPE programme was sought from the respondents. Table 15 shows the in-service courses that the headteachers have attended whereas Table 16 highlight the relevant/significance of the in-service course attended by the headteachers on the implementation of FPE in their schools.

Table 15: In-service courses taken by headteachers.

In-service course attended	Frequency	Percentage
Financial management	35	34.3
Record keeping	8	7.8
Procurements	8	7.8
Prism	8	7.8
School management	8	7.8
Management of resources	7	6.9
Bookkeeping	6	5.9
Management of pupils/students	5	4.9
Setting priorities	4	3.9
Budget preparation	4	3.9
Spread	3	2.9
Human resource management	2	2.0
PSABH	2	2.0

Assessment and discipline	1	1.0
Library management	1	1.0

Nearly all the headteachers (34.3%) have attended in-service course in financial management. This is an indication that many headteachers have inadequate financial management skills and this is one of the administrative challenges that they are facing.

Table 16: Relevance of in-service courses attended by headteachers.

Relevance of the course	Frequency	Percentage
Procurement skills	1	1.3
Know how to handle teachers and pupils with problems	1	1.3
Know how to manage school library	1	1.3
Know how to relate with others	1	1.3
Curriculum development	3	4.0
Project management	4	5.3
Budget preparation	4	5.3
Bookkeeping	7	9.3
Better resource management	7	9.3
Acquired good school administration skills	8	10.7
Better skills in financial record keeping	17	22.7
Good management of FPE funds	21	28.0

From table 16, about 28.0% of the headteachers have found the in-service courses that they have attended more relevant and significant in the financial management of FPE fund. Equally most have been able to acquire good administrative skills. Financial

management as an administrative challenge has expanded the role of the headteachers in public primary school with the introduction of FPE.

CHAPTER FIVE.

SUMMARY, CONCLUSION AND RECOMMENDATIONS.

Introduction:

This chapter endeavours to give the highlights of the study in summary form. It also gives the conclusion of the study as well as the recommendation and suggestions for further study.

Summary of the study.

It was observed that the number/enrolment of primary school rose by 4.319 from 12.025 in 2002 to 16.340 that is an increase of 35.9% the number of teachers declined during the same period from 497 in 2002 to 421 in 2005 a decline of 76 teachers that is a decline of 18.5%. This implies that teacher shortage threatens to derail the free education programme and this is causing a greater administrative challenge on the part of the headteachers who are meant to overseer the effective and efficient implementation of FPE.

This study sought to identify the administrative challenges that headteachers face in the implementation of FPE and whether the schools size relate with the challenges faced. Also the study investigated whether headteachers of many years experience and age encounter similar challenges as those of few years of experiences and age. This was done in order to draw objective conclusion, and observation whether the headteachers' age and experience has any bearing on the kind of challenges faced in FPE.

At the same time, the study sought to find out what exactly are the headteachers doing so as to retain those pupils already enrolled in school. This was done with the aim of knowing whether the measurements put in place are conducive and motivating for the enrolled pupils to attain the set completion grades.

Finally, the study sought to establish the relevance of the in-service courses that headteachers undergo as away of tackling the administrative challenges posed by FPE.

This is a significant area because effective implementation of FPE requires modern and dynamic managerial skills and knowledge on the part of the teacher and this can best be attained through the in-service courses. The researcher used one set of questionnaires for the public primary schools headteachers.

The questionnaires were designed to gather appropriate data on the administrative challenges that headteachers face in the implementation of FPE. The challenges were grouped into four main areas and the headteachers were required to rank each separately in order of their seriousness according to the way each encountered them. The most serious was ranked 1 and the least serious ranked number 7 or 8 challenges manifesting in curriculum and instruction task were ranked in the following order:

i) Teaching in overcrowded classrooms
ii) Problem of getting along with students
iii) Problem of planning and organizing school programmes
iv) Problem of supervising of teachers
v) Problem of selecting and acquiring instructional materials for each class.
vi) Problem of presentation of subject matter
vii) Inadequate reference books for teacher and
viii) Inadequate textbooks and exercise books for pupils.

Challenges manifesting in finance business task area were ranked as follows:

1) Problem of accounting and auditing,
2) Problem of parents supplementing school funds,
3) The problem of establishing policies and priorities for funds distribution,
4) Problem of organization of funds drive,

5) Problem of preparing an annual school budget,
6) Problem of obtaining adequate funds for FPE and,
7) Problem of keeping petty cash funds in school.

Challenges manifesting in staff personnel task area were ranked in the following order.

1. Lack of adequate teaching personnel.
2. Problem of how to handle teachers with personnel problems.
3. Problem of how to discipline teachers,
4. Lack of cooperation from staff members
5. Problem of providing guidance and counselling to teachers.
6. Problem of how to delegate duties to member of staff

Challenges manifesting in the school plant/school physical facilities task area were in the following order:

1) Problem of improvising extra classroom,
2) Problem of providing enough toilets for all pupils,
3) Problem of how to get enough desks and chairs for all pupils,
4) Problem of recreation facilities and
5) Problem of acquiring land for school expansion.

The researcher sought to investigate whether headteachers of many years experience and age encounter similar challenges as those of fever years, experience and age in the FPE implementation.

Most headteachers responded to this by highlighting that their age and experience of. leadership has no bearing whatsoever to the challenges posed by FPE because FPE was never piloted in Kenya before it was implemented.

The researcher also investigated the headteachers opinion on measures that could be taken by other stakeholders to solve the challenges posed by FPE, the research revealed that all stakeholders have a pivotal role to play in tackling the administrative challenges of FPE. The headteachers were of the view that parents: to supplement the government efforts in provision of some of the basic instructional materials for example desks and chairs: support teachers in terms of maintaining discipline among pupils especially the over age ones: build extra classrooms to control overcrowding in classrooms, provided a variety of textbooks in addition to those that the government establishing of priorities and policies for the school. Participate fully in their children's learning process.

The headteachers also revealed the government should do the following so as to tackle the administrative challenges.

Give more funds to the FPE if possible double it, urgently employ more teachers, seek more donor funding especially on how to improve quality of learning, consider building more classrooms especially in the overcrowded school, put up teachers' houses so as to reduce the distance from school to teachers' area of residence so that pupils can be taught extra hours outside the normal teaching time, employ accounts clerks to look into the accounting and auditing of school funds because many headteachers lack the necessary accounting skills. The government should organize seminars for parents to sensitize them the need to support FPE and retain their children in school till they complete primary education. The ministry of education to empower to monitor all the activities that relate to the FPE. Also the government to provide incentives for girls who are in school.

Lastly the government should also provide free education for the early childhood development level to cater for the pre-school children.

The headteachers were of the opinion that the school committees should come up with the following measures so as to tackle the said administrative challenges posed by FPE.

These include:

Maintain student discipline. motivate teachers and pupils through seminars, trips and presents be involved fully in the annual school budget, provide counselling and guidance to all students. involve each one of them in worthy fundraising drives to supplement projects and monitor their successful implementation.

Even more importantly they are required to set and maintain education standards to each school. the school actively oversee all the school activities for example the efficient and transparent use of FPE funds and monitor school progress.

The research further sought to establish what the headteachers were doing to retain those pupils already in schools a mid. The administrative challenges faced the research revealed that many schools had the following strategies.

Avoiding harassment. canning or a way of offering conducive learning environment for all pupils. provision of extra temporal classrooms to avoid overcrowding, identifying and supporting pupils who are orphans, rewarding students who do well academically and in co-curricular activities, showing love to all pupils in school especially the over-age. doing away with repeating of classes in the school promotion system, avoiding sending away of pupils without school uniforms, encouraging all teachers to guide and counsel pupils so as to take care of all pupils individual needs, improvising, utilizing and improving the existing recreational facilities, provision of adequate instructional materials as specified in the schools curriculum, promotion of high academic standards through excelling in Examinations, provision of guidance and counselling all students with view of working hard to alleviate them through education, conducting seminars for. parents on the role of the parents in educating his/her child, improving physical facilities especially the sanitary facilities for the girls, abolishing of all extra levies and any other hidden cost of schooling that could otherwise be burdensome to the parent or child/pupil

and holding parents' meeting/day regularly to discuss the welfare of the pupils and other school member with a view of re-evaluating the school progress activities.

Essentially the research explored the relevance of the in-service courses that headteachers undergo as a way of tackling the administrative challenges they face. The research revealed that most headteachers had done the following in service courses:-

- Quality control and development course
- Strengthening primary education
- Primary school management
- Library management
- Budget preparation
- Procurement of goods
- Management of pupils/students
- Financial management
- Book keeping
- Management of school resources
- Inspection and discipline of teachers
- Report writing course.

It was further revealed that the in-service course had proved quite relevant especially in the proper management of FPE funds. It enabled headteachers to acquire good administration skills and how to handle teacher, parents and pupils.

Conclusion

This study identified that public primary schools headteachers in Borabu Division face varied administrative challenges in implementing FPE. Despite of the challenges the

FPE had overwhelming support from parents, teachers and other stakeholders who see it as a key strategy for alleviating poverty.

Most significant among the administrative challenges that need urgent attention from all stakeholders included:-

- Delay in disbursement of cash
- Problem of inadequate physical facilities
- Teaching in overcrowded classes due to increased pupils population
- Problem of inadequate accounting and auditing skills on many headteachers in the overall financial management of FPE.
- Shortage of teachers. As a result, schools have devised multi-grade and multi-shift teaching pedagogies especially in lower primary.
- Problem of improvising classes to cater for the increased pupil population.
- The role of the headteacher has been expanded yet he/she must attend to class and other administrative obligations outside school and class.
- Lack of consultation among teachers, parents and communities.
- Lack of conspicuous guidelines on admission and discipline of pupils enrolled.

To curb the above challenges, there should be an interplay of all stakeholders so as to positively respond to the challenges with a view of providing long lasting solution to make FPE tenable. Once these challenges are addressed the FPE in Borabu Division public primary schools can attain the desired enrolment rates, transition rates and retention will be maximized.

enable headteachers, teachers and other interested parties to impart the relevant skills to have a clear vision on the importance of education in life.

In addition, headteachers and teachers will ensure that they provide the desired environment for overall retention of all pupils enrolled in school. The said skills will enable headteachers to solve some of the administrative challenges that emanate from the management of teachers and pupils at the school level.

The government to formulate a clear policy on the implementation of FPE. A policy specifically on the provision of FPE. All stakeholders, including teachers parents and the community should be involved during the planning, monitoring and evaluation of such policy. Proper guidance on the implementation of FPE should be clearly stipulated out. There should be a consultative forum on the implementation of FPE. As a result some of the headteachers administrative challenges will be reduced and shared.

Suggestions for further research.

The study recommends the following area for further research:-

1. A study on the impact of in-service courses on headteachers on the general management of the FPE programme need to be done so as to find out the actual monitoring and evaluation of the FPE activities.
2. Since this study was limited in one division there is need for replication of this study using larger population of public primary schools in the whole country to elicit a more accurate national perspective on the major administrative challenges public primary school headteachers face in implementing FPE.
3. A further study can be conducted on the impact of UPE/FPE on the quality of education offered in public primary schools in Kenya.

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APPENDICES:

Appendix 1: Letter of introduction

Dear Sir/Madam, ----------

Re: SELECTED ADMINISTRATIVE PROBLEMS FACING PUBLIC PRIMARY SCHOOL MANAGERS IN THE IMPLEMENTING OF FREE PRIMARY EDUCATION IN BORABU DIVISION, NYAMIRA DISTRICT

I am an M.Ed Candidate in the Department of Educational Administration and Planning, University of Nairobi. I am in my research year of my postgraduate studies focusing on "Selected Administrative Problems Facing Public Primary School Managers in the Implementing of Free Primary Education in Borabu Division. Nyamira District". The purpose of my research is to identify Selected Administrative Problems Facing Public Primary School Managers in the Implementing of Free Primary Education in Borabu Division. Some of the specific objectives of the survey component of the research include:

a) To identify the selected administrative challenges that the headteachers face in the implementation of FPE.

b) To find out whether headteachers of many years experience and age encounter similar administrative challenges as those of fewer years of experience and age in the implementation of FPE.

c) To investigate the headteachers opinion on measures that could be taken by other stakeholders solve administrative challenges posed in the implementation of FPE.

If you are interested in the results from this study you are welcome to request a copy of the final report by supplying your name and email address. Any queries regarding the questionnaire or the overall study can be directed to the undersigned. Please be assured that this information is sought for research purposes only and your responses will be strictly confidential. No individual's responses will be identified as such and the identity of persons responding will not be published or released to anyone. All information will be used for academic purposes

only. Please assist me in gathering enough information to present a representative finding on the current status of selected administrative challenges that the headteachers face in the implementation of FPE by completing the attached questionnaire. Your participation is entirely voluntary and the questionnaire is completely anonymous. Thank you very much for helping with this important study.

Sincerely, **Moriasi Gari Mobile: +254-725-568631**

Appendix 2: Questionnaire for Headteachers

PART1:

The items require you to respond by ticking (3) the appropriate option or just filling in the space provided

1. What is your gender?
   i. Male [ ]
   ii. Female [ ]

2. What is the age bracket applicable to you?
   i. 25-34 [ ]
   ii. 35-44 [ ]
   iii. 45-54 [ ]
   iv over 54 [ ]

3. For how long have you served as a teacher?
   i. Less than 5 years [ ]
   ii. Between 10-20 years [ ]
   iii. Over 20 years [ ]

4. For how long have you served as a headteacher?

i. Less than 5 years [ ]

ii. Less than 10 years [ ]

iii. Between 10-20 [ ]

iv. Over 20 years [ ]

5 What is your academic qualification?

i. p2 [ ] ii. p1 [ ]

iii s1 [ ] iv AT4 [ ]

v Diploma holder [ ] vi Degree holder [ ]

vii Any other_____

6. Indicate the academic qualification of teachers in the table below.

Academic qualification		Male	Female	Total
i.	P2			
ii.	P1			
iii.	S1			
iv	AT4			
v	Diploma holder			
vi.	Degree holder			
vii	Any other (specify)			

7. What is the type of your school ? Tick (3) whichever is applicable.

i. Boys day primary school [ ]
ii. Girls day primary school [ ]
iii. Mixed day primary school [ ]

8. State the number of the teaching staff in the given years and by gender in the table below.

Year	Female	Male	Total
2003			
2004			
2005			
2006			
2007			

9. State the pupil enrolment in your school by gender and years in the table below.

Year	No. of Girls	No. of Boys	Total
2003			
2004			
2005			
2006			
2007			

PART II

Most of the administration challenges encountered by public primary school headteacher in the implementation of FPE may be grouped into four main areas:
Challenges manifesting in curriculum and instruction; staff personnel task areas: finance and business management task area and in the school plant task area.

Please rank the challenges under each separately in order of their seriousness according to the way you encounter them. The most serious should be rank 1 and the least serious to be ranked No 8.

1. Challenges manifesting in curriculum and instruction task area:

	Rank 1-8
a) planning and organization school programmes	[ ]
b) selecting and acquiring instructional material	[ ]
c) supervising teachers	[ ]
d) lack of teachers reference books	[ ]
e) lack of exercise books	[ ]
f) lack of textbooks	[ ]
g) presentation of subject matter	[ ]
h) teaching in over crowded classrooms	
i) getting along with pupils in class	[ ]

2. Challenges manifesting in Finance business task area

	Rank 1-7
a) obtaining adequate funds to finance the FPE	[ ]
b) organization of funds drive to raise funds	[ ]
c) the problem of preparing an annual budget	[ ]
d) problems of keeping petty cash funds	[ ]
e) problems of parents supplementing school funds	[ ]

f) problems of accounting and auditing money spent [ ]

g) establishing policies and priorities for Distribution of funds [ ]

3. Challenges manifesting in staff personnel task area:

Rank 1-7

a) providing guidance and counseling to teachers [ ]

b) how to discipline teachers not committed to their work [ ]

c) lack of co-operation from staff members [ ]

d) lack of enough teaching personnel [ ]

e) how to delegate duties to members of staff [ ]

f) how to handle teachers with personal problems [ ]

g) problems of supervision teachers [ ]

4. Challenges manifesting in the school plant / school physical facilities task area;

Rank 1-5

a) problem of how to improvise classrooms without classrooms [ ]

b) how to get enough desks and chairs for all pupils enrolled [ ]

c) how to get enough toilets for all pupils [ ]

d) problem of recreational facilities [ ]

e) problem of land for school expansion [ ]

5. In your opinion, what needs to be done by the following stakeholders to make the implementation of FPE successful?

i. Parent_____

_____

_

ii. The Government_____

iii. NGOs_____

_____

_

6. What are the roles of the school committee in the administration of your school?

_____

_____

7. What is the parents response towards being assigned some roles in meeting their pupil's needs (cost sharing

i. Most willing [ ]
ii. Willing [ ]
iii. Unwilling [ ]

8. What is your school doing to retain all those pupils already enrolled in school?

_____

_____

9. Have you ever attended any in-service course with regard to the implementation of FPE?

Yes [ ] No [ ]

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10 List the courses that were covered.

_____ _____

11 How has the in-service training been relevant to your duties as a head teacher?