

**A STUDY OF THE ADMINISTRATIVE CHALLENGES PUBLIC PRIMARY SCHOOL
HEADTEACHERS FACE IN IMPLEMENTING FREE PRIMARY EDUCATION
IN RIGOMA DIVISION; NYAMIRA DISTRICT.**

BY

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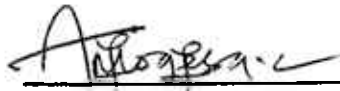
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DECLARATION

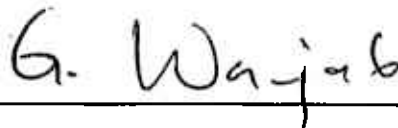
This research project is my original work and has not been presented for a degree in any other university.



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Above all, I am grateful to the Almighty God for this blessings and grace in my life. Glory and Honour Unto Thee.

DEDICATION

**This work is dedicated to God;
who granted and continues to grant me the will,
courage and strength to excel in all work.
My wife Bernadettee Kemunto Mayaka;**

**My mother Peninah Moraa for her unconditional love,
My father Richard Nyamamba for his wise counsel.
my younger brothers and sisters for enabling me throughout out my life.
Also to my in-laws and their loved ones and other relatives.
Because of your prayers the effort was worthwhile and will benefit mankind.**

ABSTRACT

The attainment of Universal Primary Education (UPE) by the year 2005 and Education For All (EFA) by 2015 has been one of the major developmental goals of the Kenya Government. 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, despite all these efforts, the attainment of the goal of UPE seems to be elusive.

The purpose of this study was to investigate the administrative challenges that public primary school headteachers face in implementing FPE in Rigona Division, Nyamira District. This was survey research that targeted 57 headteachers of public primary schools in Rigoma Division. 45 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 data revealed the major administrative challenges that headteachers in public primary schools face in implementing FPE in Rigoma Division, Nyamira District. The 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 over-crowded classrooms
- Problem of getting along with students
- Problem of planning and organising school programme
- Problem of supervising teachers
- Problem of selecting and acquiring instructional materials for each class.
- Problem of presentation of content / subject matter
- Inadequate reference books for teachers
- Inadequate textbooks and exercise books for students.

Administrative challenges manifesting in finance business task area were ranked as follows:-

- Problem of accounting and auditing of FPE funds.

- Problem of parents supplementing school funds
- Problem of establishing policies and priorities for funds distribution
- Problem of organising fund drive
- Problem of preparing an annual school budget
- Problem of obtaining adequate funds for FPE and
- Problem of keeping petty cash funds in school.

Challenges manifesting in staff personnel management were ranked in the order below:-

- Inadequate teaching personnel
- Problem of how to handle teacher with personal problems
- Problem of how to discipline teachers
- Lack of co-operation from staff members
- Problem of providing guidance and counselling to teachers.
- Problem of how to supervise teachers
- Problem of how to delegate duties to members of staff.

Challenges manifesting in the school plant / physical facilities task area were ranked as follows: Problem of improving extra classrooms, problem of providing enough toilets for all pupils, problem of how to get enough desks and chairs for all pupils, problem of recreational facilities and problem of acquiring land for school expansion.

The study also investigated the headteachers opinion or measures / strategies that could be taken by other stakeholders to solve the administrative challenges posed by the FPE, the study revealed that parents: Should supplement the government efforts by providing the basic instructional materials, for example, desks and chairs; support teachers in maintaining discipline among students; build extra classrooms to end over-crowding in classrooms; provide a variety of textbooks in addition to those that the government provides and be actively involved in establishing priorities and policies for the school participate fully in their children's learning process.

The government should give more funds to the FPE programme if possible triple it for all schools, urgently employ more teachers so as to address the quality of teaching, seek more donor funding especially on how to improve quality of learning, consider building more classrooms especially in the over-crowded schools, put up teacher's houses so as to

reduce the distance from school to teacher's area of residence thus teachers will find more time to attend to students.

School management committees to prioritise school development projects and monitor their success the implementation. The research further sought to establish what the headteachers were doing to retain those pupils already in schools amid. The research revealed that many schools had the following strategies: Provision of adequate instructional materials as specified in the schools curriculum, promotion of high academic standards through excelling in exams, 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' meeting / day regularly to discuss the welfare of the pupils 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, inspection and discipline of teachers and library management.

Finally, the study gives recommendations that will help to curb the administrative challenges and also offers suggestions for further research.

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

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LIST OF ABBREVIATIONS

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

CHAPTER ONE

INTRODUCTION

1.0 Background of the Study

The Ministry of Education, Science and Technology Report (November, 2003) on Education and Training states that the overall policy goal of the government of Kenya is to focus on priority areas within the overall education goals, notably towards attaining universal Primary Education by 2005 within the context of the wider objective of achieving Education For All (EFA) by 2015. The Report further points out that to achieve UPE by 2005 there should be improved enrolment, access, participation and quality. It is within this framework that the government has been implementing the Free Education Programme (FPE) since January 2003.

The report notes that Education is a human right that every child must enjoy and has to be protected by Law. This is in accordance to the United Nations Declaration of Human Rights (1948) that everyone has a right to Education. Education shall be Free at least in elementary and Fundamental stage, that elementary Education shall be compulsory.

According to a World Bank Publication (2003) on the Millennium Development Goals; all countries are urged to achieve Universal Primary Education 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-operate globally opening doors to economic and social prosperity.

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United Nations Education Science and Cultural Organisation (UNESCO) further states that the vision to attain universal Primary Education globally, regionally 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, and education unlocks this potential and 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-emphasised in 1990 when 1500 participants from 155 nations including Kenya and many non-governmental organisations 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 comprise both essential learning tools (such as Literacy, Oral expression, numeracy and problem solving skills) and the basic learning content (such as knowledge skills, values 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”.

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 Universal Primary Education.

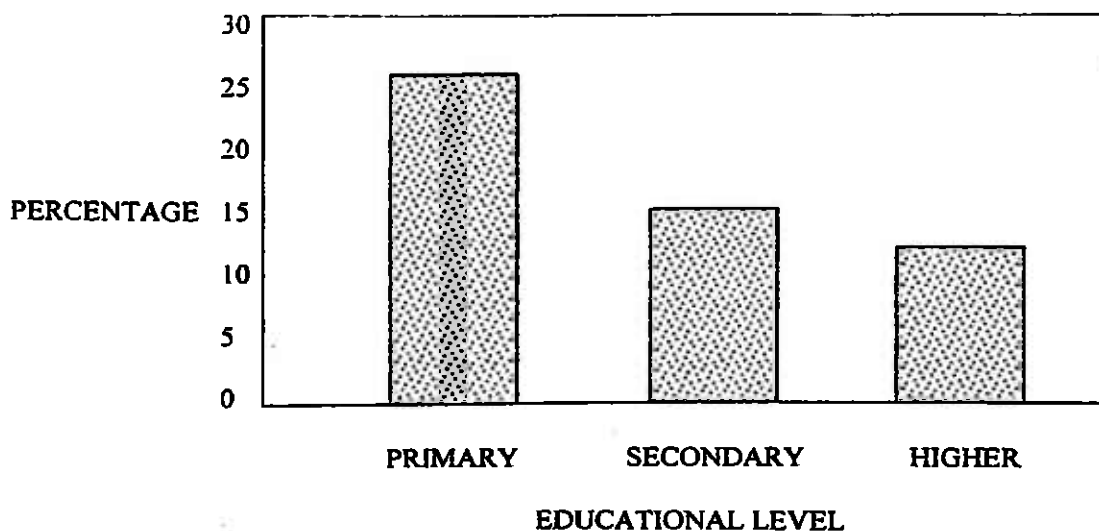
Psacharopoulos (1986) found very high social rates of return and estimated that the return to complete Primary Education are twenty per cent and the return to secondary education is fifteen to seventeen per cent. He continues to affirm that education remains profitable, however, its social rate of return 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 an investment that can be justified in economic grounds”.

Thus the fact that the average rate of return in developing countries is considerably higher for Primary Education than Secondary, as figure 1 depicts, the

top priority should be given to primary education as a form of investment in human resource.

Figure 1: The Social Rate of Returns to Investment in Education by School in less Developed Countries



Source: Psacharopoulos and Woodhall (1985)

Universal Primary Education whether it takes the formal or non-formal 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 special needs. A report by a task force headed by Eddah Gachukia brings out a case for disadvantaged groups. 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).

Brown (1991) quoting a researcher in India 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 scepticism the ultimate goal on education faces a roadblock. 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.

The Jomtejn conference (1990) observed that to serve the basic learning needs of all, requires a recommitment to basic education as it now exists. What is needed is an expanded vision that surpasses present resource level, institutional structure, curricular and conventional delivery system.

According to UNESCO (1992) Universal Primary Education objectives are outlined as: To impart literacy, numeracy and manipulative skills, develop self-expression and utilisation of senses, develop a measure of logical thought and critical judgement, lay a foundation for further training and work, develop awareness and understanding of the 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 relate this to the wider and broader economic and political context in which education occurs. However the Jomtejn conference remains a firm foundation on the achievement of education for all in many countries. The world conference on Education For All (EFA) in Jomtejn (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 programs 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, an 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.

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

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.

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, Science and Technology – Statistics section

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 programme got underway. The programme started without adequate schools and teachers but in quantitative terms there was an exponential explosion of school enrolment from 2.6million in 1996 to 5.8million in 2000 and 7.2 million in 2002. Though 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, January 6th 2003).

In quantitative terms, Kenya has made great strides in order to realise 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 provinces and districts of Marsabit, Tana River and Lamu. Later in 1973 the degree 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 pronouncements since it took planners and the public unaware. This caused enormous enrolments.

There was a radical change during 1973-1974 period and thereafter, the situation reverted to what it was before. This was because the government intervention to supply free education was no more than symbolic. Due to large enrolment school communities imposed a building levy per child which in many occasions turned out to be higher than the fee which was charged before. Many parents were frustrated on the thought of FPE and this popular notion became vague and elusive.

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 lead 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 remain 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).

Kenya is currently going through an important political and economic transition period. The Government is facing tremendous challenges of revitalising economic performance by putting in place poverty reduction efforts, governance

and economic management issues as its priority. As a result the government has put the highest priority on education, recognising the close links between poverty alleviation, economic growth and human development. The government has instituted policy changes in the education sector to jump start the system. The Children's Act (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 school 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 decentralisation in the management of primary schools with a clear delineation of responsibilities among all the stakeholders, that is the ministry, the parents, communities, religious organisations, 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 zero for a 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 necessity to carry out this study has been motivated by various reasons. Firstly 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 at the ground show that though fees and other levies have been waved, primary school administrators continue to charge some undefined 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 materials 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.

1.1 Statement of the Problem

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 7.1million children, 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 (Daily Nation, October 2, 2004).

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

This research study wished to fully establish and draw empirical data on the actual administration challenges in the implementation of free primary education and help achieve universal primary education in Rigoma Division, which has the highest number of enrolment in Nyamira District.

1.2 Purpose of the Study

The purpose of this study was to carry out a survey on the current administrative challenges experienced by the public primary schools head teachers under the FPE government policy in Rigoma Division, Nyamira District.

The investigation vividly focused on how these challenges pose a great hindrance to full participation of all school-going age children and the means by which the headteachers are trying to cope with the problems when encountered.

1.3 Objectives of the Study

The objectives of this study were as follows:-

- i) To identify the administrative challenges that the headteachers face in the implementation of FPE.
- ii) To find out whether head teachers of many years experience and age encounter similar administrative challenges as those of fewer years of experience and age in the implementation of FPE.
- iii) To investigate the headteachers opinion on measures that could be taken by other stakeholders solve administrative challenges posed in the implementation of FPE.
- iv) To establish what the headteachers are doing to retain those pupils already enrolled in school.
- v) To establish the relevance of the in-service courses that headteachers undergo as a way of tackling administration challenges posed by FPE.

1.4 Research Questions

The study sought to answer the following questions;

- i) What are the major administrative challenges that head teachers face in implementing FPE?
- ii) To what extent do headteachers of many years experience and age have similar problems as those of fewer years experience and age in implementing FPE?

- iii) What are the headteachers opinions on measures that could be taken 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?

1.5 Significance of the Study

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

1.6 Limitations of the Study

Generalisation of the findings is a limitation. The research was carried out in the sampled public primary schools in Rigoma 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 unique and different from other divisions and districts in the country. They were thus generalised with care and caution. Literature on enrolment, repetition, drop-out and availability / quality of education in Nyamira District-Rigoma Division was scanty. Lastly the research was conducted out in a rural set up, transport and communication hiccups was a major problem, given that Rogoma Division is the most expansive of all the Divisions in Rigoma Division.

1.7 Delimitation of the Study

The study was delimited to finding out administrative challenges which head teachers 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 is being implemented, thus, other levels of education were not covered. The study also focused on head teachers in Rigoma 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 have a significant influence on primary education in the area under study. Finally, the study focused on the FPE programme implemented only 2 years ago thereby over looking major school factors that could also be crucial in the attainment of FPE.

1.8 Basic Assumptions of the Study

The researcher 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 were knowledgeable about the effective implementation of FPE and that they provided useful information required without fear, favour or prejudice.
- iii) That all the head teachers experienced administrative challenges as a result of the enormous enrolments of pupils after the introduction of FPE programme
- iv) That all the head teachers had proper policy guidelines and had a clear insight on how to implement the FPE programme in their stations.
- v) That the role of the head teacher as the chief executive in a school was vital and central in the effective implementation of FPE.

1.9 Definition of Significant Terms

Basic Education – Education offered to equip learners with skills and knowledge to enable them survive on leaving school

Challenges – These are the difficult tasks which the education sector has found itself in as concerns Free Education in Public Primary School

Effective Implementation – Putting in place programmes and strategies to ensure positive implementation of Free Primary Education.

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

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

Equity – Recognising 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) – Basic education given at the Primary School level.

Public Primary School – 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 organisation by registration.

Head teachers – 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.

1.10 Organisation of the Study

The study is be organised into five chapters. Chapter one consists of the background of the study, statement of the problem, 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 headteacher 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, data collection instruments, instrument validity, instrument reliability, data collection 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 form the study.

CHAPTER TWO

LITERATURE REVIEW

2.0 Introduction

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

2.1 The State of UPE Globally

World Bank (2004) Education and 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 doors to economic-social prosperity. The need to realise 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 the in lives even if they don't 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) showed 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 had slowed down and in some

countries being reversed. The Article further recorded that in low-income countries fewer than two thirds of those who enrol 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, the goal to achieve UPE by 2005 and Education For All by 2015 may be a mirage especially in some less developed countries.

United Nations International Children Education Fund (UNICEF, 1990) states that Africa is one of the regions in the world where primary education status declined in 1950's. The same report shows that the Gross Enrolment Rate (GNER) declined from 80% to 72% in 1990. Although Annual Enrolment growth declined by 7% between 1975 and 1980 and by 20% in 1980 to 1990. By 1993 net primary school enrolment in sub-Saharan Africa was 49%. Sarah Graham Brown (1991) observed that in Africa and other less developed countries (LPCs) there is always the economic crisis often compounded by military and political conflicts as such the numbers of children enrolling in school fell and a marked increase in drop-out rates as well as children who do not start school. she continues to say many of the children find themselves sitting on the floor with fifty or sixty others with no books, in front of a harassed teacher who has to do another job in order to make ends meet.

UNESCO report (2003) points out that the experiences of the last decade have shown that HIV/AIDS pandemic has had and will increasingly have a devastating effect on education systems, teachers and learners with a particularly adverse impact on girls. Stigma and poverty brought about by HIV/AIDS are creating new cases of children excluded from education and adults with reduced livelihood opportunities. A right based response to HIV/AIDS mitigation and on-going monitoring impact of the pandemic on EFA goals are essential. This response should include appropriate legislation and administrative actions to ensure the rights of HIV/AIDS affected people to receive education and to combat discrimination within the education sector. The report further stresses that the status, morale and professionalism of teachers should be enhanced. This is necessitated by the fact that teachers are essential in promoting quality education whether in schools or in more flexible community based programmes.

Kilemi Mwiria (Daily Nation, Feb. 5, 2003) states that no education reform is likely to succeed without the active participation and ownership of teachers. Teachers at all levels of the education system should be respected, adequately remunerated and be professionally trained. 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 Indicators (2005), five years after the launch of the Millennium Declaration many countries have made progress towards achieving the Millennium Development Goals (MDG) 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 points out 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 count 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 that wealth countries need to help developing countries which are serious about 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 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 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 for 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 the part of the international community to accelerate progress, the MDG will be seriously jeopardised and in 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 characterised 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”.

UNICEF Report (18th April, 2005) more children than ever are going to school but about 115million 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, Niger, Chad, Burkina Faso and Mali.

The report asserts 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.

2.2 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 still not in school, 57% of them girls and 94% were in developing countries- mostly south Asia and sub-Saharan Africa. The millennium 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 Narc Government has put

the highest priority on education, recognising the close links between poverty alleviation, economic growth and human development. The new government has instituted immediate policy changes in the education sector to jumpstart 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) jumped to over 100 per cent, with close to 1 million enrolment increase from the previous year. Enrolment in primary schools reached 7.2 million in 2003 from 6.3 million in 2002. Quality improvement measure have also taken place with nation wide provision of funding directly to primary schools through a capitation of 1,020 Kenyan Shillings per pupils to finance the purchase of textbooks and other teaching and learning materials, as well as to support 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 sector reform agenda with wider coverage on the sector's strategic plan. The reports points out that due to the introduction of the 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 of time due to declining economy and increased poverty. It is arguable that shortage and in appropriateness of educational inputs has shown negative impacts on the learning outcomes. The most important inputs include teachers 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 for 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 2000 before coming back to over 100 percent in 2003 as a result of the FPE policy, as illustrated by in table 3.

Table 3: Primary School Gross Enrolment Rates by Sex 1989 – 2000

Year	Enrolment (in 1000s)			Population age 6-13 (in 1000s)			Gross enrolment rate (%)		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
1991	2,797.1	2,659.0	5,456.1	2,996.0	2,971.0	5,967.0	93.4	89.5	91.4
1992	2,806.8	2,723.4	5,530.2	3,052.0	3,025.0	6,077.0	92.0	90.0	91.0
1993	2,761.1	2,667.5	5,428.6	3,106.0	3,075.0	6,181.0	88.9	86.7	87.8
1994	2,814.8	2,742.2	5,557.0	3,158.0	3,123.0	6,281.0	89.1	87.8	88.5
1995	2,802.3	2,734.1	5,536.4	3,207.0	3,168.0	6,375.0	87.4	86.3	86.8
1996	2,843.4	2,754.3	5,597.7	3,258.0	3,220.0	6,478.0	87.3	85.5	86.4
1997	2,934.0	2,830.9	5,764.9	3,306.0	3,270.0	6,576.0	88.7	86.6	87.7
1998	2,994.6	2,925.2	5,919.7	3,352.0	3,316.0	6,668.0	89.3	88.2	88.8
1999	2,993.1	2,874.6	5,867.7	3,367.5	3,322.3	6,689.0	88.9	86.5	87.7
2000	2,978.1	2,904.5	5,882.6	3,379.3	3,333.8	6,713.1	88.1	87.1	87.6
2002			6,314.6			6,856.2			92.1
2003			7,198.5			6,938.8			103.7

Source: Ministry of Education Science and Technology

In addition, as shown in Table 4, large regional disparities in GER are a predominant issue. For example the central province boasts a 106 per cent of GER, compared with North Eastern's lowest, 17.8 percent. There is no significant gender disparity in GER, at the National level. However, gender disparities are

pronounced in North Eastern and Coastal provinces, where proportionally more boys are enrolled in primary schools.

Table 4: Primary Schools Gross Enrolment Rate by Province and Sex, 2003.

	Gross enrolment			Population age 6-13			Gross enrolment rate (%)		
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
Coast	212,420	176,650	389,070	274,002	269,173	543,175	77.5	65.6	71.6
Central	430,203	435,691	865,894	410,494	406,135	816,629	104.8	107.3	106.0
Eastern	545,402	555,811	1,101,213	573,238	563,703	1,136,941	95.1	98.6	96.9
Nairobi	79,342	79,269	158,611	147,798	157,377	305,175	53.7	50.4	52.0
Rift Valley	776,118	726,223	1,502,341	856,964	845,354	1,702,318	90.6	85.9	88.3
Western	380,299	414,080	794,379	425,166	426,272	851,438	89.4	97.1	93.3
Nyanza	521,740	501,542	1,023,282	546,843	541,687	1,088,530	95.4	92.6	94.0
Northeastern	32,574	15,262	47,836	144,769	124,058	268,827	22.5	12.3	17.8
Total	2,978,098	2,904,528	5,882,626	3,379,274	3,333,759	6,713,033	88.1	87.1	87.5

Source: Ministry of Education Science and Technology

After the implementation of FPE policy in 2003, the enrolment at Primary level increased dramatically in school year 2003. Table 5 below, presents the increase of total enrolment by province, using 2000 as the base year.

Table 5: Enrolment Increase by Region between 2000 and 2003.

	GER 2000	Enrolment 2000	Enrolment 2003	Enrolment Increase (%)	GER 2003
Coast	71.6	389,070	469,514	20.7	82.1
Central	106.0	865,894	891,681	3.0	100.9
Eastern	96.9	1,101,213	1,331,605	20.9	109.8
Nairobi	52.0	158,611	234,890	48.1	61.5
Rift Valley	88.3	1,502,341	1,799,950	19.8	98.1
Western	93.3	794,379	1,070,223	34.7	119.1
Nyanza	94.0	1,023,282	1,336,690	30.6	114.0
North Eastern	17.8	47,836	63,898	33.6	23.2
Total	87.5	5,882,626	7,198,450	20.7	103.0

Source: Ministry of Education Science and Technology

The enrolment data collected in early 2003 shows that the total enrolment increased by 21 percent between 2000 and 2003. At the same time, the eight provinces have various enrolment growth rates in response to the FPE policy. In general, enrolment grew faster in provinces with historical low GERs since better-off provinces do not have many children out of school to absorb since the coverage is nearly saturated already. For example enrolment in North Eastern Province and Nairobi increased 48 percent and 34 percent respectively compared with the central region's 3 percent. However, it is not the case if we compare the Rift Valley and Nyanza province. The enrolment increase in the Rift Valley is not as great as the Western region even though the enrolment rate in the Rift Valley was lower. In addition, the North Eastern region does not have an usually fast growth given its extremely low enrolment rate before the FPE policy. Therefore, it is not only the monetary cost of education, but also other factors that determine the school enrolment. One distinctive issue that calls for immediate policy intervention is the basic education coverage in urban slum areas. It is reported that, the urban slums areas cover over 60 percent of the population in Nairobi. However, public school coverage is, in general low, and this leads to the low GER in these areas. The existing public primary schools in these areas are over crowded.

The World Bank Report (2004) notes that at the primary school level teacher availability is adequate, though there are huge variations in the pupil-teacher ratio across individual schools, zones and districts. The national wide pupil-teacher ratio is estimated at 39:1 at this level; equally teaching and learning materials are inadequate thus affecting the quality of primary education negatively much as the government is providing text books, teaching guides, supplementary reading materials, exercise books and stationery packages through capitation of grants to schools. The learning environment including classrooms and other school facilities in the FPE programme has had an impact on learning outcomes. The classroom distribution is quite uneven in relation to the enrolments in the districts, with pupils – classroom ratio ranging from 71:1 (Kisumu Municipality) to as low as 22:1 (Turkana district).

This clearly indicates school sitting and writing places are not adequate as much of the school furniture is not in good condition and sanitary facilities are shared by too many pupils and classrooms are generally overcrowded.

The UNESCO (2004) points that although educational inputs in primary education in Kenya are closely linked to learning outcomes, the reports argues that the other crucial factor is the process that mobilises inputs to produce the results. The MOEST is thus challenged to study why schools with comparable inputs produce different results. For the FPE to be effectively implemented, the government should address the following process factors that are actually the major challenges facing the introduction of FPE two years ago, these are: Effective school management, school leadership and culture, management of classroom time and successful student's grouping with special attention to some individual students, effective utilisation of teaching resources which include innovations in teaching methodology, collaborative lesson planning, peer support on pedagogy, close monitoring of students achievement and sharing with parents and staff of all the educational issues in the school development.

The daily Nation of January 21st 2005, observes that the launching of the FPE programme in January 2003 has increased the education budget by 17.4 per cent to 79.4 billion with Ksh.5.6 billion allocated specifically for the FPE. That since the programme was launched an additional 1.3 million children have enrolled in school against an estimated three million that have been recognised as being out of school. However, two concerns should urgently be addressed, first data shows that despite FPE, policy about 1.9 million children are engaged in child labour. Out of this, 1.3 million are completely out of school, with the rest combining work and some form of education. It will call for stringent measures to be taken on parents and their employers to ensure that they are enrolled in school. The children Act should be an instrument in providing a legal backing to ensure success. The second concern is providing secondary school places for children who graduate from primary schools, there might not be enough places to accommodate the increased number of graduates from primary level.

Despite the notable achievements in primary education, the FPE faces major challenges that related to access, equity, quality, relevance, efficiency in the

management of educational resources, cost and financing of education, gender and regional disparities and teacher quality and utilisation. As such the paper calls for the government, the private sector, NGOs, households, communities and donors to finance the FPE in one way or another. Nyambu (2004) on his study “universal primary education in Kenya: a factor affecting its effective implementation”, a case study of Taita Taveta District, observes that headteachers, teachers, inspectors of schools should be in-served on how best to implement FPE. He noted that head teachers need in-service training on how to handle the large classes, maintaining of school facilities and accountability of school monies.

According to the MoEST education sector report (February 2005) primary education in Kenya continues to experience challenges to access, equity and retention 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, 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 head teachers and teachers.

4.3 The Role of the Headteacher in a Primary School

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

Okumbe (2001) concurs with Mbiti when he observes that educational 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 headteacher to provide an appropriate working environment for the goal to be achieved. He noted that schools heads need to be thoroughly trained in educational administration and management to enhance performance of their duties.

The Koech Report (1999) observes that education management entails prudent utilisation of personnel funds and equipment to enhance efficiency in the delivery of quality education. Mbiti (1999) adds that the success of a school depends mainly on the resourcefulness of the headteacher. On him/her falls the responsibility of planning the entire operation of the school throughout the year. The headteacher should expose each child in the school to functional education. He must realise that his major task is to make the school's purpose clear to everyone, to see that the necessary equipment and monetary 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 head teachers 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 school is responsible to all matters pertaining to the smooth running of the school for example:-

- The organisation 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 text book.
- Serving as the secretary to the school committee and the Parents' Teachers Association.
- Conducting specific teaching and learning activities in the school as specified in the school time table.

- Be the steward of the school.
- Work with headteacher support groups
- School development planning

The committee agreed with the view that the headteacher 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 headteacher and the 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 headteacher in Kenya should be more realised 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 headteacher's responsibility in terms of discipline and administration.
- The number of the teaching staff and auxiliary staff, the headteacher has to supervise has been compounded
- The same staff has been specialised and requires a highly specialised headteacher 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 adheres to the national objectives and the individual demand.
- The knowledge explosion requires a headteacher who can discriminate knowledge that is appropriate for students in school.

As a model, Olembo (1992) says the headteacher is expected to be an example whose professional and academic integrity is admired by the staff, pupils and the wider community. The headteacher 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 headteacher 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 channelled to the central governing authority.

The Teachers' 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 program. It continues to say through the headteachers a school can be child-friendly or hostile and thus determines the enrolment, retention, completion and the withdrawal rates of pupils thus the goal to achieve Universal Primary Education (UPE) in Kenya. Therefore the headteacher 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 school headteachers for headteacher's greatest headache 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 headteacher is the chief accounting officer in his/her school and he/she does bank transactions and purchase of books and stationery. 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 good at accounts in their school days.

According to the TSC (2002) Operational Manual on Teacher Management the role of the primary school headteacher 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. headquarters in matters relating to teachers' posting, teacher transfers, discipline of teachers, promotion of teachers and other leaves processed by the T.S.C.
- The headteacher in collaboration with the D.E.O. is expected to inform and process to T.S.C. headquarters matters relating to pension and any 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 decentralising T.S.C. functions for effective school management.

.4 Administrative Challenges Posed by FPE

The administration challenges that headteachers face in implementing Free Primary Education stem from the following four tasks that the headteachers, as administrators need to attend to: Curriculum and instruction, staff personnel, physical facilities and finance business management.

.4.1 Curriculum and Instruction Challenges

Most school administrators experience problems in determining objectives, development of programme instruction, selection of instruction materials and resources, and evaluating the programmed instruction (Olembo, et al, 1992). It is the duty of the headteacher 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 programming is done by the government. The headteacher 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 organising the school programme is that of making the school time-table, that the headteacher or somebody else approved by her/him should make the time table but not a committee. It is thus vital that the headteacher 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.

Nwangu (1978) highlights that the instructional roles of the primary school headteacher entails:-

- i) Organising the school time table and 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, chalk etc. 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 programs, 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 instructional 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 extent the educational objectives are realised 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 (1975). The report further observes that, internal evaluation is usually carried out by the teachers on the pupils at an interval 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 and 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 efficiency. In 2003 when the NARC government introduced FPE provision of instructional materials was one great challenge that came up.

1.2 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 organisation can survive or carry out its functions effectively without adequate financial resources at its 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 budgetary 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 summarised. Accounting of school revenue encompasses the interpretation of all financial activities. These guards the school funds from loss, theft, waste or misuse. In a public primary school accounting of funds is done by the headteacher because he/she is the financial manager. This provides information to 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) 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 prioritise 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 headteacher 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 that the government to invest heavily on primary school headteacher training programmes so as to correct the emerging leadership gaps especially on proper financial management so as to make FPE a success in Kenya.

According 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 mismanagement of the FPE funds. The reports alludes that training on financial management is important because the primary 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) 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 headteachers. Daily Nation (15th November, 2004) 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. The District Education Board, school committees, parents headteachers and civil organisations need to participate in monitoring the use of funds and the implementation of FPE.

3 Staff Personnel Challenge

The school is a social organisation established with specific aims of promoting cognitive domains amongst its members. For a public primary school to succeed in this, respect for quality, strength and the relationship amongst staff members are vital. The headteacher should act to secure qualified and dedicated personnel, however, he must understand that a teacher is not a number among many employees but a personality. The headteacher must ensure that the unique needs of each staff member are met and understood by others to avoid conflict.

It is within a group of teachers that some have a negative attitude towards work, others lack commitment and dedication towards teaching. Those individual differences among teaching staff can pose as a serious challenge in the implementation of FPE. The headteacher is challenged with a difficult task of creating harmony, promoting good staff morale and a climate conducive to good teaching and learning process within the school with a view of making FPE a success.

According to Obudho (1987), the headteacher must work hand in hand with his/her staff members in order to achieve the desired education goals by:-

- Creating an exciting and stimulating environment for all staff members.
- Having confidence in them.
- Consulting them before making decisions which affect their working conditions.
- Staffing them in such a way that their teaching loads are reasonable and fair in comparison to other teachers in the system.
- Involving them in policy-making procedures.
- Availing staff development avenues.
- Ensuring proper staff appraisals with follow-up promotions and rewards.

According to common wealth secretariat (1975) the headteacher should delegate both teaching and co-curricular duties to both teaching and non-teaching staff.

Githinji (1990) notes staff personnel is a problem area to headteachers. To maintain a good team of teachers who work together is a hard task. The headteachers find it difficult to deal with a group of individuals who obviously

have differences in their personalities as regards discipline, commitment to duty and other attitudes and behaviour virtue for good teaching. Ngaywa (1984), the T.S.C may understaff a school and this causes a lot of problems for the headteachers. He further reveals that the headteacher have problems on how to deal with indisciplined teachers, teachers who come to work late, do not prepare lessons plans and schemes of work.

Daily Nation (15th February 2004) observes that Teacher shortage is biting due to the FPE programmes and that the number of pupils has never been matched by that of teachers because of the government's veto on teacher employment. The editorial asserts that for the FPE to be a success, the government must recruit more teachers because teachers constitute a vital component on the quality of this noble learning programme. This is indeed a challenge to the headteachers who lack enough workforce to cater for the high enrolment in primary schools.

.4 Challenges Related to the Provision of School Facilities

There is great need for planning, organising, 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 utilisation 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). Campbell (1971) agrees that headteachers should ensure maximum use of school grounds and rooms by carefully scheduling of instructional programmes and other physical activities. The school buildings and equipment should be safe to be used by staff and pupils observes 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) editorial observes that with high levels of enrolment 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 head teachers are hard pressed to cope with large numbers of learners that have increased disproportionately to the school facilities on offer.

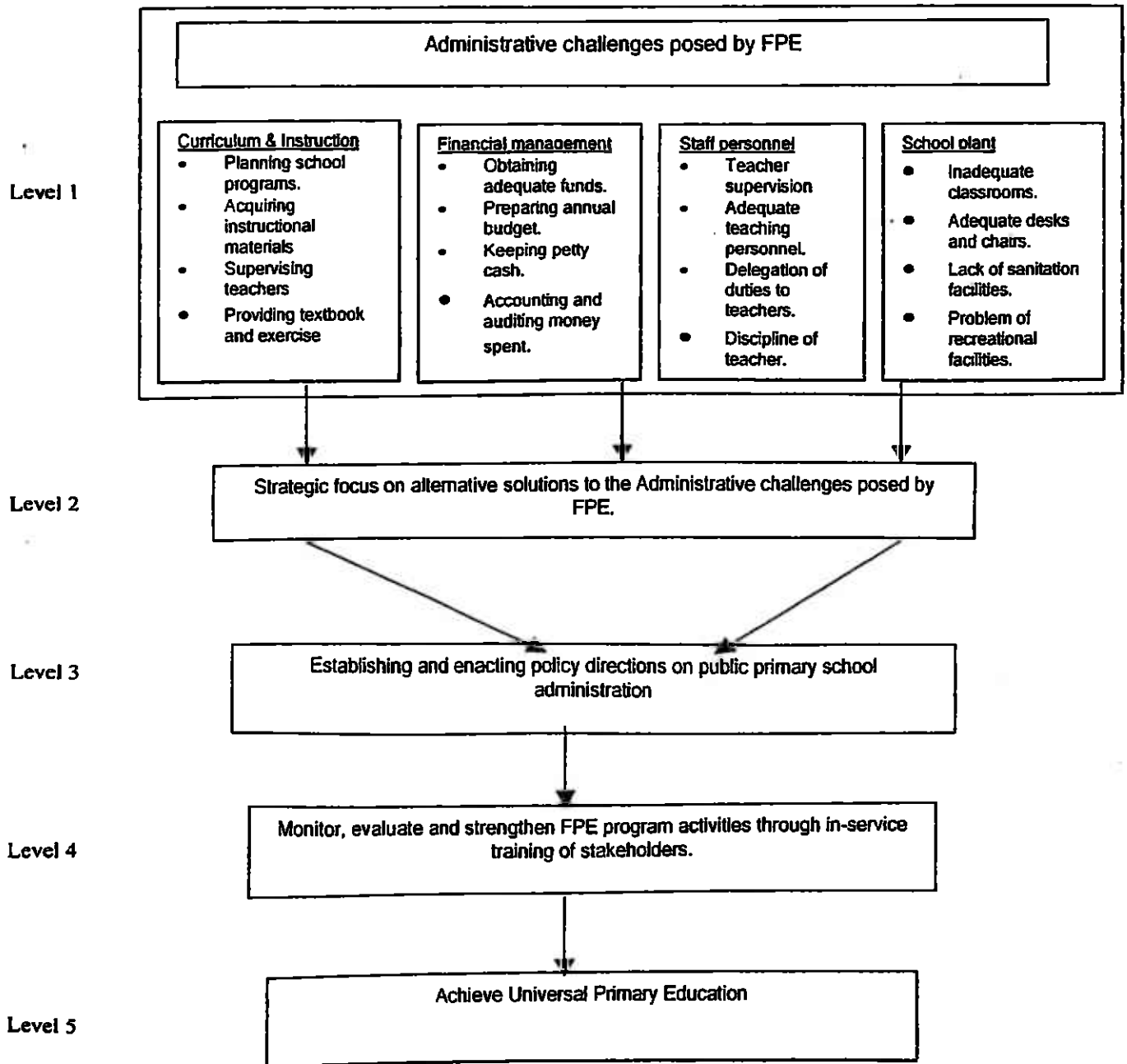
The Director of Education (2003) Mrs. Naomi Wangai reported that the government would urgently undertake the expansion of the existing facilities in primary schools and that schools are advised to maximise the available resources that where enrolment of pupils exceed capacity headteachers should come 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 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) 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) 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.

5 Theoretical Framework of the Study

The theoretical framework is rooted on the systems approach which explains the interrelationship between parts of a system and their contribution to the attainment of the whole in this case UPE.

Figure 2: Theoretical Framework of the study



Level One:

Identifies the major administrative challenges that the headteachers face in implementing FPE. The challenges are manifested in the four 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.

CHAPTER THREE

RESEARCH METHODOLOGY

0 Introduction

This chapter describes the procedures the researcher used in the study to collect and analyse the data collected from the field. This section covers the following major areas: Research design, target population, sample and sampling procedures, research instruments, validity and reliability of instruments, data collection procedures, data analysis procedures

1 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 are made without concomitant variation of independent and dependent 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 school 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.

2 Target Population

The study targeted 57 headteachers of Public Primary schools in Rigoma Division. The division has four administrative zones that is: Mochenwa zone -14 schools, Bocharia zone - 12 schools, Girango zone -12 schools and Gesima zone - 19 schools. The schools are all rural schools with a rural catchment area. The schools admit both boys and girls.

3 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 be selected. The headteachers were chosen using simple random selection.

4 Research Instruments

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The main instruments for data collection was questionnaires 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 have some overlapping elements.

This type of questionnaire required 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 opinions on measures that could be taken by other stake holders to solve the challenges caused by the implementation of FPE. They also gave what they are doing to retain those pupils who already enrolled in school. Finally, the headteachers stated the relevance of the in-service courses that it undergo as a way of tackling the administrative challenges posed by the FPE.

There was also document analysis. In this case, the headteachers gave a record of the number of pupils enrolled by gender and years 2002 – 2005, the

number of teaching staff. Also document analysis was done at District Education Office in Nyamira district as well as Zonal Educational Offices in Rigoma division. These documents gave record of a the number of pupils enrolled in the whole division in the last four years.

1.1 Validity of Instruments

Validity is the degree to which a test measures what it purports to measure, (Borg and Gall 1989). Mugenda (1999) defines validity as the accuracy and meaning fullness 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 Supervisor for verification and appraisal of the instruments. The research 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 be discussed with the respondents and make the required adjustments.

1.2 Instrument Reliability

The validity of instruments measure the consistency of instruments, Best and Kahn (2001) 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 standardised 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 the coefficient of internal consistency. The reliability was found to be 0.89 meaning that the instruments were reliable.

3.5 Data Collection Procedures

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. The researcher administered questionnaires 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.

3.6 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 analyse 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 analyse the data.

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

CHAPTER FOUR

DATA ANALYSIS AND INTERPRETATION

4.0 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 Rigoma 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 analysed using the Statistical Package for Social Sciences (SPSS) programme.

The data was analysed 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 other.

4.1 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.

4.2 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 6, Table 7, Table 8 and Table 9 respectively.

Table 6: Gender Distribution of Headteachers in Rigoma Division

N = 45

Gender	Frequency	Percentage
Male	43	95.6
Female	2	4.4

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

Table 7: 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	100.0

The above table shows that 71.1% of the head teachers are aged between 45 – 54 years indicating that they have many years experience as teachers.

Table 8: Length of service as head teacher

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	100.0

55.6 percent of the headteachers in Rigoma 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. 11.1percent for over 20 years. This could be attributed to retirement and natural attrition. Nevertheless, those without much administration experience replace the retiring teachers.

Table 9: The Headteacher’s Professional Qualification

N=45

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

In terms of academic qualification as shown in table 9 above, 44.4 percent of the headteachers are S1 certificate holders, 15.6 percent are P1 certificate holders, only one headteacher had a degree certificate despite the government effort to give primary school teachers 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.

4.3.0 Data Analysis

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

4.3.1 Question 1: What are the major administrative challenges that headteachers face in the implementations 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 categorised as follows:-

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

4.3.1(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 below:

Table 10: Ranking of curriculum and instructional based challenges

N=45

Challenges	Rank	Frequency	Percentage
Teaching in overcrowded class	1	13	46.4
Getting along with students	2	8	28.6
Planning and organising school programme	3	7	25.0
Supervision of teachers	4	10	35.7
Selection and acquisition of instructional materials.	9	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 students	7	13	16.4%

Curriculum and instructional based challenges are clearly depicted in Table 10 whereby teaching in overcrowded classrooms is a major hindrance in the overall attainment of FPE ranked as No.1 at 46.4% due to the over-enrolment, in schools thus many schools are over-stretching their classrooms as a result the teacher student contact is highly compromised. Equally inadequate textbooks and exercise book for all students was ranked number 8 at 16.4% because already the government has provided adequate money for purchase of the same.

As a result, the delivery of content in the over-crowded classrooms is below the expectations.

4.3.1 (b) Finance business based challenges

The head teachers were required to rank the finance business based challenges and the following were the findings :

Table 11: Ranking of business finance based challenges

N=45

Challenges	Rank	Frequency	Percentage
Problem of accounting and auditing	1	6	23.1
Problem of parents supplementing schools funds	2	7	26.9
Problem of establishing policies and priorities for funds distribution	3	7	26.9
Organisation of funds drive	4	5	19.2
Problem on preparing on annual budget	5	7	26.9
Obtaining adequate funds for FPE	6	7	26.9
Problem in keeping petty cash funds	7	8	30.8

The problem of accounting and auditing was ranked No. 1 with 23.1% of the headteachers arguing that it is a major administrative challenge because they don't have adequate financial skills and knowledge in management of FPE funds. 26.9% of the respondents have a problem in establishing policies and priorities for

the FPE funds distribution. Equally 26.9% of the head teachers have a problem in preparing the annual school budget, this an indication that there is lack consultation amongst stake holders in the management of FPE funds as a result this has posed a major administrative challenge to the headteachers.

4.3.1 (c) Management of staff personnel based challenges

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

Table 12: Ranking of staff personnel based challenges

N=45

Challenges	Rank	Frequency	Percentage
Lack of enough teaching personnel	1	15	55.6
Problem on how to handle teachers with personal problems	2	8	29.6
How to discipline teachers	3	10	37.0
Lack of co-operation 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.

29.6% of the respondents have a problem on how to handle teachers with personnel problems, 37.0% problem on how to discipline teacher, 25.9% of the headteacher have a problem in 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.

4.3.1 (d) School plant / physical facilities based challenges

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

Table 13: Ranking of school plant / physical facilities based challenges

N = 45

Challenges	Rank	Frequency	Percentage
Problem of improvising extra classrooms	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 is a major administrative challenge that the headteachers face 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 enough 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 start 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 are involved in solving the challenges posed by FPE programmes implementation.

4.3.2 Question 2: To what extent do headteachers of many years experience and age have similar problems as those of fewer years experience, and age in implementing FPE?

Table 7 and Table 8.above 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 programme in the primary school management which has come with new challenges that none of the headteachers had encountered before.

4.3.3 Question 3: What are the 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 Table 14, 15 and 16.

Table 14: 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 15: 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
Seek more donors for funding	1	1.7
Build more classrooms	8	13.8
Put up physical facilities, e.g teachers houses	4	6.9
Organise seminars for parents	1	1.7
Employ people with accounting skills	3	5.2
Monitor every school's problems	1	1.7
Enforce affirmative action on the girl-child education	2	3.4
Involve private sectors in provision of FPE funds	1	1.7
Provide vote-heads like transport, postal charges etc	3	5.2
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 16: The opinion of the headteachers on the role of the school committee in the implementation of FPE.

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

4.3.4 Question 4: What are the headteachers doing to retain those pupils already enrolled in school?

The other objective of the study was to establish what the headteachers are 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. The table below highlight the said measures.

Table 17: How pupils are retained in school

N = 45

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

4.3.5 Question 5: How relevant are the in-service courses that the headteachers undergo as a way of tackling the administrative challenges posed by FPE?

Suggestions on relevance of in-service courses that headteachers have undergone as a way of tackling administrative challenges posed by FPE programme was sought from the respondents. Table 19 below shows the in-service course that the headteachers have attended whereas Table 20 highlight the relevant / significance of the in-service course attended by the headteachers on the implementation of FPE in their schools.

Table 18: In-service course taken by headteachers

In-service course attended	Frequency	Percentage
Financial management	35	34.3
Bookkeeping	6	5.9
Management of resources	7	6.9
School management	8	7.8
Management of pupils / students	5	4.9
Procurements	8	7.8
Budget preparation	4	3.9
SPREAD	3	2.9
PRISM	8	7.8
Inspection and discipline	1	1.0
Library management	1	1.0
Record keeping	8	7.8
Human Resource management	2	2.0
PSABH	2	2.0
Setting priorities	4	3.9

Nearly all the headteachers (34.3%) have attended in-services courses 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 19: Relevance of in-service courses attended by headteachers

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

From the above table 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

5.0 Introduction

This chapter attempts 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.

5.1 Summary of the Study

Though the enrolment primary schools pupils 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 18.05%. 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 oversee 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 experienced and age encounter similar challenges as those of few years of experiences and age. This was done in order to draw objective conclusions, and observation whether the headteachers age and experience as any bearing on the kind of challenges faced in FPE.

One the other hand, 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 aim of knowing whether the measurements put in place are condusive 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 a way of tackling the administrative challenges posed by FPE. This is a vital area because effective implementation of FPE requires

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modern and dynamic managerial skills and knowledge on the part of the headteacher 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 8 or 7.

Challenges manifesting in curriculum and instruction task are were ranked in the following order 1) Teaching in overcrowded classrooms, 2) problem of getting along with students, 3) Problem of planning and organising school programmes, 4) problem of supervising of teachers, 5) problem of selecting and acquiring instructional materials for each class, 6) problem of presentation of subject matter, 7) inadequate reference books for teacher and 8) inadequate textbooks and exercise books for students.

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 organisation 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 enough teaching personnel, 2) two problem of how to handle teachers with personal problems, 3) problem of how to discipline teachers, 4) lack of co-operation from staff members, 5) problem of providing guidance and counselling to teachers, 6) six problem of how to supervise teachers and 7) problem of how to delegate duties to members of staff.

Challenges manifesting in the school plant / school physical facilities task area were ranked in the following order: 1) problem of improvising extra classrooms, 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 recreational 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 fewer years' experience and age in the FPE implementation.

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

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 maintaining discipline among students 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 provides; be actively involved in 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 triple 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 schools,
- Put up teacher's houses so as to reduce the distance from school to teacher's area of residence so that students 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 organise seminars for parents to sensitise them the need to support FPE and retain their children in school till they complete primary education,
- The MoEST should be empower to monitor all the activities that relate to the FPE,
- The government to provide incentive for girls who are in schools as a way of retaining them in school,
- The government should also provide Free education for the early childhood development level of cater for the pre-school children.

Finally, the headteachers were of the opinion that the school committees should come up with the following measure so as to tackle the said administrative challenges posed by FPE. These include:-

- The school committee, should priorities development projects and monitor their successful implementation.
- The school actively oversee all the school activities, for example, the efficient and transparent use of FPE funds and monitory school progress.
- Assist in school administration and management.
- Implement government policies
- Improve teachers and parents relationship.
- Implement the school action plan.
- Set and maintain education standards of each school.
- Involve each one of them in worthy fundraising drives to suppliment the government funds.
- Be involved fully in the annual school budget.
- Provide counselling and guidance to all students.
- Lime the school to the community in a more condusive environment for teaching and learning.
- Maintain student discipline
- Motivate teachers and pupils through seminars, trips and presents.

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

- Provision of adequate instructional materials as specified in the schools curriculum.
- Promotion of high academic standards through excelling in exams.
- 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.
- Abolishing of all extra levies and any other hidden cost of schooling that could otherwise be burdensome to the parent or child/pupil.
- 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 and activities.
- Identifying and supporting pupils who are orphans.
- Rewarding students who do well academically and in extra 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 uniform.
- Encouraging all teachers to guide and counsel pupils so as to take care of all the pupil's individual needs.
- Improvising, utilising and improving the existing recreational facilities.
- Provision of extra temporal classrooms to avoid overcrowding.
- Avoiding harassment, canning as a way of offering conducive learning environment for all pupils.

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
- SPRED
- PRISM
- Inspection and discipline of teachers
- Library management

It was further revealed that the in-service courses had proved quite relevant especially in the proper management of FPE funds.

It enabled headteachers to acquire good administration skills, and how to handle teachers, parents and pupils.

5.2 Conclusion

This study identified that public primary schools headteachers in Rigoma Division face varied administrative challenges in implementing FPE. In spite of the challenges the FPE had overwhelming support from parents, teachers and other stakeholders who see it as a key strategy for alleviating poverty.

Key among the administrative challenges that need urgent attention from all stakeholders included;

- 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 shift system for lower primary classes.
- 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 duties outside class and school.
- Problem of inadequate physical facilities.
- Delay in disbursement of cash.

- Lack of clear guidelines on admission and discipline of students enrolled.
- Lack of consultation among teachers, parents and communities.

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 solutions to make FPE tenable. Once these challenges are addressed the FPE in Rigoma Division public primary schools can attain the desired enrolment rates, transition rates and retention will be maximised.

5.3 Recommendations of the study

Some of the recommendations made out of the study include the following:-

- i) The Government and other education stakeholders should increase access to basic education by improving and expanding school facilities and resources. School facilities and resources such as classes, offices, libraries, exercise books and textbooks, furniture, water and sanitation facilities require urgent improvement and expansion.

This can be done by the government increasing the amount of money it allocate to pupils per school. Such allocations should be sent to school regularly especially at the beginning of the term. In addition, there is need for the government to in corporate other stake holders such as parents, business communities, local councils and other NGO's in the provision of these facilities. By doing this, the teaching in over-crowded classrooms and improvisation of extra classroom to cater for the increased enrolment will be curbed thus there will be effective teaching and learning process.

- ii) Recruitment and training of education personnel. To cope with the increased workload and demand of basic education, there is urgent need to recruit more personnel especially teachers, inspectors and other support staff. The Government should employ accounts clerk to assist in bookkeeping for a cluster of five to ten schools. The newly recruited and existing personnel should be re-trained on how best to implement the FPE.

- iii) Short-course as well as in-service training should be organised to equip the headteachers and teachers with the necessary skills and knowledge on how to handle large classes, maintaining of school facilities, financial auditing and accountability of school monies, multi-grade teaching, income generation etc.
- iv) Guidance and counselling should be entrenched in the school curriculum, the Kenya Institute of Education should provide for this in primary school curriculum. This will enable headteachers, teachers and other interested parties to impart the relevant skills and guidance to the pupils already enrolled 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 students at the school level.

- v) 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 spelt 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.

5.4 Suggestions for further Research

The study recommends the following area for further research:-

- a) 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.

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

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APPENDIX I

LETTER OF TRANSMITTAL

Amos Mogesa Nyamamba,
University of Nairobi,
Departmental of Educational
Administration and Planning,
P. O. Box 30197,
Nairobi
25th April, 2005

The Headteacher
.....Primary School

Dear Sir/Madam,

**RE: A STUDY OF ADMINISTRATIVE CHALLENGES PUBLIC PRIMARY SCHOOL
HEADTEACHERS FACE IN IMPLEMENTING FREE PRIMARY EDUCATION, IN RIGOMA
DIVISION, NYAMIRA DISTRICT**

I am a post graduate student in the Faculty of Education, University of Nairobi, pursuing a Masters of Education in Administration and Planning. I am conducting research on the above topic. You have been selected to take part in the study.

I am requesting you to respond to the questionnaire items as honestly as possible and to the best of your knowledge. Your response will be treated confidentially and for the purpose of research only. Your name and that of the institution shall therefore not be required.

Thank you in advance.

Yours faithfully,

AMOS MOGESA NYAMAMBA

APPENDIX II

QUESTIONNAIRE FOR HEADTEACHERS

PART 1:

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 years []

iv) Over 20 years []

5. What is your academic qualification?

i) P₂ []

ii) P₁ []

iii) S₁ []

iv) Diploma holder []

v) Degree holder []

vi) Any other (specify) []

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

Academic qualification		Male	Female	Total
i)	P ₂			
ii)	P ₁			
iii)	S ₁			
iv)	Diploma holder			
v)	Degree holder			
vi)	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
2002			
2003			
2004			
2005			

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

Year	No. of Girls	No. of Boys	Total
2002			
2003			
2004			
2005			

PART II

Most of the administration challenges encountered by public primary school headteachers 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
1. Planning and organising school programmes	[]
2. Selecting and acquiring instructional materials	[]
3. Supervising teachers	[]
4. Lack of teachers reference books	[]
5. Lack of exercise books and textbooks	[]
6. Presentation of subject matter	[]
7. Teaching in over crowded classes	[]
8. Getting along with pupils in class	[]

2. Challenges manifesting in Finance business task area

	Rank 1– 7
1. Obtaining adequate funds to finance the FPE	[]
2. Organisation of funds drive to raise funds	[]
3. The problem of preparing an annual budget	[]
4. Problems of keeping petty cash funds	[]
5. Problems of parents supplementing school funds	[]
6. Problem of accounting and auditing money spent	[]
7. Establishing policies and priorities for Distribution of funds	[]

2. Challenges manifesting in staff personnel task area;

Rank 1 – 7

- | | | |
|----|--|---------|
| 1. | Providing guidance and counselling to teachers | [] |
| 2. | How to discipline teachers not committed to their work | [] |
| 3. | Lack of co-operation from staff members | [] |
| 4. | Lack of enough teaching personnel | [] |
| 5. | How to delegate duties to members of staff | [] |
| 6. | How to handle teachers with personal problems | [] |
| 7. | Problem of supervision teachers | [] |

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

Rank 1 – 5

- | | | |
|----|--|---------|
| 1. | Problem of how to improvise classes without classrooms | [] |
| 2. | How to get enough desks and chairs for all pupils enrolled | [] |
| 3. | How to get enough toilets for all pupils | [] |
| 4. | Problem of recreational facilities | [] |
| 5. | Problem of land for school expansion | [] |

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

i) Parents

ii) The Government

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

6. 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 | [] |

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

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

Yes [] No []

9. List the courses that were covered.

10. How has the in-service training been relevant to your duties as a headteacher?

Thank you for your participation.