

**FACTORS AFFECTING FREE PRIMARY EDUCATION IN  
KENYA: A CASE STUDY OF KASARANI DIVISION IN  
NAIROBI DISTRICT**

**UNIVERSITY OF NAIROBI  
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**2005**

## DECLARATION

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

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## DEDICATION

To my dear husband George Kamau and my children Linnet, Edward and Venessa for their patience, encouragement and endurance through the difficult times we went through until the completion of the study; to my mother Grace Charagu who inspired me to go for further studies and as a pillar of strength.

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## ABSTRACT

The thrust of this research project was an investigation into factors affecting Free Primary Education in Kenya; a case study of Kasarani Division in Nairobi District. Free Primary Education has attracted a lot of attention and its implementation was a landmark policy decision by the government of the National Rainbow Coalition (NARC) in January 2003. The country's education budget increased by 17.4% to a soaring 79.4 billion with 5.6 billion being allocated to the Free Primary Education Programme (FPE).

The objectives of the study were to: -

- i) Investigate whether physical facilities (extra classrooms, workshops, desks, toilets, playground, land) affect implementation of Free Primary Education in Kenya.
- ii) Establish whether learning resources i.e. textbooks, chalks, writing materials are pertinent to the delivery of Free Primary Education.
- iii) Establish whether human resources i.e. availability of qualified teachers and other support staff affect Free Primary Education.
- iv) Investigate the magnitude of financial handicaps in facilitating the above needs in Free Primary Education.

The study used the ex-post facto design, self-administered questionnaires and informal interviews in data collection. Prior to the main study, a pilot study was conducted which led to the modification of the research instruments.

Descriptive statistics involving frequencies, percentages and pie charts were used to analyze the data. The study established there is an overwhelming need for physical facilities and land for extension. There is need to enhance learning resources since enrolment is a continuous phenomena. The government should be able to give guidelines on books required (yellow book) on time.

All participants conceded on the need for more teachers. In addition, there is need to hire more secretaries and clerks who ought to be well informed with the accounting procedures for proper financial management.

Finances should be increased to cater for continuous enrolment. And the disbursement should be streamlined so that it can come on time for proper planning.

The study recommends that: -

- More money should be given to enhance free primary education
- Pupils should foster a positive attitude towards their learning.
- The government should ensure that the funds are disbursed to cater for all pupils in order to avoid dropouts.
- Inspection should be intensified so as to maintain standards in schools.

The study also identified the following areas for further research:

- A similar study could be replicated to a larger sample to establish if similar results could be attained.
- Investigate the future of FPE in Kenya.

Investigate the gap in quality of education in private and public schools in the endeavour to joining higher institutions of learning.

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## ABBREVIATIONS

APSI	Assistant Primary School Inspector
ASAL	Arid and Semi Arid Lands
BOG	Board of Governors
CBO	Community Based Organizations
CBS	Central Bureau of Statistics
CIDA	Canadian International Development Agency
DEB	District Education Board
DEO	District Education Officer
DFID	Department For International Development
ECD	Early Childhood Development
EFA	Education For All
FGM	Female Genital Mutilation
FPE	Free Primary Education
GNP	Gross National Product
GOK	Government of Kenya
GPER	Gross Primary Enrolment Ratio
GTZ	German Technical Co-operation
IDA	International Development Association
KDHS	Kenya Domestic Household Survey
KIE	Kenya Institute of Education
KTN	Kenya Television Network
MOEST	Ministry of Education, Science and Technology
NARC	National Rainbow Coalition
NGOs	Non-Governmental Organizations
PRISM	Primary School Management
PTA	Parents Teachers Association
PTR	Pupil Teacher Ratio
SER	Stream Enrolment Ratio

<b>SNE</b>	<b>Special Needs Education</b>
<b>SPRED</b>	<b>Strengthening Primary Education</b>
<b>TAC</b>	<b>Teachers Advisory Centre</b>
<b>TSC</b>	<b>Teachers Service Commission</b>
<b>UNAID</b>	<b>United Nations Agency for International Development</b>
<b>UNESCO</b>	<b>United Nations Education Scientific and Cultural Organization</b>
<b>UNFPA</b>	<b>United Nations Fund for Population Activities</b>
<b>UNICEF</b>	<b>United Nations Children Fund</b>
<b>UPE</b>	<b>Universal Primary Education</b>
<b>VAT</b>	<b>Value Added Tax</b>
<b>WFP</b>	<b>World Food Programme</b>

# CHAPTER ONE

## GENERAL INTRODUCTION

### 1.0. BACKGROUND TO THE STUDY

Free primary education has been a government of Kenya's Educational objective since independence in 1963. This is evident in Sessional Paper No. 10 of 1965, which re-affirmed the government's commitment towards Universal Primary Education (UPE). This is principally because investment in human resource enables individuals to effectively participate in the national development process. In particular, investment in education plays a significant role in human development through the process of empowering people with knowledge and skills so as to improve their wellbeing and participate actively in nation building (Nafula, 2002). Education is thus a cornerstone of economic growth, social development and a principal means of improving the welfare of individuals (World Bank, 1990).

The attainment of literacy and provision of education for all as a basic human right has been a key theme throughout the world. This global emphasis on education has been deliberate because studies have shown that an uneducated child or adult is a great liability to the society. (Wanabali Daily Nation January 22<sup>nd</sup> 2003). Providing free primary education (UPE) is an idea that traverses time and has been advocated by various organizations in different forums especially those dealing with development and human rights. This has also been a point of reference at various national policies, which have continued to guide the provision of education in many countries including Kenya.



The concept of UPE can be traced back to 1948 when the United Nations (UN) declared education a basic right for all. This means that education needs to be availed to all irrespective of social class, gender, colour, religion, ethnic group and race (Mukathe 1999). The 1948 declaration was further stressed at the 16<sup>th</sup> session of the United General Assembly held between 1961 and 1962, which identified illiteracy as the main barrier to the social and economic growth of the third world countries, Kenya included (Micheni, 1993).

The concern of UPE has had a lot of international focus throughout the 1990's notably at the World Summit for Children (1990), the United Nations Conference on Environment and Development 1992, the International Conference on Women (1995), the mid term meeting at the International Conference on Child Labour (1997). The international discourse clearly highlighted by the United Nations millennium development goals signed by 189 UN members states also committed the global community to achieving universal primary education by the year 2015. And, in order to achieve this objective, it is imperative for all boys and girls to complete a full cycle of primary schooling.

Also during the 1990 conference on Education for All held in Jomtien Thailand, the Department For International Development (D.F.I.D) commenting on universal primary education identified Education For All (EFA) as a fundamental human right. It also emphasized that quality education empowers people in transforming their lives and the societies they live in. The department also stressed the equity to eliminate educational disparities (World Conference on EFA, 1990). Education For All is therefore not only a goal but also a strategy with

a global dimension through national outlook in addressing the provision of quality basic education for all children, youth and adults in a country.

The 1990 Jomtien forum on EFA committed governments, civil society international donors and agencies to the development of quality basic education for all. It advocated for an education that takes account of the needs of the poor and the most disadvantaged, including working children, remote rural dwellers and nomads, ethnic and linguistic minorities, children, young people and adults afflicted by armed conflict. This education was also to cater for HIV/AIDS sufferers, hunger stricken, unhealthy and with special needs children. Eddah Gachukia as reported in a task force headed by her had this to say, *“Without special attention to the handicapped poverty pockets, culturally affected children, especially girls, UPE would be incomplete”* (East African Standard March 10<sup>th</sup> 2003).

The EFA goals were further stressed in the Dakar World Conference in April 2000. The member countries were required to pursue measures to ensure the acquisition of education for all<sup>2</sup> to all people of the world by 2015. The Dakar Conference called for the improvement of early childhood care, education equality and access to educational programmes for all people of the world, achieve a fifty per cent increase in adult literacy by 2015 and improve all aspects of quality of education (The Ministry of Foreign Affairs of Japan, 2003).

The forum also identified education as a foundation for higher living standards and democracy in societies. The two conferences acknowledged that in as much as the countries of the world declared

basic education available to all resulting in high enrolments, bigger challenges appeared to reverse the goals of EFA. For example, more than 100 million children worldwide are today out of school with 60% of those being girls (UNESCO 2001). It is clear that wastage in form of repetition, withdrawal and drop out are still responsible for this and almost 90 countries of the world are not on track to achieve universal education. The G-8 Summit of 2003 noted that there was need to develop countries' commitment, have more response from developed countries and better assessments of the whole EFA situation (The Ministry of Foreign Affairs of Japan, 2003).

Since the Jomtien forum, progress has been much slower than anticipated in relation to virtually all the major targets of achieving quality UPE. Thus the problems of low quality education, illiteracy, and low completion rates, irrelevant, expensive curriculum, low achievement (attachment rates) high cost of education, limited resources of financing education and low community participation have affected the attainment of EFA goals. This trend is clearly indicated in the Kenyan context as illustrated by the following tables on enrolment rates by gender between 1990-1999.

**Table 1: Projected gross enrolment rates in primary schools in Kenya**

<b>Year</b>	<b>Girls</b>	<b>Boys</b>	<b>Total</b>
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	97.9
2005	86.6	86.0	86.3
2010	89.9	86.8	87.9

**Source:** *Ministry of Education*

Further analysis indicates that for the last five years since 1990, completion rates at the primary school level have remained below 50% with the rates for girls worse than for boys (Abagi, 1995, 1999). High repetition, drop out rates, low completion and transition rates have also been observed. These losses have been attributed to the high cost of education, increasing levels of poverty in the country, various social cultural factors and institutional or school related factors (UNESCO 1994). These factors continue to negatively influence access, retention, equity and quality of education, facts that play against the international spirit of education for all (Nafula, 2002).

**Table 2: Projected completion rates at the 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	54.8	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

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*Source: Ministry of Education, science and Technology ( 1999)*

*- Statistics Section*

The two post independent decades in Kenya experienced high enrolment rates which could be attributed to the KANU government's manifesto of 1963, which stated that the Government of Kenya's (GOK) commitment to increasing access to achieving universal primary education. The Kenya's Sessional Paper No.10 1965 and the various government developments plan also emphasized on basic

education for all. Studies reveal that Governments declaration of 1974 of scrapping levies from Std 1-4 resulted in massive school enrolments, which dropped eventually as a result of a variety of factors listed above. This trend worsened in the 1990's despite a continued declared government commitment towards free primary education (Nafula, 2002).

In the African regions, UPE has been embraced albeit a lot of bottlenecks. Uganda started in 1997 and the enrolment has been overwhelming from 2.6 million in 1996 to 5.8 million in 2000 and 7.2 million in 2002. However, there were inadequate physical and human resources hence quality was compromised. Children learnt in poorly constructed classrooms and without qualified teachers but the programme took off successfully. On its part, Tanzania which has been registering falling enrolment shot by 1 million and still the country has to contend with children out of school due to lack of infrastructure (Aduda - Nation January 6<sup>th</sup> 2003). For both Uganda and Tanzania, UPE led to massive donor investments in education that led to the expansion of classrooms and provision of requisite learning and teaching materials.

The issue of free Universal Primary Education was a KANU election manifesto at independence since education was to play an important role in meeting other social economic goals of a new nation. In committing itself to UPE, the party was only taking cue from the 1961 Addis Ababa conference, which committed African countries to achieve UPE by 1980 (Raju 1973). The independent Kenyan government therefore had a continental agenda to achieving UPE. Universal Primary Education was to start in 1965 and be completed in

1971. However, it remained an elusive goal due to lack of sufficient facilities and financial resources needed to marshal that purpose.

The enactment of the Children Act by Parliament in Kenya in 2002 was a welcome development, which increased impetus towards UPE. The government was now legally bound to ensure access to education for every child. The Act also spelt out the consequences for non-enrolment of children and therefore bound parents to ensuring that the children attended school. It is within this Act that the policy of the new government in providing education should be seen only that the ruling party made it a prime campaign issue during the 2002 general elections.

The launching of the free primary education programme in January 2003 was a landmark policy decision by the new government. It even made serious its commitment by increasing the education budget by 17.4% to 79.4 billion with 5.6 billion specifically allocated to the FPE programme.

The manner in which the government administered the programme was commendable by allocating 300 million for administration and monitoring the progress of implementation. The donor community also received the FPE policy with equal enthusiasm and has come quick to aid the government. World Bank 3.7 billion, DFID had given a grant of 1.6 million to boost the programme (Aduda, 2003b).

The successful implementation of the programme could be hampered not just by logistical problems as evident in January 2003 but also by commitment of teachers and many other stake holders as highlighted

by the print and electronic media. This study aimed at investigating the factors that affect Free Primary Education. However, this new dispensation brought about by political transition offers hope for revitalising the education sector and bring access to more of the out of school children in Kenya.

### **1.1. STATEMENT OF THE PROBLEM**

Every child has a right to education. The Children's Act, which came into force on 1st March 2002, put this responsibility on the Kenyan government and parents. The Act spells out the rights of all children and recognizes that education is a human right that every child must enjoy and be protected by law. The National Rainbow Coalition (NARC) government's re-introduction of Free Primary Education (FPE) is a commitment to realize Universal Primary Education (UPE) by 2005 and education for all by 2015. This could be achieved by ensuring all boys and girls complete a full course of primary schooling and also enhance the Millennium Development Goals as pledged by the 189 United Nations member states.

The Free Primary Education which was launched by the Minister of Education on 6<sup>th</sup> January 2003, is a response to the World Conference on EFA held in Jomtien Thailand in 1990 and a World Education Forum held in Dakar Senegal in 2000. The GOK having accepted and signed the recommendations of these two international meetings, Kenya had to consider the attainment of UPE as a development strategy. It is noted that a literate population is key to the overall development of any nation. Thus free Primary Education allows access to education without discrimination. The government has checked on the major obstacles that hinder children of school going

age from accessing and completing primary school education, as is the case in many urban slums, rural areas and the Arid and Semi-Arid Land (ASAL). It is a shared responsibility that requires partnership between the government and other stakeholders. Elimu Yetu Coalition (2003) having realized that some areas lag behind in enrolment, participation and performance recommends efforts to implement policies that will stimulate enrolment, survival and better achievement of all children especially those who are out of school. The launch of FPE was therefore the right move.

Research has sought problems and factors affecting the implementation of free primary education in Kenya focusing on Kasarani Division in Nairobi Province, Kenya

## **1.2. PURPOSE OF THE STUDY**

The study sought to: -

- i) Investigate factors that currently influence and affect the successful implementation of the free primary education programme in Kasarani Division.
- ii) Establish the issues pertaining to the effect of physical facilities; learning resources, human resources and availability of finances to the implementation of the programme.
- iii) Focus on the attitude of parents and teachers towards the FPE programme. This is especially due to the immense educational social economic and political implication of the FPE programme not just for the Government of Kenya but also for the citizens of



the country and the international community of which Kenya is apart (Nafula 2002).

### **1.3. OBJECTIVES OF THE STUDY**

The study sought to: -

- i) Investigate the effect of physical facilities (extra classrooms, workshops, desks, toilets, playground land) on the implementation free primary education in Kenya.
- ii) Establish whether learning resources i.e. Textbooks, chalks, writing materials are pertinent to the delivery of free primary education.
- iii) Establish if human resources i.e. availability of qualified teachers and other staff affect free primary education.
- iv) Investigate the magnitude of financial handicaps in facilitating the above needs in free primary education.

### **1.4. HYPOTHESES OF THE STUDY**

The following are the hypotheses of the study: -

- i) Physical facilities affect delivery of free primary education in Kenya.
- ii) Learning resources affect free primary education.
- iii) The availability of teachers and other education staff in school affect free primary education.
- iv) Financial handicaps affect the delivery of free primary education.

## 1.5. SIGNIFICANCE OF THE STUDY

The implementation of Free Primary Education is not only a goal but also a strategy because Education For All (EFA) is part of a global commitment that addresses the provision of quality education for all children, youth and adults in Kenya. And by using both formal and non-formal approaches, it must take into account the needs of the poor and the most disadvantaged, including working children, remote rural dwellers, nomads, ethnic and linguistic minorities, children and those with special needs (The Dakar Framework For Action, 2000 Paragraph 19a).

The Kenya government allocates over 40% of its development expenditure on education and with the impetus presently given to the FPE programme, this allocation is likely to go even higher. As a poor and developing country, the government needs to justify such a large allocation to one sector only, given that many other vital services are equally begging for redress. The (1979-1983) government's development plan emphasized that the primary education stage of education is the most important for any child. For, it is here that basic knowledge is gained and foundations for any economically productive and satisfying life are laid.

Given the great response and support to the free primary programme by donor communities and bilateral partners, the study sought to identify key areas that require enhanced support. The MOEST will also identify areas in its monitoring and supervision and coordinating department that require redress so that a vital cog could be established for future planning and supervision.

The free primary programme as a community initiative has made various stakeholders realize their roles and consequently risen to the occasion to make it a success. Many out of school going children and youth have been able to continue schooling. Thus enhancing the transition rates from primary to secondary, leading to the thus fulfilment of the government policy in achieving EFA by 2015. This is a great success to the NARC government on its promise of FPE.

A variety of constraints in the past have affected the smooth implementation of FPE despite the government's pronouncements, socio-economic and school related needs. Due to this, an evaluation of FPE was done to show how it has served the purpose for providing its said objective and commitment to every Kenyan child. Suggestions on solutions to the constraints were also given.

The findings of this study form part of the relevant educational data for future reference. The study also provides relevant data in assisting human resource planning and allocation of funds to all, which are critical towards the effective implementation of FPE. The study has provided information, which could form a basis for recommendations for any relevant adjustments towards achieving the target of UPE by the year 2005.

#### **1.6. LIMITATIONS OF THE STUDY**

The FPE programme is a recent phenomenon, which was launched in January 2003. Thus, there was lack of extensive data to support the findings. This same data was lacking in the related literature to adequately ascertain or disqualify the findings of the study. Poor

record keeping on FPE programme was also a limitation. Many respondents never gave explanations as expected.

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Given that Kasarani has a multifarious ethnic conglomeration of varying educational levels, English language became a problem in responding to questionnaires. Some head teachers were also suspicious on how teachers were responding to the questionnaire thus creating acrimony. Some teachers responded by giving emotional answers, while other respondents gave socially acceptable answers to avoid offending the researcher (Mulusa, 1988) resulting into responses that were unreliable and invalid. The research also involved hostile and insecure areas like the Mathare slums while other areas were entirely left out because of insecurity.

#### **1.7. DELIMITATION OF THE STUDY**

The study was carried out in Kasarani Division and the schools there, were located in varying economic endowment with slums like Mathare and Korogocho as well as middle class areas of Kahawa Sukari and Fox Drive In.

The study focused on public primary schools and excluded private academies, which also influenced primary education in the study. The study mainly focused on the FPE programme but overlooked other school factors that have impinged the achievement of its effective implementation.

It was not possible to visit all primary schools thus the study was limited to a representative sample of schools.

## 1.8. ASSUMPTIONS OF THE STUDY

The following assumptions were made while carrying out the research: -

- i) The respondents provided truthful and honest responses to the items in the questionnaires and interview schedules.
- ii) Increased support from the government and other stakeholders would facilitate the FPE programme.
- iii) School administrators and committees have been properly serviced on financial management particularly on procurement, record keeping and auditing of funds allocated to them.
- iv) All schools have proper policy guidelines and a clear insight on how to implement the FPE programme in their schools.
- v) That parents and pupils are enthusiastic about the FPE programme.

## 1.9. DEFINITION OF TERMS

1. **Absenteeism** - Failure to attend classes on the some days.
2. **Access** - Addresses the open nature of education, which is recognized as a basic right of every child, youth and adult. It embraces the concept of inclusiveness of all potential learners horizontally and vertically.

3. **Attitude** - Positive or negative predisposition to think, feel, perceive and behave in a certain way towards a given situation.
4. **Basic Education** - Ministry of Education package that every Kenyan must have for progressive existence on society. It comprises of pre-primary, primary and secondary education.
5. **Drop out** - pupils or individuals who leave school before standard eight willingly or otherwise.
6. **Enrolment** - Concept taken to control the number of pupils who register as members of different classes at the beginning of the year.
7. **Effective implementation** - Putting in place programmes and strategies to ensure positive implementation of free primary education.
8. **EFA** - Education For All - availed on equal basis without any discrimination of any kind.
9. **Facilities** – Educational amenities enjoyed by students that are key to their performances.
10. **Free primary Education (FPE)** - An education, which involves no financial burden to the parents of the pupils, no fees or levies should be charged and there should be no hidden costs which may hinder any pupils from benefiting.

11. **Primary Education** - The level of formal education, which precedes secondary cycle.
12. **Repetition** - A year spent by a pupil doing the same work in the same grade at his or her previous year in school.
13. **Role** - An organized pattern of actions performed by a person occupying a position within an organization.
14. **Teacher** - A person employed to teach full time in school. Gives instructions, knowledge and skills to a learner.
15. **UPE** - Universal Primary Education is the basic education, which should be given at the primary school level and meets basic learning needs (Literacy, oral expression and numeric).
16. **8-4-4** - A system of education currently followed in Kenya as recommended by the Mackay report with 8 years of primary, 4 years in secondary and 4 years of university education.

#### **1.10. ORGANIZATION OF THE STUDY**

The study is organized into five chapters as follows: -

Chapter one contains background information on the study, the statement of the problem, the objectives of the study, research questions, significance of the study, definition of significant terms and the organization of the study.

Chapter two presents literature review relevant to the “Factors affecting free primary education in Kenya”, conceptual framework and summary of the literature review.

Chapter three consists a detailed description of the research methodology used in the study.

Chapter four presents data analysis and interpretation. Finally, chapter five expresses the findings obtained in the field, conclusions recommendations and suggestions for future research.



## CHAPTER TWO

### LITERATURE REVIEW

#### 2.0. INTRODUCTION

According to the world declaration of EFA – Jomtien (1990) forum, held more than 40 years ago, nations of the world, speaking on universal declaration of Human Rights asserted, “*Everyone has a right to education*”. Despite efforts by countries around the globe, to ensure the right to education for all, the following persists; 100 million children (60 million girls) have no access to primary education. 960 millions adults ( $\frac{2}{3}$  women) are illiterate,  $\frac{1}{2}$  of world adults have no access to printed knowledge, new skills and technologies that could improve the quality of their lives and help them shape, adopt to social and cultural change, more than 100 million children and adults fail to complete basic education programmes, millions more satisfy attendance requirement but do not acquire essential knowledge and skills.

The Dakar Framework for Action (2000) Article I of EFA spells out the purpose for meeting basic learning needs. Every person, child, youth and adult shall be able to benefit from educational opportunities designed to meet their basic learning needs. These needs comprise both learning tools, (literacy, oral expression, numeric problem solving) and basic learning content (knowledge, skills, values and attitudes) required by human beings to be able to survive, develop their full capacities, live and work in dignity, participate fully in development, improve the quality of their lives, in order to make informed decisions and continue learning.

EFA: “an expanded vision and a renewed commitment”; entails more than a recommitment to basic education as it now exists. It is an expanded vision that surpasses present resource levels, institutional structures, curriculum and conventional delivery systems while building on the best of the current practices. It encompasses:-

- i) Universal access and promotion of equality.
- ii) Focus on learning.
- iii) Broadening the means and scope of basic education, enhancing environment for learning and strengthening partnership.

During the World Education Forum in Dakar Senegal in April 2000 by the World Communities, a consensus was reached that, by the year 2015 all children should have access to and complete, free and compulsory primary education of good quality (Ministry of Foreign Affairs of Japan 2000). It also strove to ensure equitable access to life skills programmes. The conference also resolved to eliminate gender disparities in primary and secondary education by 2005 and improve all aspects of education quality. The Kenyan Government having ratified the above recommendations had to act and instil the free primary education programme.

## **2.1. FREE PRIMARY EDUCATION**

This kind of education allows children access to education without discrimination whereby the government has removed major obstacles that hinder children of school going age from accessing and completing primary education as is the case in many urban slums, rural areas and the arid and semi arid lands (ASAL).

According to the MOEST (2003), as from January 2003, the government and other development partners are meeting the cost of basic teaching, learning materials, wages for critical non-teaching staff and co-curricular activities. This programme is a joint responsibility between different stakeholders. The government considers the provision of free primary education as central to poverty reduction and is implementing FPE in the spirit of partnership, where everybody has a clear role to play. The parents are required to meet the cost of examination fees for standard 8 pupils, provide uniform, meals, transport, boarding facilities and health care while the Government will continue to supplement parents' efforts in managing low cost boarding schools and school feeding programmes in ASAL.

Primary schools are expected to enrol all children of school going age without discrimination, (MOEST (2003)). Thus, schools have to be all-inclusive and cater for children with various backgrounds including special needs. Street children who have been exposed to drugs or emotional stress will need to be rehabilitated so as to fit into regular schools. This will be done in collaboration with the children's Department (Ministry of Home Affairs and National Heritage). The average children who show up at school should be enabled to attend by establishing one class to serve average children of a particular area or cluster of schools where necessary.

FPE is an inclusive education, which addresses the learners' needs within the mainstream school and advocates for all children regardless of their disability to access quality education in their neighbourhood schools. Double shifts are encouraged in schools where their enrolment is beyond capacity. The government has encouraged

improvement and refurbishing of the existing facilities such as community and religious buildings and possibly use locally available materials. Community initiatives should be employed in the maintenance and sustenance of facilities and services (hot lunch, swimming lessons, computers, transport, boarding as discussed and agreed by parents). Charging additional levies must be authorised and approved by the Ministry of Education Science and Technology (MOEST) through District Education Board (DEB).

## **2.2. OBJECTIVES OF UPE (FPE) ACCORDING TO UNESCO**

The launching of FPE in Kenya is a step towards UPE and therefore the objectives of UPE should be viewed from that perspective and are stated as follows: -

- i) Impart literacy, numeracy and manipulative skills.
- ii) Develop self-expression and utilization of the senses.
- iii) Develop a measure of logical thought and critical judgment.
- iv) Lay foundation for further education, training and work.
- v) Develop awareness and understanding of environment.
- vi) Develop the whole person including the physical, mental and spiritual capacities.
- vii) Appreciate and respect the dignity of labour.

viii) Develop positive attitudes and values towards society (UNESCO 1992). All the above are directed to the ultimate goal of universal literacy as articulated in Addis Ababa conference of 1961.

Primary schools are viewed as the most visible and widely disseminated social institutions in the country and are therefore essential in meeting the requirements of basic education. They have the dual function of imparting essential cognitive skills and knowledge as well as promoting attitudes and essential life skills necessary for individuals to function effectively in society.

### **2.3. SPECIFIC TARGETS FOR FPE**

The limited progress towards the achievement of EFA goals during the last decade points to a wide discrepancy between international declarations of intent and substantive planning for change. The Dakar Framework for Action (2000) reiterated the need for action by national governments, Kenya included in rededicating themselves towards the attainment of EFA goals. Specific targets are expanding and improving comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children.

- i) It is important to ensure that by 2015 all children particularly girls, children in difficult circumstances and ethnic minorities have access to and complete free and compulsory primary education of good quality.
- ii) Ensure that learning needs of all young people and adults are met through equitable access to appropriate learning and life skill programmes.

iii) Achieve a 50% improvement in all levels of adult literacy by 2015 especially women.

iv) Eliminate gender disparity in primary and secondary education.

The implementation process must be deliberate, systematic, tactful, flexible and cost effective.

The development of specific gender and regional responsive quantitative and qualitative indicators is critical in the implementation process. The education system needs to be transformed in a systematic and well coordinated manner and therefore issues of good governance, management, efficiency, transparency and professionalism are at the core of this transformation in order to achieve national EFA goals and targets.

In Kenya, basic education for all must go beyond quantitative issues of access and enrolment. It has to be concerned with inputs, process outputs to the education system and the complex interweaving of processes and enabling environment including educational policies and legal framework and good governance.

The development of the country (through EFA) and poverty attention must address four main dimensions:

a) Economic competencies - cognitive knowledge, skills for economic development.

- b) Social cultural competencies - to validate African knowledge traditions and cultural values.
- c) Moral competencies - deal with social norms and values, empowering attitudes and behaviour, values like peace accountability, good governance environmental protection etc.
- d) Psychological competencies - decolonize the African child, youth and adults and liberate them with critical and rational thinking.

#### **2.4. UNIVERSAL PRIMARY EDUCATION AROUND THE WORLD**

UPE is defined as “a means where everyone in a population is having a full primary school education” (Webster T. 2000). It is an education with no financial burden to parents, any fees, levies or even hidden costs, which can hinder any school going pupil from benefiting from it. Indeed, the government should take charge of all financial responsibilities except uniform provision (UNESCO 1993).

Mukathe (1999) asserts that the concept of universal education is as old as humanity. During renaissance the state took charge of education away from the Church in order to increase educational opportunities though education remained largely elitist.

Martin Luther, an articulate advocate of universal education (in Mukathe 1999) advocated in his sermons not just freedom of Christians to interpret the Bible but the importance of all people to access education as a transformation agent within homes, the Church and states.

During the agrarian and industrial revolutions of the 18<sup>th</sup> Century in Europe, universal education started gaining acceptance especially in France where great thinkers during the great French enlightenment like Diderot, Rousseau Montesquie and Voltaire gave prominence to mass education. Mirabeau, the philosopher argued that, it was necessary for all men to acquire worthy moral habits and only through popular education would people be freed from ignorance leading to progress.

In the 17<sup>th</sup> Century, John Amos Comenius called for the need to offer UPE though he never got far even with his works especially the Great Didactic. French philosophers impressed by scientific achievements of their century and the previous one viewed UPE as the surest means of delivering men from the age-long shackles of superstition by advancing reason.

Condorcet shared the view that education was absolutely essential for the improvement of public morality and maintenance of liberty and equality, in September 1791. He affirmed that education was an instrument for achieving progress. He argued that, without education liberty could not endure. Anarchy and despotism would inevitably be the lot of a people that had become free before becoming enlightened. He certainly shared Socrates' view that men are wicked through ignorance. No one does wrong intentionally hence, the reason why people should be educated.

The American founding father Thomas Jefferson shared the same view. To him, the general enlightenment brought about by UPE was



the strongest guarantee for the survival of a democratic form of government. Only if the whole citizen body was enlightened would it be able to oppose vigorously and successfully any enrichments upon its liberty. He proposed a scheme of elementary education for all and liberal or advanced studies for those persons whom nature has endowed them with the genius who would be called upon to guard the sacred deposit of the right and liberties of their fellow citizens. The liberally educated guardians of liberty would form a new aristocracy, a talent as opposed to the old aristocracy whose merit consisted solely in the accident of birth.

The Prussian King Fredrick William III was the first King to be converted to popular education. And this burning desire led him to transform the state to popular education. Education to him was the only means by which poor children would be rescued from vagabondage and moulded into good citizens. He felt that the transforming effects of popular education had not been accomplished in the past because large sections of the peasantry had remained deprived of the advantages of formal education and consequently appointed a ministry charged with the responsibility of inaugurating a state system of education.

Spain made strides in introducing a system of universal education in her Philippines colony in the 18<sup>th</sup> Century. The plan was basically a national system supported by public express and free of indigent students at which attendance should be compulsory between ages 9-15 years. Though it was not a total success, it put Philippines ahead of all colonized people in terms of educational opportunity throughout the 19<sup>th</sup> Century.

Otiende and Sifuna (1992) posit that the Greek were the first to realize that society can best be enriched by the development of the talents and personalities of the individuals who make up the society and equally realized that the status quo alone was inadequate.

Socrates (497-399 BC) Plato (428-348 BC) and Aristotle (386-322 BC) tried to find the solution to the problem of developing a stable society which also fostered the creative talents and freedom of individuals within it. Consequently from Greece, the model for the educated citizens was transplanted through the Hellenistic world. Otiende and Sifuna (1992) further argue that Rome's influence in education is evident in the idea of a universal empire. The concept of the law and the Pax Romana (Roman Peace), which to this day underlies and guides global civilization held a lot in regard to universal education.

Rubinstein (1998) shows that the aristocracy in Britain was opposed to popular education even as late as 1879, preferring that it be stratified so as to maintain the status quo. This is the same legacy that colonial masters bequeathed their colonies albeit with some modifications to suit their ends.

The old view which saw compulsory schooling as a consequence of industrial capitalism that was to provide skills to the population and occupy children's time so that they did not contribute to an oversupply of labour and undercut union organizing effort and be accepted after seminar work of Francisco and Bennet (1981). They show convincingly that if these popular arguments were correct, it should be

expected that compulsory school laws were enacted in those countries that first became industrialized like Britain, Belgium, France and the Netherlands among others. Compulsory schooling in various countries was enacted as follows: German states between 1724-1806, Prussia 1806, Austria 1814 Greece 1844. Compulsory schooling in pioneers of industrialization was much later. France 1882, Netherlands 1900, Belgium 1914, Britain 1900 and Japan 1972 during the Meiji Revolution.

It is quite clear then that the ideology of education as a human right is an outgrowth of the revolutionary changes in thinking that have spread globally since World War II. A key challenge is to ensure that the broad vision of education for all as an inclusive concept is reflected in national government and funding agency policies. Education for all must encompass not only primary education but also childhood education. Literacy and life skill programmes both formal and non-formal approaches must take account of the needs of the poor and the most disadvantaged including the working children, remote rural dwellers, nomads and ethnic and linguistic minorities HIV/AIDS victims, hunger and poor health sufferers and those with special learning needs.

## **2.5. UNIVERSAL PRIMARY EDUCATION IN AFRICA**

African governments have had an on-off relationship with UPE policies since independence (UNESCO 1982). Today most of them are constantly under political pressure to provide more facilities that are educational. A few years after independence there was an increasing demand for “free” primary education largely because many governments had promised their electorates free universal primary

education when they campaigned for elections immediately after independence (Coombes, 1972). Furthermore, when the African ministers of education met in Addis Ababa to plan for the development of African Education in May 1961, they recommended that each country should endeavour to offer free universal primary education as a birthright. Most African countries viewed UPE as capable of promoting equality among members of the society and as a weapon to eradicate ignorance, poverty and disease and as an investment for the development of national unity and identity. Thus, UPE was for all intent and purposes geared at promoting human rights equity, economic and social development (Omari, I. M. 1983).

Because of the earliest educational objectives set by African countries regarding UPE, Sub-Saharan African nations invested heavily in education and achieved massive gains. Mock and Jamison (1985) revealed in their study that between 1960 and 1983 the Gross Primary Enrolment (GPE) ratio in the region increased from 36% to 75% with Stream Enrolment Ratio (SER) rising from 3% to 20%. The total enrolment in Sub-Saharan region grew at an average annual rate of 6.5% during 1960-70 8.9% between 1970 and 1980 but dropped in the 1980s to 4.2%.

## **2.6. THE GLOBAL CHALLENGE TOWARDS MEETING EDUCATION FOR ALL**

The Dakar (2000) Framework for Action, geared towards the attainment of EFA underlines the importance of a literate citizenry for any country. It acts as a catalyst to the government and various global bodies to redouble their efforts towards the achievement of EFA despite the barriers that militate against this noble goal. Education as a

fundamental human right that is the key to sustainable development, peace and stability within and among countries is an indispensable means for effective participation in the societies and economies of the 20<sup>th</sup> Century which are affected by rapid globalization. The basic learning needs for all must be met as a matter of urgency.

The global challenge is the commitment of ensuring that by 2015 all children particularly girls and children in difficult circumstances and those belonging to ethnic minorities have access to and complete free and compulsory primary education of good quality. The vision of Jomtien is pertinent and powerful for it provides a broad and comprehensive view of education and its critical role in empowering individuals and transforming societies. Tragically, reality has fallen short of this vision for millions of people who are still denied their rights to education and the opportunity to bring life, safer, healthier more productive and fulfilling lives. Such a failure has a multiple causes, a weak political will, insufficient financial resources and inefficient use of those available, the burden of debt, inadequate attention to the learning needs of the poor and the excluded lack of attention to the quality of learning and absence of commitment to overcoming gender disparities.

The right to education imposes an obligation upon states to ensure that all citizens have opportunities to meet basic needs. Primary education should be free and of good quality. The education system of tomorrow however diversified it may be will need to be accountable and transparent on how it is governed, managed and financed. The indispensable role of the state in education must be supplemented and supported, at all levels of society. Education for all implies the

involvement and commitment of all to education. The world declaration on EFA Article I paragraph I states, '*Basic learning needs comprise both essential learning tools and the basic learning contents required by human beings to be able to survive, develop and improve the quality of their lives, to make informed decisions and continue learning*'.

In this regard, all states must fulfil their obligation to offer free and compulsory primary education in accordance with the UN convention on the rights of the child and other international commitments.

The international agreement on the 2015 target date for achieving UPE in all countries will require commitment and political will from all levels of government. Better governance of education in terms of efficiency, accountability, transparency and flexibility is another challenge on a wide range of social policies, interventions and initiatives aimed at initiating indirect opportunity costs of attending school. No one should be denied the opportunity to complete a good quality primary education because it is unaffordable. Child labour must not stand in the way of education.

There is urgent need for reform of education management so that there is a move from a highly centralized standardized and common driven form of management to more decentralized and participatory decision making implementation and move towards lower levels of accountability. These processes must be buttressed by a management information system that benefits from both new technologies and community participation to produce timely, relevant and accurate information.

UNESCO report (2001) points out that the experiences of the decade shows that HIV/AIDS pandemic has had and will increasingly have a devastating effect on education systems, teachers and learners with 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 action to ensure the rights of HIV/AIDS affected people by ensuring they receive education without discrimination.

According to the focus of expert meeting “EFA 2000 assessment and meeting targets” (UNESCO) many challenges and constraints have been identified. The system has been inefficient and ineffective resulting in wastage of resources. Several internal and external factors have had a severe impact on education and still pose a major challenge to achieving EFA by 2015.

Internal factors are country based because there is poor economic growth and increased poverty since 50% live below the poverty line. Hence, they are unable to access basic services like food, shelter, education and health.

There is also increased cost of education especially after the enhancement of cost sharing in mid 1980s. This resulted into a decline in access and enrolment, increased drop out, poor quality of education and limited investment in education.

There has also been inappropriate policy framework without a clear vision and mission of education, which has changed with time and circumstance but still has a colonial orientation, which promotes rote learning and is still elitist. The process of policymaking, planning and implementation is not systematic in evaluating available information but is based on political instigation. Hence it does not actively address equity issues in education.

HIV/AIDS pandemic is already noted, as being a big challenge, which affects both the demand and supply of teachers though the magnitude of the problem, is not accurately known. For, there are many teachers either infected or affected and the government is spending a lot of money on the care of the infected, which could be used gainfully to boost public investment in education.

There exists also rampant insecurity and social strife where children and households get displaced frequently hence children participation in education remains problematic. Drop out rates are thus high and the issue of mismanagement of centralized bureaucratic structure is a problem that is manifested in centralization of management, administrative rigidity, sluggishness and lack of responsiveness.

Management is also hampered by lack of adequate resources and inefficiencies besides inadequate remuneration that have led to low morale and lack of motivation among personnel. Poor financial planning and management; lack of accountability, sound and sustainable management of education system and the parent and



community participation in governance of education are problematic situations to cope with.

The external (micro-economic) factors have been mainly reflected by the Sessional Paper No.1 1986 on economic management for renewed growth, which adopted the structural adjustment programme. This programme increased not only the cost of education to communities and parents but the government was also forced to cut back its allocation on education.

Increased debt burden has complicated the issue of financing education because 60% to 65% of the GNP and 30-35% of exports goes to servicing debts.

Increased costs of education and incidents of poverty, have affected the implementation of many programmes, which could have addressed major issues affecting education.

Limited public resources for education have made the government and its related partners to depend on bilateral and multilateral donors to support major education projects including; construction of learning institutions, equipment and textbooks and support feeding programmes. These agencies include; World Bank (IDA), British DFID, GTZ, CIDA, World Food Programme, UNICEF, UNESCO, UNAIDS, UNFPA.

One major drawback of donor-funded agencies has been their sustainability. For most, programmes are inadequately or hurriedly planned without inbuilt structures to allow continuity.

Besides, some externally funded projects are donor driven with many conditions attached to them. Many of these donor projects have failed to incorporate parents or communities thus creating a problem of dependency and lack of community ownership. Indeed, sustainability is problematic because the funders pull out leading to the collapse of the projects.

Problems associated with the fluctuation of the domestic currency against the foreign one have brought inequities in international trade and the control of markets. The result has led to a decline in education investment. Furthermore, the challenges of insecurity within neighbouring countries have led to refugee related problems. These include ways of integrating them into the system and offering education in their camps.

## **2.7. JUSTIFICATION OF UNIVERSAL EDUCATION IN DEVELOPING COUNTRIES**

This noble goal is based on three broad categories; political, economic and moral arguments. The proponents of the political arguments stress that national education contributes to political stability, national unity in pluralistic societies and enhances the capacity of the government to function Coleman (1990) *“As is the state; so is the school or what you want in the state you must put into school.”*

Early educational scholars like John Dewey hold that the school is a microcosm unit of society hence the development in the school reflects what goes on in the society. Plato’s philosophical views on compulsory state controlled education have been argued over

centuries as a means of enhancing social stability. This could ensure that all citizens are exposed to the reigning ideology for a long stretch of time at the most malleable age and would therefore learn to respect and revere an established school order. It was in line with this argument that the Franco-Prussian war of 1870-71 was won in the classrooms of Prussia. And this universal education had reached all her citizens hence they learnt discipline, respect and the importance of self-sacrifice for the state.

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Mill (1988) argues that minimum education is a prerequisite for a democratic order. Universal education raises people's cultural levels enhancing their consciousness thus creating "the conditions for greater mass participation in the democratic process".

This argument focuses on the vigorous war against illiteracy, which is waged on two fronts; expansion of the school system and access to all as was the case in Cuba, Vietnam, Nicaragua and Tanzania. Popular education is the best means of a revolutionary government to move its ideas. This form of universal education is used to foster national unity where there are antagonistic ethnic groups as seen in the launch of UPE in Nigeria 1976.

Mukathe (1999) argues that universal education is expected to realize the above by reducing regional, urban to rural and male-female imbalances. Secondly, a common curriculum will teach some values to all children hence they can identify with the whole nation instead of only their ethnic group. Thus Education helps not only to integrate individuals into the society; social structure, but also children are

initiated into the national society since individual must be an effective agent of the state if the social structure is to function well.

School literacy programmes have often embarked on the onus of gaining political support. They can be used to re-radicalize popular pressure for changes in the social structure by strengthening the belief that with a just system of education all social ills will be solved. Thus, for Tanzania the aim for UPE was “to combat social stratification”. In Nigeria, national unity was the chief aim especially after the Biafra War. It was believed that if enrolment became universal, then regional imbalances, with corresponding political tensions will be reduced. For schools inculcate a national outlook among pupils.

Economically, education is viewed as an investment in human capital which is essential for development hence the human capital theory. This theory, which was advanced by Schultz, Bowman, Dewilt, Bowen, Dennison, Harbison among others in the 1960s states that; investment in education was the single most investment because educated workers were more productive than the illiterate and the returns on education are higher than those on capital and material resources. Money spent on education is an investment for the society and the individual. In developing countries, education is necessary for rapid social and economic progress. But, for the advanced countries it is vital for continued development. For the underdeveloped, it is the surest way of preparing for industrial take off; and, without manpower there could be no economic development.

Harbison (1973) “aptly notes that Human Resources, not capital nor income or material resources constitute the ultimate basis for the

wealth of a nation". Capital and natural resources are passive factors of production, while human beings being are active agents who accumulate capital, exploit natural resources, build socio-economic and political organizations". Economists like George Psacharopoulos (1973-84) have argued that education like other forms of investment in human capital can contribute to economic development and raise the incomes of the poor. He stresses, that the primary arguments for UPE based on human rights and equality are supported by economic criteria as being the most profitable educational level viewed from the returns standpoint.

The contribution of education to growth is stronger if the complementary role between education and other forms of investments are taken into account. Foster (1982) further argues that most post colonial states seem committed to national policies in which the principles of free education at the primary level is unquestioned. Evidence suggests that the private and social rates of returns are higher at the primary rather than at other levels. An economic argument can be advanced for the provision of free primary school education along with the most standard rationale based on the public need for a literate citizenry.

Colcough (1980) indicates the interactive or strengthening effects of schooling or various aspects of socio-policy as comprising the family size, health, and nutrition; literacy and awareness of national cultural values reinforce the economic case of investing in primary education. It is suggested that a major consequence of primary schooling and UPE per se might be to engender attitudinal transformation. Children

acquire modern attitudes that are more conducive to the acceptance of change and the requirements of development.

Jallade (1982) further suggests an analysis of basic needs that may provide investments in basic education with a host of new justifications from other fields like demography, health, nutrition and rural development where development can only be achieved when basic educational needs are met.

The social moral justification stems from post second world war ideology of education as a human right. As enshrined in chapter 16 of the UN declaration of human rights of 1948, education is portrayed as having an intrinsic value and should thus be provided to all individuals. It is also regarded as the surest route for the disadvantaged individuals and groups to follow in order to achieve social mobility and social justice.

Farell (1990) stated that, universal education would naturally produce great social and economic equality in poor societies. Abernethy and Coombes (1965) argue that, the political significance of education (implications of political for education and vice versa) in contemporary societies increases with the changes that a society is undergoing. A new regime has a stronger will to reform decision making hierarchies, change the capacity of bureaucracy and resist innovation. While revolutionary regimes have two simultaneous goals; equality of access to education and integration of the young into the economy.

Mbeki (1999) noted that, *“If the next century is going to be characterized as truly African century, for social and economic progress of the African people, the century of durable peace and sustained development in Africa, then the success of these projects depend on the success of our education systems. For, where in the world has sustained education succeeded, without universal and sound primary education, without and effective higher education and research sector, without equality of educational opportunity”*. It is thus clear that African nations must embrace universal education.

## **2.8. FREE PRIMARY EDUCATION AS A STRATEGY OF ACHIEVING UPE IN KENYA**

The declaration of free primary education in January 2003 was in recognition of education as a basic right of all Kenyan children as articulated in the recently enacted Children’s Act (2001). This declaration sought to address the limited progress towards attainment of UPE witnessed in the last decade. Under the free primary education programme, the government will continue to finance the teachers wage bill, train and recruit new teachers and pay salaries for essential non-teaching staff.

The Dakar Framework for Action had stressed the commitment of nations to ensuring that by 2015 all children particularly girls, children in difficult circumstances and those belonging to ethnic minorities have access to and complete free and compulsory qualitative primary education. It further asserted that all states were to fulfil their obligation to offer free and compulsory education in accordance with the UN convention of the rights of the child. This international agreement on the 2015 target for achieving UPE in all countries

requires commitment and political will from all levels of the government.

While commitment to attaining universal enrolment is essential, improving and sustaining the quality of basic education is equally important in ensuring effective learning outcomes. In order to attract and retain children from marginalized and excluded groups, the education system must respond flexibly by providing relevant content in an accessible and appealing format. Education systems need to be inclusive. Emphasis should be laid on actively seeking children who are not enrolled and responding flexibly to the circumstances and needs of all learners.

The NARC government's introduction of FPE is a commitment to realize UPE by 2005 and EFA by 2015. By declaring FPE, the government of Kenya has demonstrated that it is committed to increasing educational opportunities to all and systematically revitalizing this important sector. Currently, education takes about 6.1% of GDP but indicators show it is negative. Indeed, there are many school age-going children who go without access to education. The quality of education is diminishing; indiscipline is on the increase while management is wanting.

With the declaration of FPE in Kenya in 2003, the government accelerated its impetus to meet one of the goals of EFA. Kenya having ratified the recommendations of the World Education for All (Jomtien 1990) and World Education Forum (Dakar 2000), it had to be accountable to its citizens. It is noted in "Sub-Saharan Africa; from crisis to sustainable growth", increased investment in education has



many benefits. Cost benefit studies in 16 African countries suggest that social rates of return investment in education are 26% for primary 17% for secondary and 13% higher education (Daily Nation January 23<sup>rd</sup> 2003). Africa should therefore provide opportunities for millions of HIV/AIDS orphaned and impoverished children by abolishing fees in the primary schools.

Aduda (Daily Nation 6<sup>th</sup> January 2003) argues that the provision of FPE is an idea whose time has come. Back in 1963, KANU had made the pledge in its election manifesto, which helped her win and stay in power for decades. In December 1973, Kenyatta declared that the programme would be started in 1974 for Std 1-4. But, on ascending to power in 1978, Moi extended FPE to Std 7.

The free education programme began to dwindle in 1988 with the introduction of the cost sharing policy and the shift of focus to the following areas: -

- i) Enhancement of quality relevance
- ii) Focus on efficient utilization of resources
- iii) Expansion of training opportunities for those who could not proceed with formal education.
- iv) Addressing the issues of rising costs of education.

The implementation of the cost sharing policy in the face of rising poverty led to adverse effects on access retention and quality.

The NARC government had made FPE its election pledge, and on winning their elections in December 2002 they had to live to it. The government according to MOEST (2003) removed major obstacles

that hindered children of school going age from accessing and completing primary education is in the case in many urban slums, rural areas, arid, semi and arid lands.

The free education entailed the following: -

- i) Abolishment of fees and other levies for tuition in primary education. The cost of basic teaching and learning materials, wages of non-teaching staff and hence government and development partners gave Ksh. 1,029 per child.
- ii) Free primary education as joint responsibility where everybody had clear roles to play. Parents are expected to buy uniform, provide meals, transport, boarding facilities, and health care and exam fees for Std 8 pupils.
- iii) Government to continue maintaining low cost boarding schools and the school-feeding programme in ASAL.
- iv) Primary schools to enrol all children without discrimination.
- v) Overgrown children to be enabled to attend school by establishing one class to serve them.
- vi) Double shifts for over enrolled schools.
- vii) Not building new schools but use existing ones.

The launching of free primary education was marred by confusion. Hence, a task force was set up on January 10<sup>th</sup> chaired by an

educationist Eddah Gachukia (Daily Nation Tuesday 25<sup>th</sup> March 2003, E.A. Standard February 13<sup>th</sup> 2003:4).

To examine the implementation of FPE upon which the following recommendations were made:-

- i) Special class for average children.
- ii) Government to review methods used in delivering education and distribution of textbooks and school equipments in order to increase efficiency and reduce costs.
- iii) Class size to increase from 40 to 50.
- iv) Schools to be issued with title deeds to protect them from land grabbers and land allocated to private developers to be repossessed.
- v) Government to consider extending free schooling to pre-primary but no child should be turned away on grounds of not attending pre-primary school. Textbook ratio was proposed at 1:3 on lower and 1:2 in upper classes.
- vi) From July 2003 tax review should exempt donors and contributions towards FPE.
- vii) Lowering of VAT on all educational materials.

This taskforce revealed that in-service training should cost Ksh. 500 million, vehicles for inspection, 256 million 2002/2003 financial year (Daily National February 13<sup>th</sup> 2003:4). Dr. Eddah Gachukia said it

would be the team's responsibility to meet its challenges and tackle the problem she remarked that, *"Although many children are enrolled since the programme was launched, a big number are still out, who need to be identified and included in the system"*.

## 2.9. FUNDING FPE IN KENYA

It was estimated that the new programme could cost \$97.1 million (about Ksh. 7 billion) up to June 2002 and another \$137. One million (about Ksh. 10.1 billion) for the 2003-2004 school year. E.A. Standard Saturday May 10<sup>th</sup> 2003: 18). The Daily Nation Tuesday March 25<sup>th</sup> 2003 indicated a projection cost of 7.9 billion in the financial year and a further 10.5 billion was to be needed in the next financial year starting July 2003 if 1.6 million out of school children are to be put in class. According to the minister's report, a total of 5.5 billion was to cater for curriculum development by June. Another 414 million was go to curriculum for children with special needs. Thus, a total of 5.2 million and 413 million was to be needed for the two items in the 2003/4 financial year.

Table 3 & 4 in Appendix I on free primary school education indicated the breakdown of funds on public primary schools. In the Daily Nation of Wednesday January 15<sup>th</sup> 2003 it was reported that the government was to provide 406/- shillings per child annually for primary school activity, maintenance, tuition, support staff wages, electricity, water, telephone and postage.

For the government to provide quality education, it requires 5 billion shillings annually to buy chalk, dusters, books, desks and games

equipment. It was a bold move by government to introduce FPE even with minimum funds. Daily Nation February 28<sup>th</sup> 2003 reports that a charity fund for FPE was set up to help the government mainly from companies and equally NGOs were to contribute to the FPE kitty.

Daily Nation Tuesday January 21<sup>st</sup> 2003 reported the Organization of Petroleum Exporting Countries (OPEC) was to contribute \$ 15 million (1.17 billion for three years). The East African Standard reported on May 10<sup>th</sup> 23:18 April 3<sup>rd</sup> 2003 that the World Bank was to provide 3.75 billion.

#### **2.10. ENROLMENT**

The East African Standard of May 10<sup>th</sup> 2003: 18 reported an increase in 1.2 millions pupils within one week after the declaration of FPE. The 100 days of NARC Government in power Daily Nation of April 10<sup>th</sup> 2003 reminded the Kenyan citizens about pledges it had earlier made of ensuring that another 1.7 million children of school going age join schools thus consolidating the gains attained in FPE.

FPE had realized big enrolment with 7.5 million of the 9.2 million of school going age children having enrolled in class. Worst hit was Olympic Primary in Kibera, which recorded an additional 450 pupils in class 1, 2, 3 that was above the capacity of 1,700 pupils. The new enrolment increase by 20% to 1.2 million in one only week in Kenyas primary schools.

#### **2.11. HINDRANCE TO FPE IN KENYA**

In view of the various arguments advanced basing on UPE challenge of meeting FPE are a myriad. These include; access, retention, equity

relevance and finance. Abagi (1999) observes that analysis done by IPAR identified lack of a clear vision and philosophy for the development education in particular, inappropriate policy framework, lack of a national gender policy in education, inadequate or inefficient management and supervision mechanisms and over-reliance on donors for crucial programmes. Ogule (2003) notes that the existing legal framework needs urgent overhaul so as to address the challenges facing the education sector in the 21<sup>st</sup> Century and make cognizance in the introduction of FPE.

Access and transition is another challenge that needs redress. Upon the introduction of FPE in Kenya in 2003, the gross enrolment rate rose to 104% while the Net Enrolment Rate (NER) was 89%. Despite the government and community's efforts to enhance access to education, statistics show that about 300,000 primary school age going children are out of school. The Director of Education, Mrs. Wangai (2003), notes that physical facilities to cater for increasing KCPE graduates are inadequate.

Matsura (2001) Director General of UNESCO notes that *"We must concentrate on building effects and imaginative strategies for educating the poor, the excluded and disadvantaged as poverty remain the greatest obstacle to realizing the right access and risks of exclusion in fields of language, science and technology are also critically important"*.

There must be deliberate efforts towards enhancing efficiency, quality and relevance of education if FPE is to succeed. Teachers' salaries should not only be motivating but also the critical issue is to increase

non-salary share of recruitment budget, especially for books and other non-teaching materials and equipments through improved teaching service, utilization rates and deployment. The World Bank (2003) reports that a study of 47 countries in the low-income bracket, with respect to achieving UPE by 2015, indicates there is a wide variation in the average annual salaries, ranging from 0.6 to 9.6 times per capital GDP. Noteworthy is the fact that Kenya's figure is around 5.3 dollars in per capital Gross Domestic Product (GDP) units.

The average repetition and drop out rates need to be checked in order to realize the success of FPE. A study on the quality of primary school completion rates by Nzomo Kariuki and Guantai (2001) estimated the completion rate to be 47.2% in 1998. This was attributed to factors such as inability of households to meet the costs of education, girls, pregnancies and limited access to education.

The recurrent expenditure on educational inputs other than teachers is another area of concern. Studies suggest that books and other learning materials are highly cost-effective complementary inputs in the learning process. These in turn influences education quality, teacher motivation, development and supervision, system management, student learning assessment and evaluation and school maintenance.

The pressure for other items has constantly been significantly squeezed. The World Bank survey (2003) by Bruns, Mingat and Tomalala set the recurrent budget share for spending on items other than teacher salaries at the target level of 33%. This figure was significantly higher than the observed average for high UPE attaining countries. Thus, Kenya needs to prioritize the improvement of quality

complementary inputs and upgrade its management functions like school supervision, assessment and teacher development.

A long standby shortage of teachers can be taken as a key obstacle to FPE as observed in the Daily Nation of Wednesday January 15<sup>th</sup> 2003:2. This is contrary to the E.A Standard Monday March 2003 and Sunday Nation 20<sup>th</sup> June 2004 in which “NCKK asked government to employ more teachers”. The quality of education is expected to fall further because of high pupil enrolment and acute shortage of teachers in most parts of the country. In the Eastern Province, the FPE programme has strained the teaching facilities and schools which require 10,000 primary school teachers Daily Nation Thursday January 23<sup>rd</sup> 2003:5. Acknowledging the shortfall, the Minister of Education in the E.A Standard of Thursday, February 27<sup>th</sup> 2003:10 said the government would not recruit until shortages were established and funds found to pay them.

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Drought and poverty have led to low enrolment in North Eastern Province, Turkana, Baringo District. Children in ASALS regions were motivated to go to school since they were assured of meals while in school. Thus, the average gross enrolment had rose to 103.75%, Wajir 19.50% Ijara and Garrisa 19.6%. Enrolment rates were however low because of disagreements on whether the school could accommodate more pupils.

There is the challenge of mature pupils coping up with studies. They are occasionally taunted and ridiculed by teachers and younger children in class. For example a 27-year-old George Ouma who enrolled in class 3 had become a source of amazement and amusement



to his classmates who were under 10 years (Daily Nation Thursday February 13<sup>th</sup> 2003:11).

The lack of physical facilities, space and other utilities such as Toilets could hinder free tuition. In a meeting at Milimani School, 300 headteachers and PTA members noted that, *“They had mobilized parents to volunteer in repairing dilapidated classrooms and furniture to cater for increased numbers”*. In Uganda and Zambia, training, recruitment and timely payments of teachers were more complex. Daily Nation Wednesday January 15<sup>th</sup> 2003.

Although many pupils have enrolled in Kenya primary schools, more than 1.5 million children are still out of school because of indirect costs, which include the buying of uniforms, shoes and personal effects. Opportunity costs both to households and individuals due to poverty, have forced some children seek employment so as to supplement family incomes. (Daily Nation Monday February 24<sup>th</sup> 2003).

## **2.12. EFFORTS TO REMEDY PROBLEMATIC AREAS IN IMPLEMENTATION**

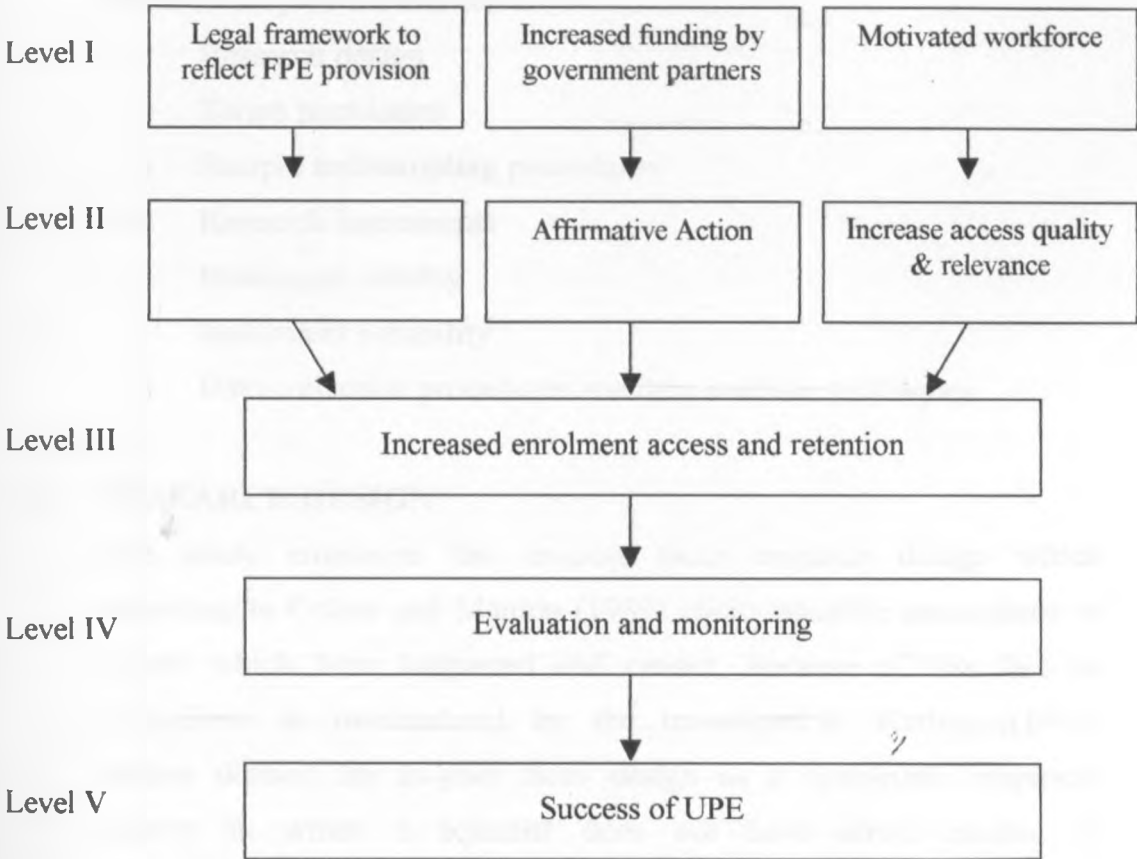
The E.A Standard of May 10<sup>th</sup> 2003:18 in the new curriculum for informal schools reported that a Community Based Organization (CBO) had developed an alternative curriculum for informal schools. This so called the link-in and link-out curriculum targets the over-age, street children, orphans in order to equip them with life skills enable them cope with the outside life.

The Daily Nation of Tuesday March 25<sup>th</sup> 2003 urged the Government to employ more teachers after conducting a thorough survey on teacher's shortage countrywide. This baseline survey of pupil enrolment, physical facilities and teacher number was conducted in order to highlight the problem. Thus there is need for innovative teaching approaches and multishift as a stopgap measure to maximize utilization of available facilities. All DEO's and District Inspectors and auditors need to be thoroughly briefed on proper management of funds. Audit units need also to be enhanced, in order to ensure prompt auditing of all primary schools by mapping out a new initiative of get to all schools located in an area especially during emergencies.

The vision of the current Kenyan government should be in line with UNESCO (2004) assertion that confidence and growth are returning to the African continent. There is need to adopt better government policies to necessitate the active involvement of non-governmental organizations and local communities in education development. African governments should also show their purpose and determination in starting again and revamping institutions and programmes, which are intended to improve the daily lives of the Africans.

### 2.13. CONCEPTUAL FRAMEWORK

This study is based on systems approach, which explains the relationship of different elements that contribute to the eventual success. If FPE has to succeed in Kenya, several inputs have to be put in place.



There has to be a link between levels one to level five if the UPE goals have to be achieved in Kenya.

# **CHAPTER THREE**

## **RESEARCH METHODOLOGY**

### **3.0. INTRODUCTION**

This section deals basically with the following topics in relation to the methods adopted for this research:

- a) Research design
- b) Target population
- c) Sample and sampling procedures
- d) Research instruments
- e) Instrument validity
- f) Instrument reliability
- g) Data collection procedures and data analysis techniques

### **3.1. RESEARCH DESIGN**

The study employed the ex-post facto research design which according to Cohen and Manion (1989) elicits possible antecedents of events which have happened and cannot, because of this fact be engineered or manipulated by the investigation. Kerlinger(1967) further defines the ex-post facto design as a systematic empirical inquiry in which a scientist does not have direct control of independent variables because their manifestations have already occurred or are inherently not manipulated. Inferences about relations among variables are made without concomitant variation of independent and dependent variables.

Variables like physical facilities, learning and human resources, capital for free primary education and other school related factors, which affect free primary education, couldn't be manipulated.

### **3.2. TARGET POPULATION**

The study targeted 19 primary schools in Kasarani Division whose head teachers, class teachers and school committee members participated in the project. School inspectors who are supervisors at this level also participated. The target population comprised of 19 head teachers, 180 class teachers, 19 school committee members and all the 3 school inspectors in the Kasarani Division.

### **3.3. SAMPLE AND SAMPLING PROCEDURES**

Out of 25 schools, 19 (76%) were selected. This was slightly lower than Krecjie and Morgan's table (Mulusa 1988). From the population 152 (84%) teachers, and 18 (72%) school committee members participated. 24 schools were selected as per the Krecjie and Morgan's table (Mulusa, 1988). The teachers were mainly those handling class one and other lower classes by virtue of first hand experience on the free primary education programme. Schools were chosen using the simple random selection technique while teachers were selected through stratified sampling.

### **3.4. DATA COLLECTION INSTRUMENT**

Questionnaires were utilised to obtain information from the head teachers, teachers, school committees and school inspectors. Since the above informants were literate they were able to provide required information, which focused on overlapping elements, which shed more light on free primary programme.

#### **a) Head teachers' questionnaire**

The types of questions answered were mainly the yes/no responses through filling in blank spaces with a little explanation. In this

endeavour more information was obtained concerning issues on enrolment, facilities available, learning materials and new enrolment in line with the free primary education programme.

**b) Teachers' questionnaires**

This instrument followed the above cue and sought opinion of the teacher on the way forward for the government on the free primary programme.

**c) School inspectors' questionnaires**

The questionnaire elicited information on the schedule of supervision, funding and also their opinion pertaining to the new programme.

**d) School Committee Questionnaire**

School committee chairmen as valuable overseers of the education programme provided information concerning school finances, procurement procedures, training and the relationship with head teachers as pertains to their new roles. They also gave their opinion on the FPE programme.

**e) Documentary analysis**

Information on the number of schools, teachers and pupils in the Division was obtained from DEO's office in Kasarani. Other documents were obtained from MOEST headquarter stipulating the policy on FPE.

### **3.5. INSTRUMENT VALIDITY**

Since validity is the degree to which a test measures what it purports to measure (Borg and Gall, 1989:249), a preliminary pilot study was conducted on a small sample size similar to the population in the proposed study. This assisted in determining the accuracy, clarity, suitability of instruments and the estimated time required to answer the items. The results of the pilot study were discussed with respondents thus necessitating adjustments for feasibility.

#### **3.5.1. INSTRUMENT RELIABILITY**

Reliability as defined by Best and Kahn (2001) is the level of internal consistency or stability over time of measuring research instruments. Thus, instrument reliability is the degree of consistency that instruments or procedures demonstrate. And, whenever it is measuring, it does so consistently. In addition, the split-half technique was employed to determine the degree of consistency.

### **3.6. DATA COLLECTION PROCEDURE**

Prior to data collection, permission was sought from the relevant authorities. Consequently data was collected from the sampled schools after having given some introduction and the purpose of the study to all participants. The questionnaires were then self-administered, and collected after which they were analyzed.

### **3.7. DATA ANALYSIS TECHNIQUES**

Data analysis centred on descriptive statistics i.e. percentages, frequencies and pie charts. The information obtained is expected to add new knowledge and has given suggestions on the way forward on the free primary education programme

# **CHAPTER FOUR**

## **DATA ANALYSIS AND INTERPRETATION**

### **4.0 INTRODUCTION**

This chapter mainly focuses on: -

- i) Demographic information about head teachers, area education inspectors, Tac tutors teachers and school committee members.
- ii) The factors that affect free primary education in Kenya.
  - Physical facilities; (classrooms, workshops, desks toilets, playground land).
  - Learning resources; textbooks, chalks, dusters, writing materials.
  - Human resources; availability of qualified teachers, support staff secretary and accounts clerk.
  - Financial handicaps in facilitating the needs/requirements of free primary education.

### **4.1. QUESTIONNAIRE RETURN RATE**

There are twenty-five public primary schools in Kasarapi Division. Since two schools were utilised in the pilot study, research was conducted in the remaining 19 primary schools. There were four sets of questionnaires; nineteen were issued to head teachers of the sampled schools, which were all dully signed and returned. One hundred and eighty questionnaires were distributed to the teachers in the nineteen schools. One hundred and fifty two returned dully filled, while three questionnaires were given to three area inspectors/Tac tutors and were returned. Nineteen questionnaires were issued to each of the committee members in the nineteen schools.



## 4.2 DEMOGRAPHIC INFORMATION

The questionnaires were administered to head teachers, school inspectors (TAC tutors), teachers and school committee members. They provided information concerning their gender, age and academic and professional qualifications. Head teachers and teachers provided their teaching and administrative experience respectively. While the school area inspectors provided their years of service in their field.

**Table 3: Respondents by gender for head teacher & teachers**

Gender	Head teachers		Teachers	
	F	%	F	%
Male	8	42.1	38	25
Female	11	57.9	114	75
Total	19	100	152	100

F = Frequency

% = Percentage

The table above indicates that eight out of nineteen (42.1% of the head teachers are male, while eleven are female which reflects 57.9% of the one fifty two teachers who participated in the study. Thirty eight (25%) were male while one hundred and fourteen (75%) were female teachers. This phenomenon struck the researcher who sought an explanation, which eventually revealed that many males felt that life in Nairobi is too expensive and therefore could not survive there. A few men felt that as long as they got promoted, they were bound to move to areas afar from their homes which would mean higher transportation cost. As female teachers, many of them are married by

affluent men working in Nairobi and prefer to stay closer to their families.

The researcher further questioned the female head teachers whether they were comfortable with their feminine roles upon which they answered affirmatively except those working in the slums that encounter hostility especially from drunken husbands.

**Table 4: Respondents by gender for inspectors & school committee members**

Gender	Inspectors		Committee members	
	F	%	F	%
Male	2	66.7	14	78
Female	1	33.3	4	22
Total	3	100	18	100

F = Frequency

% = Percentage

According to Table 4 above two out of three inspectors (66.7%) are male while one is a female (33.3%). The same applies for the committee members, where fourteen (78%) out of eighteen are male. There are only four females out of the eighteen hence 22%. The fact the fewer women occupied these leadership positions in the education office and in school committees implies that their voices are yet to be heard. And this does not augur well for girls who may not have a role model.

**Table 5: Age and teaching experience of head teachers**

Gender	Head teachers		Teachers		
	F	%	Teaching experience	F	%
50-69	3	16	21-30	15	79
40-49	10	53	11-20	2	10.5
30-39	6	31	1-10	2	10.5
Total	19	100		19	100

Table 5 above clearly indicates that the majority of the head teachers 69.5% are over forty years and while 79% of them have a teaching experience of over twenty years. This could discourage the ambitious young men and women who would want to raise the ladder in spite of their age. Thus many of them were opt for green pastures. On the other hand, head teachers with many years of teaching experience could be in a position to steer the schools properly in terms of management and to allude more confidence. A mere ten percent have an experience of below ten years as head teachers.

**Table 6: Distribution of head teachers' academic qualification**

Academic qualification	F	%
Certificate	7	37
Diploma	6	31.5
Degree	6	31.5
Total	19	100

Table 6 on academic qualification of head teachers indicates that 31.5% (6) of the respondents had diploma and an equal number had a degree 37% or seven out of 19 had a certificate. This is an indication that the government values higher qualification as a prerequisite for

administrative positions in schools. This may also act as a motivating factor to many teachers who to pursue higher education. The research findings infer that all head teachers were academically qualified.

**Table 7: Distribution of head teachers' experience as heads**

Year Limits	F	%
21-30	1	5
11-20	8	42
1-10	10	53
Total	19	100

F = Frequency

% = Percentage

The table indicates that (10) 53% of the head teachers have had an experience of between one and ten years, while (8) fourth two percent have between 10 and 20 a mere five percent have over twenty years experience.

**Table 8: Respondents teaching experience**

Year limit	Head Teachers		Teachers	
	F	%	F	%
Below 10 years	2	10.5	25	16
10-20 years	2	10.5	100	66
Below 30 Years	15	79	27	18
Total	19	100	152	100

The table on teachers and head teachers' experience indicate that while the highest percentage of head teachers (79%) have an experience spanning from twenty to thirty years, the highest for the

teachers 66% is between ten and twenty years. This is because once a teacher is promoted, they stay in power and enjoy the fruits of management but many other teachers get disillusioned and move elsewhere.

**Table 9: Distributions on the training status of respondents**

Year limit	Teachers		Inspectors	
	F	%	F	%
P1	122	80	1	33.3
Diploma	15	10	1	33.3
Graduate	15	10	1	33.3
Total	152	100	3	99.9 = 100

From the above table, eighty percent of the teachers are P1 holders while Diploma and Graduate status comprise ten percent respectively. Given that the majority have stagnated in the P1 position for so long, it means that promotion from one grade to the next takes so long. Given that not many teachers can afford to go for higher education, they are therefore demoralized and unhappy about free primary education. The training status of inspector, P1, Diploma and graduate has 33.3% percent respectively. This being a higher administrative position means that those getting such position must have excelled in their position or have gone for further studies.

**Table 10: Teachers position in the school**

Position	F	%
Ordinary Teacher	17	11
Class Teacher	127	84
Discipline Master	8	5
Total	152	100

Table 10 is a pointer to a situation that has bedevilled the teaching profession for long. This study shows that 11% of the respondents are ordinary teachers attending to lessons only. Such teachers take teaching as routine profession and have no pride or ownership of their jobs. 84% of the participants were classroom-teachers in charge of registers. A majority of them may never rise beyond such a position. The position of a discipline master has a paltry 5%. And such position is obtained through excellence and is a springboard to headship. This explains why many teachers are not enthusiastic about free primary education.

**Table11: Years of service of the inspectors**

Service in years	F	%
Below 10 years	2	67
Below 20 years	33	10.5
Below 30	15	79
Total	3	100

The table indicates that inspectors who have been promoted from being classroom-teachers may not have served for long. The three that participated in the study are below ten years 67% and one slightly over ten years i.e. 33% of service. However they are more versed with educational issues and are therefore able to give the necessary guidance to the classroom teachers and also streamline the free primary programme.

**Table 12: Academic qualification of committee members**

<b>Academic Qualification</b>	<b>F</b>	<b>%</b>
Form Four	16	89
Form Six	1	5.5
Graduate	1	5.5
Total	18	100

It is interesting to note that 89% of the participating committee members have the form four level of education. A mere 5.5% of them are of form six and graduate level respectively. To a layman, having a committee member of high academic qualification would appear edifying since he/she would bring new insights but to the head teacher this may be an obstacle. The researcher thus infers that the head teachers would prefer working with people who are subordinate to them.

### **4.3. FACTORS AFFECTING FREE PRIMARY EDUCATION IN KENYA**

**4.3.1. Physical facilities as a factor** delve more on those facilities that make pupils learning comfortable in a physical sense. These may include: -

- Classrooms to cater for over enrolment
- Desks
- Toilets and urinals
- Playground
- Land for future use

In order to get this information, the researcher made it clear that physical facilities include all the above. And it was therefore clear to

the participants that its not one that is isolated. The availability of the same was to be measured in terms of quality and adequacy as perceived by the respondents.

**Table 13: Head teachers' response on adequacy of physical facilities**

	Yes		No	
Response	F	%	F	%
Total	0	0	19	100

According to table 13, the head teachers were unanimous that physical facilities were conspicuously inadequate and this recorded a 100% response. The researcher therefore concurred on an urgent need for more classrooms, desks, toilets and more land. This was more conspicuous in the slums where pupils sat on the floor save for some mats provided by UNICEF. Pupils had to go out for break at different times since the numbers were overwhelming thus hampering the visits to toilets.

When head teachers were asked to explain this phenomena, they explained that the over enrolment followed a government directive of enrolling pupils without reservations. This was regardless of whether there is space or not so long as they could give a chance to those who had been previously left out of school. The head teachers also explained that private developers had long ago grabbed land thus squeezing the school compound. On the other hand, the implementation of FPE programme caught people off guard. There were cases of wastage where some buildings were pulled down out of



poor workmanship rendering the school with less shelter. Enrolment was also continuous hence it became hard to plan or project for future.

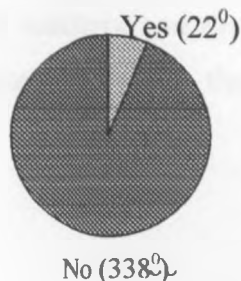
**Table 14: Teachers' comments on adequacy of physical facilities**

Response	F	%
Strongly agree	3	2
Agree	13	9
Undecided	0	0
Disagree	70	46
Strongly Disagree	66	43
Total	19	100

The inference made from the above table is that the question of scarcity of physical facilities was conspicuous hence no respondent was undecided (0%). The percentage of respondents who disagreed (46%) and those who strongly disagreed (43%) constituted 89%. The small percent of strongly agreed (2%) and agreed (9%) are the isolated cases of schools located within the General Service Unit camp at Ruaraka and Kahawa barracks which have all facilities they need. And since they are protected from public trespass they did not receive a massive turn over of pupils.

In the questionnaire of the school committee, the respondent was asked to answer yes/no on the physical facilities ability to sustain the FPE. The yes answer was 6% (22<sup>0</sup>) and 94% said no i.e. (338<sup>0</sup>)

**Figure 2: Representing Response on Availability of Physical Facilities to Sustain Free Primary Education**



When the researcher sought an explanation on this phenomenon, the respondents felt that due to the high enrolment most pupils were housed in semi-permanent structures. Many pupils were seated on the floor and the toilets were experiencing pressure thus pupils could relieve themselves outside. Because of overcrowding, multi-shift was tried in slum schools but failed because young children had no charges (house helps) and could not be left on their own when their single parents were away. The enrolment was so haphazardly done that there was no discrimination on age from two years to twenty years.

A question passed on to the inspectors required them to rank the effects of the implementation of FPE in their zone and the following choices were given: -

**Table 15: Inspectors response on factors of FPE implementation in their zone**

Factors	Rank	Percentage
Lack of classrooms, desks	1	35
Learning materials	5	4
Inadequate teachers	2	30
Lack of seriousness by pupils (Drop out)	4	10
Inadequate funding	3	20
Un-cooperation from committee members	6	1
Total	6	100

Table 15 clearly indicates that classroom desks occupied the first position followed by teachers and the sixth position is un-cooperation from committee members. When the inspectors were asked to give

suggestions on improving FPE, physical facilities was the topmost suggestion, which is a backbone to the implementation of FPE.

It was noted that some physical facilities like desks, chairs, classrooms, toilets, workshops were either lacking or not enough or required some face-lift. This problem was so conspicuous in the slum areas that it attracted sympathy rather than pleasure; no wonder UNICEF had to come in to offer mats. The President of the Republic of Kenya has now moved in to show that parents should participate in the provision of physical facilities rather than wait for the government and this will create more controversy.

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#### **4.3.2. LEARNING RESOURCES AS A FACTOR AFFECTING IMPLEMENTATION OF FPE**

Learning resources facilitate lesson delivery without which teaching may not be complete. These include textbooks, chalk, dusters, board and writing materials which are so pertinent that if provided by government the pupils could remain in school without any interruption or going away to get anything and this was music to the ears of the parents.

For the researcher to establish whether these resources were there, a few questions were posed in the questionnaire and it was evident that the government provided: -

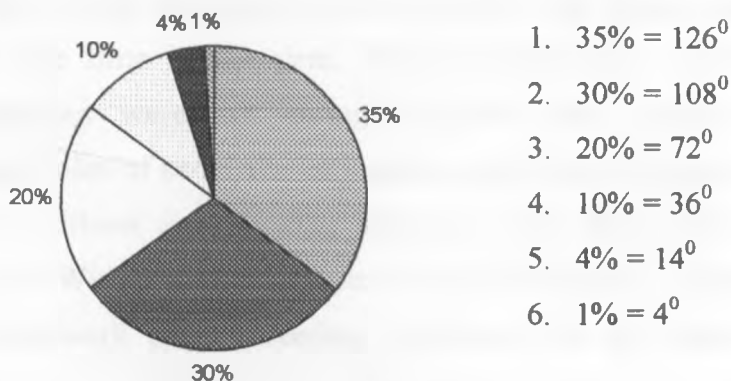
- Instructional materials – Exercise books, teaching aids, chalk, dusters, textbooks, dictionary, Kamusi, charts, wall maps, rulers, sharpeners, rulers.

On prodding whether they were enough and if parents should supplement, the head teachers felt that they were not enough because admission was a continuous phenomena so they were not able to project on the right number of pupil enrolment in their schools. The head teachers felt that there was need for parents to supplement the government efforts especially when there was delay in the disbursement of funds, or when what was given was not enough. However, getting the message across to parents for a supplement was too hard or futile to achieve.

The head teachers further conceded that money for these resources was delayed and this caused a lot of inconvenience in the management of schools.

When head teachers were asked to rank the factors in order of seriousness, learning resources was ranked number 5 with 4% a far cry from lack of physical facilities and inadequate teachers as be illustrated in the pie chart below.

**Figure 3: Factors affecting FPE in a descending order**



**Key**

- 1 Classrooms and desks
- 2 Inadequate teachers
- 3 Inadequate funding
- 4 Lack of seriousness of pupils (drop out)
- 5 Learning materials
- 6 Un-cooperative committee members

**Table 16: Teachers response on adequacy of learning materials**

Response	F	%
Strongly Agree	10	7
Agree	27	18
Undecided	0	0
Disagree	65	43
Strongly Disagree	50	32
Total	152	100

The above table suggests that only ten out of one hundred and fifty two respondents strongly agreed that learning resources were adequate. 43% disagreed considering that the number of pupils keeps increasing daily while the head teacher will give the factual number of pupils at one time in the year. The researcher also noted that learning resources were not enough because most parents had abdicated their roles of provision of learning materials and hence sent their children without any learning materials even when there was none in school. With a ratio of 1:2 and 1:3 for textbooks, this meant that even homework or any reading at home was not effectively carried out.

When respondents (school committee members) were asked whether learning resources were adequate and well managed, they explained that: they were not enough and even their security was not guaranteed. And, upon visiting schools in the slums, the researcher was intimidated by the head teachers that resources were shared out on the day they were delivered by the supplier since it is was a security problem. Although a precautionary measure had been placed on resources for parents to sign for what had been allocated pupils who migrate to other areas without trace hence a loss to school property.

Although learning resources were not a very big problem, the researcher learnt that there was need to produce book lists (yellow book) early enough and at the same time disburse the money a few weeks before the beginning of each term. This could ensure that books and other materials are acquired on time as opposed to cases when they are availed in September when the year is almost ending.

**Table 17: Pupils' classroom enrolment**

<b>Pupils</b>	<b>F</b>	<b>%</b>
50-60	74	49
60-70	45	29
Over 70	33	22
<b>Total</b>	<b>152</b>	<b>100</b>

Table 17 shows the number of pupils per class. 49% of the schools had between fifty and sixty while 29% had between sixty and seventy and 22% had over seventy and some over a hundred. In all honesty there cannot be effective learning in such schools and the head

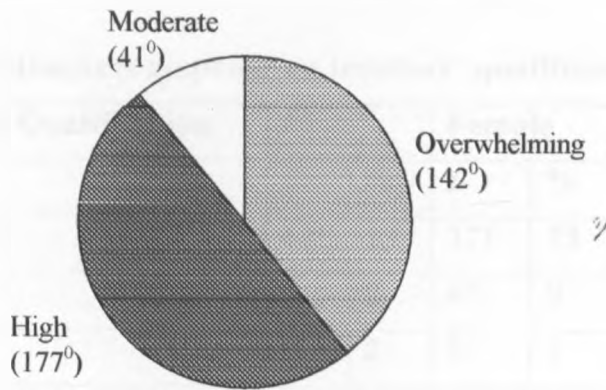
teacher could not be in position to ensure that each pupil had enough learning materials because he/she had no power to control enrolment.

Respondents were asked to describe enrolment after free primary education and which was tabulated as follows: -

**Table 18: Rate of enrolment after FPE as expressed by teachers**

Description	F	%	Degrees
Overwhelming	60	40	142
High	75	49	177
Moderate	17	11	40
Total	152	100	359 = 360

**Figure 4: Level of enrolment as given by teachers**



It is evident that after free primary education programme was launched 40% indicated that enrolment was overwhelming while 49% indicated it was high and 11% indicated it was moderate. The higher enrolment rate affects learning resources. It could only be prudent if the parents could supplement the government's effort to ensure that there was reserve to cater for emergencies.

### 4.3.3. HUMAN RESOURCES AS A FACTOR AFFECTING IMPLEMENTATION OF FREE PRIMARY EDUCATION

Human resource can be addressed in two fronts. First, is the teaching force and their indicators which are measured through their numbers, qualifications and attitude towards work. Second are the support staffs that comprise of clerks and the secretary. Although teachers are required to teach pupils, other staff members facilitate and create conducive environment for learning. Besides handling day-to-day routine school matters they also keep records and balance accounts thus lessening the burden from the head teacher. The head teacher, teachers, inspectors and committee members gave information on the number of teachers, their enthusiasm towards free primary programme and their level of preparedness. Teachers also gave a comparison between FPE and the previous cost sharing policy.

**Table 19: Head-teachers response on teachers' qualification**

Academic Qualification	Male		Female	
	F	%	F	%
Certificate	68	13	371	73%
Diploma	9	2	43	9
Others	9	2	5	1

Total male and female = 505

Total percentage = 100

The above table indicates that the highest numbers of respondents 73% are certificate holders. However, there is a small number of diploma and graduates teachers especially among the male teachers. The reason, is previously advanced in this study is that male teachers



felt pressed with a low salary and could not be able to advance in education as compared to female teachers who were often married to affluent men. However, it is evident that all teachers are academically qualified though the enrolment is over overwhelming for them.

The information on teacher's enthusiasm towards free primary programme is stated in table 20 below.

**Table 20: Teachers level of enthusiasm towards FPE as viewed by Head-teachers**

<b>Response</b>	<b>F</b>	<b>%</b>
Highly enthusiastic	1	5
Enthusiastic	12	63
Unhappy	6	32
<b>Total</b>	<b>19</b>	<b>100</b>

Viewed critically, only a small percentage 5% was highly enthusiastic about FPE, 63% was enthusiastic; while 32% of respondents indicated that the teachers were unhappy. Those teachers who were highly enthusiastic felt that free primary education was giving a chance to those who had never gone to school. The enthusiastic teachers felt that though FPE was good felt that there was need to improve on the quality. The teachers that were unhappy felt that there was need for extra compensation for the added burden.

The general public shared the same views on the teachers: there was need to improve on the quality of education through increasing the number of teachers as well as better remuneration for the teachers.

**Table 21: Rate of preparedness for FPE as indicated by head teachers**

Rate of preparedness	F	%
High prepared	12	63
Ill prepared	7	37
Total	19	100

The question of preparedness is relative but there were some indicators like being psychologically and physically ready for an event so as to avoid being ambushed. The aspect of preparedness would entail building more physical facilities, learning resources, human resources and finances as a backup. Free primary education was implemented abruptly without adequate planning. Classes that were orderly and organized were soon streaming with humanity. Projects that were already on course were abandoned while enrolments, which were done on a particular structure, were now haphazard. Responses on this aspect of preparedness are represented below.

**Table 22: Head teachers' responses on the level of preparedness of teachers towards FPE**

Level of preparedness	F	%
Highly preparedness	0	0
Prepared	12	63
Ill prepared	7	37
Total	19	100

The researcher inferred from the above that table 0% of the teachers were highly prepared while 63% were prepared while 37% were ill-

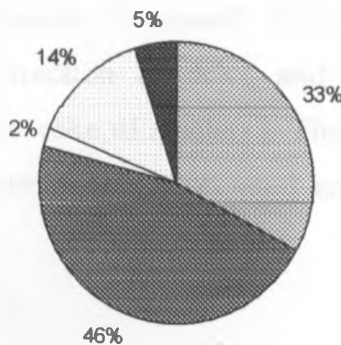
prepared for free primary programme. 63% of the teachers were very positive towards the implementation of free primary education. 37% of the teachers carried on their teaching despite the huge enrolment but they were half hearted. Many pupils noted the hostile response from the teachers and therefore dropped out.

In order to cater for this ill preparedness in schools teachers had to undergo a lot of guidance through the head teacher and the area education officer or inspector. As a result, the researcher verified whether the teacher were adequately in serviced or not as illustrated in the table and figure below.

**Table 23: Teachers response on the adequacy of in-service Programmes**

Response	F	%	Degrees
Strongly Agree	50	33	118.8 = 119
Agree	70	46	166
Undecided	3	2	7
Disagree	22	14	50
Strongly Disagree	7	5	18
Total	152	100	360

**Figure 5: Responses on in servicing of teachers**



33% (119<sup>0</sup>) strongly agreed that teachers were not adequately in serviced while 46% (166<sup>0</sup>) agreed or concurred. 2% (7<sup>0</sup>) were undecided; or may be did not understand what in-serviced referred to. 14% or (50<sup>0</sup>) disagreed while 5% strongly disagreed or rather felt that teachers had been given information on FPE. This scenario explains the confusion that marked the initial days of FPE implementation.

In probing the attitude of teachers towards FPE, they were asked to respond to the issue that most teachers are not well motivated to teach and therefore not enthusiastic about free primary programme. The issue of motivation could either be tangible or psychological. The answer given by the respondents elicited that the government should motivate teachers by improving on their salaries.

**Table 24: Teachers' comments on motivation to teach FPE**

Response	Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree	Total
Frequency	63	54	4	23	8	152
Percentage	41	36	3	15	5	100

This table revealed that 41% strongly agreed that teachers were not well motivated, while 36% agreed, 3% were undecided 15% disagreed while 5% strongly disagreed. The undecided lot were usually those with no direction or drive and were in the wrong profession (working for the sake of a salary). The researcher therefore inferred that teachers were poorly motivated and cannot deliver as expected in FPE.

The question that followed asked the participants, to indicate whether or not most teachers prefer the old system (cost sharing) to FPE. The results were as follows

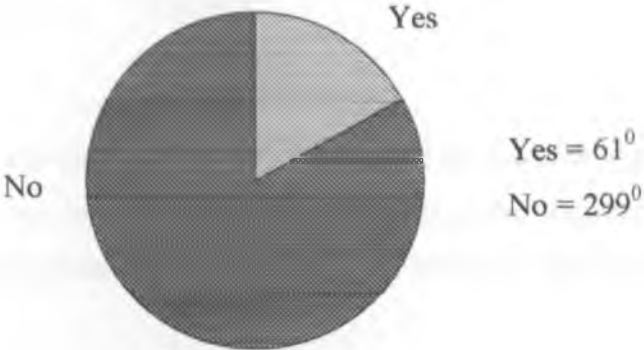
**Table 25: Teachers response on preference of the old system (cost sharing) to FPE**

Response	Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree	Total
Frequency	32	63	11	26	20	152
Percentage	21	42	7	17	13	100

The opinion of the teachers is that 21% strongly agree that most teachers prefer the old system, 42% agreed, 7% were undecided, 17% disagreed and 13% strongly disagreed i.e. felt that free primary is better than cost sharing.

The school committee members as stakeholders were also asked to respond on whether teachers were well prepared for the implementation of free primary programme and the results were as follows. Those who concurred were 17% while those who negated were 83%.

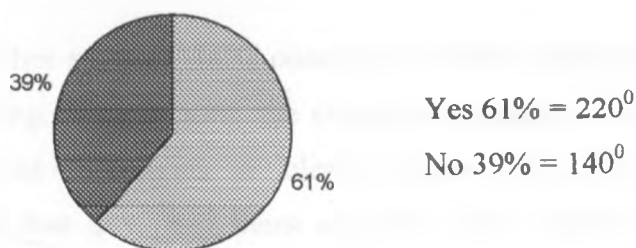
**Figure 6: Teachers preparedness for FPE as expressed by school committee members**



School committee members unanimously agreed that they did not have enough teachers to cater for the large enrolment and this indicates the availability of teachers is a major factor in the implementation of FPE. More efforts need to be done to make FPE a success hence the need for parents to supplement governments effort in the FPE programme. .

Given that people can shape their destiny, the researcher asked the respondents on whether parents should supplement governments efforts through employment of teachers and 61% concurred while 39% negated

**Figure 7: Willingness of parents to pay money for employing teachers as given by school committee respondents**



Information from the pie chart revealed the need for parents to pay money to employ teachers as a way of ameliorating the status quo where the teacher is handling 120 pupils at the moment thus making

learning a nullity. The school committee's response on extra payment by parents elicited various responses. It was observed that the pupils were too many for quality learning and therefore there was need to set up a special kitty to supplement government effort. Availability of teachers would ensure better attention to pupils and higher quality education.

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The 39% who said that parents should not pay anything had their reasons too: -

- Free primary problems were for the government and not parents
- Poverty levels in the country could not allow parents to contribute effectively.
- Government did not consult parents from the start of the FPE programme and should therefore not involve them now.

This clearly showed that the communities in Kenya had not fully embraced the programme and now that the president has stated that parents have to contribute towards the building of schools, time will tell.

Besides teachers, other support staffs contribute to the implementation of FPE. In measuring these factors, the researcher sought to establish whether schools had secretaries or clerks before FPE. The head teachers responded that 84% had them and only 16% did not have. The researcher learnt that schools in Kasarani Division are under the jurisdiction of the Nairobi City Council, which had seconded workers to schools as clerks long before the implementation of FPE.

The researcher wanted to establish the need for having or not having a secretary or a clerk. It was evident that they helped in record keeping accounting and preparing circulars. Secretaries are public relations officers in the school for receive visitors or officers on behalf of the head teacher. The secretary is expected to do office work promptly, while the accounts clerk keep school records hence ease the burden of the head teacher.

#### **4.3.4. FINANCIAL HANDICAP AS A FACTOR IN FREE PRIMARY EDUCATION**

Finances are often deemed to offer solutions to many situations where the FPE is no exception. This programme is a very expensive venture that the researcher sought to investigate the magnitude of financial handicap, which could easily affect its implementation. A high enrolment could be seen in terms of higher expenditure. The researcher sought to know the governments allocation per child in primary school and how often its disbursed. Finances were also required for in-servicing teachers, salaries for additional teachers and other members of support staff, additional classrooms, learning resources and allowances for committee members (allowances) and improvement infrastructure for inspectors. Finances are not only crucial but there is need for combined effort of bilateral, multilateral donors and the surrounding communities to make FPE a success.

When head teachers were asked to describe enrolment in their schools after FPE, they presented the following results.



**Table 26: Head teachers' response on enrolment after FPE introduction**

Response	Overwhelming	High	Moderate	Total
Frequency	11	7	2	19
Percentage	58	37	5	100

The table above indicates that 58% of the respondents felt that the enrolment was overwhelming while 37% felt it was high and 2% found it moderate. The schools that are under the management of the military and police did not experience a high enrolment as compared to the ordinary public schools. The highest enrolment was experienced in the slums where majority of the children had not gone to school. Large amount of money was required to cater for this large number of pupils.

The researcher sought to establish a comparison of enrolment between 2004 and 2003. Some respondents felt that it was higher while other felt it was the same. This is because there was inter-school transfer when parents realized that education standards had been comprised because of lack of teachers. Other responders felt the enrolment was lower because many pupils had dropped or transferred after weighing their options in the FPE programme.

**Table 27: Teachers response on financial adequacy to support FPE**

Response	Frequency	Percentage
Yes	271	52
No	65	48
Total	136	100

The table above indicates that 52% of the respondents felt that money provided by the government for FPE was enough while 48% felt it was not enough. As per a previous comment when the researcher sought teachers' opinion on whether parents should supplement, 6% concurred and 24% negated.

**Table 28: Frequency of cash disbursement for FPE by the government as given by committee members**

How often	Frequency	Percentage
Twice	12	67%
Once	5	28%
Rarely	1	5%
Total	18	100%

The table above indicates school committee responses on the frequency of disbursement of FPE funds. 67% i.e.  $\frac{12}{18}$  said that money is disbursed twice a year while 28% said it is given once a year while 5% said rarely disbursed. What is clear is that the money is dwindling and come far apart and the next worry could be sustainability of the programme.

The researcher also sought to establish some of the problems that school committees faced in the implementation of free primary education. They gave the following: -

- Lack of enough physical facilities and learning and human resources.
- General apathy especially for those in slum areas.

- Lack of support from parents and should thus be sensitized to embrace and own the programme. They are not even willing to support the World Food Programme through paying the cooks.
- Inadequate finances hence interference of other vote head.
- Confusion especially when money comes late as they try to prioritize on which class to give books.
- Committee members also need motivation through allowances. Some are jua kali artisans so would like to compensate time spent in school.

Information from this study indicates that school committee members could initiate projects by getting clearance from the ministry. However, parents were not supportive of such ventures because they could be expected to contribute some money towards the same.

#### **4.3.5. SUGGESTIONS BY SCHOOL COMMITTEES ON IMPROVING FPE**

The information from respondents on what needs to be done by parents and other stakeholders to improve FPE were recorded as: -

- Organize workshops between stakeholders to come up with suggestions that could offer improvement.
- Parents to supplement what government have offered mainly to build classrooms and desks, toilets.
- Review the programme through assessment of actual resources; cover wider areas beyond enrolment and new curriculum.
- Discuss sustainability of FPE, address quality assurance and maintenance of standards.

- Government to be vocal on what parents, sponsors are supposed to do in as far as facilities are concerned especially in the slum areas.
- Parents to cooperate and supervise on homework and report any difficulties encountered.
- Parents should have a positive attitude towards FPE and the able parents to donate desks and materials and help sustain and maintain textbooks.
- Allow tuition (remedial teaching) for balancing since private school are giving it yet they shall do the same exams.

#### **4.3.6. ROLE OF AREA INSPECTORS IN IMPLEMENTATION OF FPE**

The area school inspectors play a supervisory role under the District Education Office (DEO) and help in implementing educational policies and programmes at the divisional level. They work under DEO to sensitize the teachers and ensure partnership is forged to improve physical facilities and create awareness on the importance of educating children especially girls in the implementation of FPE..

The researcher sought to establish whether the inspectors had received in-service training and there was 100% consensus. Issues they were trained on include: -

- Governance in education
- School management committees role
- PTA/BOG
- School development planning
- Management of physical facilities / project planning
- Selection of teaching/learning resources
- Multi-shift/multi-grade non formal and formal learning

- Motivation
- Team building and delegation
- Accountability
- Budgeting

The researcher sought to establish the frequency of visits to schools in the division. It was established that this was done on a termly basis. The inspectors further stated that head teachers followed the laid down guidelines but in some cases they interfered with different vote heads especially when the disbursement was done late. When asked to describe the relationship between head teachers and committee members one out of three 33.3% felt it was very cordial while two out of three said it was cordial.

#### **4.3.7. SETBACKS AS SEEN BY THE INSPECTORS**

- It was evident that inspectors cover large areas while some areas are accessed on foot. There is need for providing means of transport to facilitate easy movement.
- In security in slum areas does not only pose a great risk but is also inaccessible.
- There are also no incentives to inspectors who are poorly remunerated and looked down by the teachers who are their juniors. Furthermore the inspectors are employed by the Nairobi City Council where salary delay is rampant and demoralizing
- Most of the workers at the Area Education Office (AEO) are also employees of Nairobi City Council and also face the same problem of late salary payment and lack of transport, as they have to travel long distances to deliver mails.

Information from this study indicated that academic performance will be worse with implementation of FPE as compared to before. The reason advanced for this is that there is no level playing ground because some schools have better physical facilities and learning resources than others.

#### **4.3.8. SUGGESTIONS OF MAKING FREE PRIMARY PROGRAMME SUCCESSFUL AS VIEWED BY AREA INSPECTORS**

- The government should allocate money for more chairs, desks classrooms and toilets.
- Add more teachers to ease congestion and overloading.
- Allow teachers to decide on the best textbooks to be used instead of an inflexible list given by MOEST.
- Increase allocation per child to enhance quality.
- Those under City Council to be paid promptly.
- Stakeholders should liaise with politicians and local leaders to sensitize parents on the need to support FPE morally and financially and give better guidance to pupils on emerging issues on school discipline, HIV/AIDS, Drug Abuse, Female Genital Mutilation (FGM) gender and equity issue.
- Give food to the hungry, orphans and AIDS victims.
- Project on the future – life beyond primary education.

#### **4.3.9. WAY FORWARD AS EXPRESSED BY HEAD TEACHERS**

The head teachers worked very closely with teachers, committee members, inspectors and parents to make FPE successful. Committee members are involved in the distribution of funds to different vote heads and supervise their usage. They also educate parents on their

roles and advise District Education Board (DEB) on matters of general interest of the school and the welfare of pupils and deliberate on school development agenda.

Commenting on their roles as watch dog, the head teachers responded as follows: -

**Table 29: School committee's watchdog role as seen by Head Teachers**

Effectiveness	Frequency	Percentage
Yes	12	63
No	7	37
Total	19	100

The table above indicates that the committee members are effective and head teachers also worked closely with parents. When asked to respond on parent's willingness to take up roles, the result was baffling as seen below.

**Table 30: Teachers' response on parents' attitude towards assigned roles in supplementing what the government does not provide**

Response	Frequency	Percentage
Most willing	1	5
Willing	4	21
Indifferent	14	74
Total	19	100

The above elaborates what is expected when parents would be asked to supplement on physical facilities. A paltry 5% were most willing to supplement on the physical facilities while 21% were just willing but 74% were indifferent. This kind of indifference have made many parents to transfer their children from public primary schools to private school ones because some parents are not cooperating hence compromising the quality of learning.

When head teachers were asked to give suggestions on how to improve on FPE they affirmed that: -

- There is need to differentiate urban schools from rural school instead of equal amount of disbursement.
- The government should increase funds to cater example electricity, water and conservancy - many school have had lights disconnected.
- There is need of flexibility in transferring or virement of funds.
- The willingness of parents to develop their schools to their level.
- The government to provide money to construct physical facilities due to high enrolment.
- That money should be released between October and December for the coming year.
- To in-service teachers on new curriculum and handling of pupils with special needs.
- To add teachers and learning materials.
- To harmonise teacher's salaries and allowances.
- To consider the number of children per class, age ability in enrolment.



- To involve head teachers, teachers in decision making as the people on the ground.
- To include a vote for miscellaneous like committee allowance and refreshment.
- That inspectors need to be retrained and updated.
- The school feeding programme should be given a special fund allocation.

#### **4.3.10. FREE PRIMARY EDUCATION VERSUS COST SHARING AS VIEWED BY TEACHERS**

- FPE is an essential programme to the poor since it gave access to many.
- Street children have a second choice since the programme does not segregate the poor and give free textbooks.
- However, FPE has created inadequate in physical, learning, human and financial resources.
- Cost sharing ensured materials were bought on time, made parents more responsible though it was burden some to parents.
- Cost sharing caused wastage of time when children went home.
- FPE attract pupils of different character hence diluted the ones. It was humdly implemented without proper survey.
- FPE is a failure because there is no motivation for teacher and pupils are confined in class without going for trips.
- FPE has created poor performance and lack of discipline.

In reference to the above views there is almost a balance in the argument though those not very poor would prefer cost sharing and that's why many have withdrawn their children to private schools.

From the above analysis it has been established that physical facilities, learning and human resources are not enough. There is need for various stakeholders to supplement government efforts to make FPE programme a success. This venture requires monumental amount of money but ways and means have to be found to consolidate the gains already acquired. Community initiative to enhance FPE programme should be encouraged in order to supplement FPE. The government should project in to extending the free education programme into secondary and tertiary institutions.

## 5.1. SUMMARY

The findings in this study reveal that various factors affect the implementation of free primary education in Kenya. The availability of physical facilities has affected the implementation of free primary education especially in the slum schools of Mathare valley and Korogocho. This was occasioned by the influx of pupils into schools in these areas. However the situation was different in Muthaiga, Kenyatta University, garrison and barrack primary schools, which had sufficient physical facilities. The classes comprised of fifty pupils per class. And in some instances parents could afford to take their children to private schools.

The study established that many schools had the required books and the situation was better than previously when they had to ask parents to buy textbooks. Teachers on one hand noted that the 1:2 and 1:3 ratios in the upper and lower classes respectively needed to be improved upon. On the other hand the head teachers urged the government to release the recommended book list early enough. Hence, there is need for proper planning so that the available facilities could adequately cover the student enrolment in schools.

The study also noted the existence of the teacher- pupil ratio of 1:80, which was even higher, 1:120 in the slum schools. This indicates that effective learning is not practical and further more little attention was given to weaker pupils. The other support staff members in schools should be facilitated so that they can maintain clean records to facilitate the efficacy of the F.P.E. programme.

The study established that finance is a crucial aspect to the success of FPE for the government should disburse funds in good time to facilitate ease in planning.

## **5.2. RECOMMENDATIONS**

From the foregoing study, recommendations were made to various stakeholders in the education sectors in an endeavour to make the FPE programme a success. It was also established that the free primary education programme is a joint responsibility and that the government should consider the provision of primary education as being central to poverty reduction.

### **5.2.1. ROLE OF MOEST**

The study recommended that MOEST should:

- Disseminate correct and timely information and sensitize the public on FPE. It should also ensure proper management and efficient use of existing school resources and support continuous capacity building of school committees and teachers in resource management.
- Develop long-term plans on training, employing, deploying and paying teachers salaries.
- Improve teacher/pupil ratio by providing opportunities for teachers to undergo in-service training on a continuous basis.
- Encourage community income generating initiatives so that the community can own the programme.
- Continue with the school feeding programme and lower the costs of boarding schools in the arid and semi arid lands.

- Emphasize on going monitoring and evaluation of quality education.

### **5.2.2. ROLE OF SCHOOLS**

It was recommended that schools should: -

- Operate within the provisions and guidelines of MOEST and have functional school committees.
- Keep tuition and operational accounts on course
- Schools should purchase approved instructional materials and involve parents and communities in making decisions on school expenditure.
- Purchases approved instructional materials and involve parents and communities in decision making on expenditure.
- Maintain records of pupils' receipts for audit purposes and check MOEST approval for additional levies in schools.

### **5.2.3. ROLE OF TEACHERS**

Teachers' role in the implementation of FPE is key to its success.

Thus the study recommends that: -

- The government should employ more teachers in order to improve quality and ease congestion in the classrooms.
- There is need to prepare and use locally available learning materials and resources for use by teachers.
- Teachers should act as role models and enhance discipline in schools.
- Teachers should counsel and guide pupils while in school and advise parents on their children's welfare.
- Teachers' efforts should be appreciated by offering them tokens, providing trips and promotion opportunities.

#### **5.2.4. ROLE OF PUPILS**

Pupils are central in offering the FPE programme. Hence they should:-

- Attend school without fail, concentrate on learning, respect teachers and parents.
- Report any cases of insecurity and vandalism to school property.
- Sit for all tests and examinations set, do homework as required and proceed to the next class.

#### **5.2.5. ROLE OF PARENTS**

Parents and guardians have a significant duty of taking their children to school and encouraging them to stay there until they complete their studies. The study recommends that parents should: -

- Facilitate each child's access to primary school education without discrimination.
- Have a positive attitude towards education by supporting the school in decision-making.
- Protect school land and property from grabbers.
- Ensure proper use of school funds and resources.
- Build and maintain learning resources and form school committees to support teachers in running the schools.

#### **5.2.6. ROLE OF COMMUNITIES**

The community surrounding the school should have a friendly learning environment for the learners. It is recommended in this study that: the community should: -

- Participate in school management through the establishment of committees and parents' associations.

- Participate in decision-making and build a sense of ownership of schools in the locality.
- Accepting teachers posted to their school from other regions and ensure that the neighbourhood is conducive to all thus encouraging schooling.
- Abolish child labour, which could attract pupils to drop out of schools, sensitise and motivate parents to take the girl child to school.

### **5.2.7. ROLE OF INSPECTORS**

School inspectors control the quality through disseminating guidelines and policies from the area education officer to take action against school heads teachers and committee members that do not adhere to the government policy of providing FPE.

The study recommends that the government should boost the morale of teachers through an increment in their salaries and improvement of infrastructure. The subordinate members of staff should also be motivated through payment of their salaries.

### **5.3. RECOMMENDATIONS FOR FURTHER RESEARCH**

The following recommendations are elicited from the study:-

- A similar study could be replicated to a larger sample for more elaborate results.
- There is need to investigate the future of FPE and the need to extend it to the secondary and tertiary institutions.
- Further studies need to be undertaken to investigate the gaps between public and private secondary schools and the universities.

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**APPENDIX A**  
**LETTER TO RESPONDENT**

Emily W. Maina,  
UON-Department of Ed. Admin & Planning,  
P.O. Box 92,  
Kikuyu.

Dear Sir/Madam,

**REF: QUESTIONNAIRE ON FREE PRIMARY EDUCATION  
PROGRAMME**

I'm a Master of Education Student from the University of Nairobi carrying out a research on - "Factors that affect the implementation of Free Primary Education Programme in Kasarani Division".

It is my humble request that you assist me by filling in the questionnaire as correctly and honestly as possible. The study will go a long way towards improving this education programme. Do not write your name or any kind of identification and be assured that your response will be treated with utmost confidence.

Your cooperation is highly appreciated and thanks in advance.

Yours faithfully,

**E. W. Maina**



## APPENDIX - B

### QUESTIONNAIRE FOR HEAD TEACHERS

(Please respond to the questions as honestly as possible and your responses will be treated with utmost confidentiality)

#### Tick appropriately

1. What is your gender?
  - i) Male [ ]
  - ii) Female [ ]
  
2. What age bracket is applicable to you?
  - i) 30-40 years [ ]
  - ii) 40-50 years [ ]
  - iii) Over 50 [ ]
  
3. What is your teaching experience in years?
  - i) Over 5 years [ ]
  - ii) Between 10 and 20 years [ ]
  - iii) Over 20 years [ ]
  
4. How long have you served as head-teacher?
  - i) Over 5 years [ ]
  - ii) Between 10 and 20 years [ ]
  - iii) Over 20 years [ ]
  
5. What is your academic qualification?
  - i) Certificate Holder [ ]
  - ii) Diploma Holder [ ]
  - iii) Any other [ ]
  
6. In your opinion, are the physical facilities (classrooms, workshops, desks, toilet land, playing ground) adequate for your current enrolment?

- i) Yes [ ]
- ii) No [ ]

7. Explain your answer for the above question.

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

<i>Academic Qualification</i>	<i>Male</i>	<i>Female</i>	<i>Total</i>
Certificate Holder			
Diploma Holder			
Any other (specify)			

9. How can you describe the teacher's enthusiasm toward the Free Primary Programme?

- i) Highly enthusiastic [ ]
- ii) Enthusiastic [ ]
- iii) Unhappy [ ]

10. How can you rate their preparedness for the Free Primary Programme?

- i) Highly prepared [ ]
- ii) Prepared [ ]
- iii) Ill prepared [ ]

11. Did your school have a Secretary / Accounts Clerk before the programme?

- i) Yes [ ]
- ii) No [ ]

12. Explain the importance of having or not having the Secretary / Accounts Clerk.

13. List the learning resources provided by the government.
- (i)
  - (ii)
  - (iii)
  - (iv)
  - (v)
14. In your opinion are they enough or should the parents supplement?
15. How much money does the government provide for each pupil?
16. Does the money come in time or is delayed?
17. In your opinion is the present system of Free Primary better or worse than when schools were charging money?
- i) Better [ ]
  - ii) Worse [ ]

Explain your answer.

18. Which of the following problems in order of seriousness mostly affect implementation of Free Primary Programme in your school?
- i) Lack of classrooms [ ]
  - ii) Lack of learning materials and equipments [ ]
  - iii) Lack of seriousness by pupils hence drop-out [ ]
  - iv) Lack of enthusiasm by teachers [ ]
  - v) Delay in disbursement of funds [ ]
  - vi) Conflict amongst school committee members [ ]
  - vii) Lack of guidance from the Area Inspectors [ ]

19. How can you describe the enrolment in your school after the implementation of Free Primary Programme?

- i) Overwhelming [ ]
- ii) High [ ]
- iii) Moderate [ ]

20. Is the enrolment this year the same as last year? Explain your answer.

21. How can you rate the role of the Area Inspectors in relation to the Free Primary Programme through giving guidance and direction?

- i) Very helpful [ ]
- ii) Helpful [ ]
- iii) Indifferent [ ]

22. What are the roles of school committees in regard to administration in your school?

23. Do you think the school committee members are performing their supervisory role effectively according to the in-service training they have obtained?

- i) Yes [ ]
- ii) No [ ]

24. What is the parent's response towards being assigned some roles in meeting their students needs to cover what government is not able provide?

- i) Most willing [ ]
- ii) Willing [ ]

iii) Indifferent [ ]

25. In your opinion what can the government do to improve the implementation of the FPE? Explain your response.

Thank you for your participation.

## APPENDIX - C

### QUESTIONNAIRE FOR SCHOOL INSPECTORS

(Please respond honestly and be assured that your information will be treated with utmost confidence).

Tick where applicable to you.

1. What is your gender?

i) Male [ ]

ii) Female [ ]

2. What is your training status?

i) P1 [ ]

ii) Diploma [ ]

iii) Graduate [ ]

3. How long have you served as a School Inspector?

i) Below 10 years [ ]

ii) Below 20 years [ ]

iii) Below 30 years [ ]

4. Have you undergone any in-service training in regard to inspection of Free Primary Programme?

i) Yes [ ]

ii) No [ ]

5. If your answer in question 4 is *Yes* briefly explain what you learnt.

6. How often do you inspect schools, basically on the implementation of FPE programme?
- i) Weekly [ ]
  - ii) Monthly [ ]
  - iii) Termly [ ]
7. In your opinion do you think the head teachers are following the laid down guidelines on the implementation of FPE especially in managing the finances?
- i) Yes [ ]
  - ii) No [ ]
8. Explain your answer in question (7).
9. In the course of your duties have you ever been in a meeting between head teachers and school committee members?
- i) Yes [ ]
  - ii) No [ ]
10. Indicate your observation on the relationship between the two parties (in question 9 above).
- i) Very cordial [ ]
  - ii) Cordial [ ]
  - iii) Hostile [ ]
11. In the schools you have visited, what in order of seriousness affects most, the implementation of FPE in your zone?

- i) Lack of classrooms [ ]
- ii) Lack of learning materials and equipments [ ]
- iii) Inadequate teachers [ ]
- iv) Lack of seriousness by pupils hence drop-out [ ]
- v) Lack of adequate funding [ ]

12. What setback do you encounter in your role as an inspector that affects your effective monitoring of the FPE programme? Explain your response.

13. In your opinion do you think academic performance will be better or worse with the Free Primary Programme?

- i) Better [ ]
- ii) Worse [ ]

14. How often do head teachers consult you on matters of FPE policy?

- i) Very often [ ]
- ii) Often [ ]
- iii) Rarely [ ]

15. In your opinion what needs to be done to make the implementation of FPE successful?

Thank you for your cooperation.



## APPENDIX -D

### QUESTIONNAIRE FOR TEACHERS

(Please do not write your name or your school. Answer all questions as honestly as possible and be assured that all information will be treated in confidence).

#### Tick appropriately

1. What is your gender?
  - i) Male [ ]
  - ii) Female [ ]
  
2. What is your training status?
  - i) P1 [ ]
  - ii) Diploma [ ]
  - iii) Graduate [ ]
  
3. What is your teaching experience?
  - i) Below 10 years [ ]
  - ii) Below 20 years [ ]
  - iii) Below 30 years [ ]
  
4. What is your position in the school?
  - i) Ordinary teacher [ ]
  - ii) Class teacher [ ]
  - iii) Discipline master [ ]
  
5. How many pupils do you have in your class?
  - i) 50-60 pupils [ ]

- ii) 60-70 pupils [ ]
- iii) Over 70 pupils [ ]
6. How can you describe the enrolment in your class after the implementation of FPE programme?
- i) Overwhelming [ ]
- ii) High [ ]
- iii) Moderate [ ]
7. Compare the enrolment this year (2004) and last year (2003).
- i) Higher [ ]
- ii) Lower [ ]
- iii) Same [ ]
8. Explain your answer in question.
9. How can you rank the availability of facilities (desks, classrooms and learning materials) vis-à-vis the number of students?
- i) Excess [ ]
- ii) Adequate [ ]
- iii) Inadequate [ ]
10. In your opinion, how does FPE compare to the previous system of cost sharing? Explain.

For questions 11, to 15 answer by writing 1, 2, 3, 4 or 5 in the brackets after the question depending on the alternative you have chosen.

Alternatives are

- i) Strongly agree [ ]
- ii) Agree [ ]
- iii) Undecided [ ]
- iv) Disagree [ ]
- v) Strongly disagree [ ]

- 11. **Teachers are not adequately in-serviced** in regard to the implementation of FPE [ ]
- 12. **Adequate learning materials** are available for the implementation of FPE [ ]
- 13. **Physical facilities are adequate** for the present enrolment. [ ]
- 14. **Most teachers are not well motivated** to teach and therefore not enthusiastic about Free Primary Programme. [ ]
- 15. **Most teachers prefer the old system** as compared to the Free Primary Programme. [ ]
- 16. In your opinion, do you think the **school committee is effective** in playing the watchdog role in the implementation of Free Primary Programme?
  - i) Yes [ ]
  - ii) No [ ]

17. Explain your answer above.

18. Do you think the money provided by the government is or not for the FPE programme?

i) Yes [ ]

ii) No [ ]

19. Would you recommend parents to supplement the government efforts of providing FPE?

i) Yes [ ]

ii) No [ ]

20. To make FPE successful the government should do the following:-

Employ more teachers,

Motivate teachers through salary increase,

Add more physical and learning facilities,

Give better guidance through TAC Tutors,

Offer feeding programmes,

Increase allocation per child,

And remit money on time,

**What else should the government do?**

Thank you for your participation.

## APPENDIX - E

### QUESTIONNAIRE FOR SCHOOL COMMITTEES MEMBERS

(Respond as honestly as possible but do not write your name for this information is confidential).

1. State your gender.
  - i) Male [ ]
  - ii) Female [ ]
  
2. What is your academic qualification?
  - i) Form 4 [ ]
  - ii) Form 6 [ ]
  - iii) University graduate [ ]
  
3. Have you been given any training of Free primary Programme in your school?
  - i) Yes [ ]
  - ii) No [ ]
  
4. Explain briefly what is expected of you towards successful implementation of Free Primary Programme?
  
  
  
  
  
  
  
  
  
  
5. How often do you meet as a committee to review the progress of the school in regard to the implementation of school programme?
  - i) Monthly [ ]
  - ii) Termly [ ]
  - iii) Quarterly [ ]

6. What kind of relationship exists between the head teacher and committee members?

i) Very cordial [ ]

ii) Cordial [ ]

iii) Hostile [ ]

7. In your opinion, are the physical facilities in the school adequate to sustain the Free Primary Programme?

i) Yes [ ]

ii) No [ ]

8. Explain above

9. Are the learning resources adequate and are they well managed? Explain.

10. Are the teachers well prepared for the implementation of Free Primary Programme?

i) Yes [ ]

ii) No [ ]

11. Are there sufficient teachers to cater for the large enrolment?

i) Yes [ ]

ii) No [ ]

12. Now that the government is not providing more teachers, do you think parents should pay money to employ teachers?

i) Yes [ ]

ii) No [ ]

13. Explain your answer in question 12.

14. How often does the government disburse the cash for FPE? Comment briefly on the delivery.

i) Twice a year [ ]

ii) Once a year [ ]

iii) Rarely [ ]

15. What major problems does your committee face in implementing the FPE programme? Explain.

16. In your opinion, what needs to be done by parents, other stakeholders, the government in order to improve on the status of Free Primary Programme?

Thank you for participating.

## APPENDIX - F

TABLE FOR DETERMINING A SAMPLE SIZE FROM A GIVEN POPULATION

<u>Population Size</u>	<u>Sample Size</u>
10	10
20	19
30	28
40	35
50	44
60	52
70	59
80	66
90	73
100	80
150	108
200	132
250	162
300	169
400	196
1500	306
2000	322
3000	341
4000	351
5000	357
10,000	370
20,000	377
50,000	381
100,000	384

Source: R.V. Krejcie and D. Morgan, "Determining sample size for research activities", educational and psychological measurements vol. 30 No. 3 1970: 608



## APPENDIX - G

### CURRICULUM SUPPORT - SHORT TERM REQUIREMENTS

ANNEX 2.1		CURRICULUM SUPPORT SHORT TERM REQUIREMENTS				
		NARRATIVE	QUANTITY	UNIT COST KSHS	DURATION	TOTAL COST KSHS.
1	<b>Textbooks</b>	Textbooks for 3,650,000 children at a ratio of one book for 2 pupils per subject for 6 subjects in Upper Primary @ 240/= per book	10,950,000	240	1 Year	2,628,000,000
		Textbooks for 3,650,000 children at a ratio of one book for 3 pupils per subject for 6 subjects in Lower Primary @ 200/= per book	7,300,000	200	1 Year	1,460,000,000
2	<b>Exercise Books</b>	One 200 page exercise book per pupil per subject per term for 3,650,000 pupils (Upper Primary) for 6 subjects	7,300,000	23	6 Months	167,900,000
		One 96 page exercise book per pupil per subject for 6 subject per term for 3,650,000 pupils @ 14/= in Lower Primary	7,300,000	14	6 Months	102,200,000
3	<b>Pencils</b>	1 pencil per child per term for 7,300,000 pupils @ 10/= per pencil	7,300,000	10	1 Year	70,300,000
4	<b>Rubbers</b>	2 rubber per child per term for 7,372,255 pupils @ 10/= per rubber	7,300,000	10	1 Year	70,300,000
5	<b>Pens</b>	1 pen for 3,650,000 pupils @ 50/= per term	3,650,000	50	1 Year	182,467,500
6	<b>Chalk</b>	5 boxers per class per year for 196,935 classes	196,935	100	1 Year	98,467,500
7	<b>Teachers Guides</b>	1 teachers' Guide per class per subject for 8 subjects in 196,935 classes @ 230/= per guide.	196,935	230	1 Year	45,295,050

## APPENDIX - H

### CURRICULUM SUPPORT - MEDIUM TERM REQUIREMENTS

ANNEX 2.2. CURRICULUM SUPPORT		MEDIUM TERM REQUIREMENTS				
1	<b>World Maps</b>	One map per school in 17,754 schools @ 1,650 per map	17,754	1,650	1 Year	29,294,100
2	<b>Map of Africa</b>	One map per school in 17,754 schools @ 1,650 per map	17,754	1,650	1 Year	29,294,100
3	<b>Globe</b>	One globe per school in 17,754 schools @ 1,650 per map	17,754	1,650	1 Year	29,294,100
4	<b>English Dictionaries</b>	One dictionary for 6 pupils (1.6) for std 6-8 (460,766 dictionanes) @ 500/= per dictionary	460,766	500	1 Year	230,383,000
	<b>Supplementary Readers</b>	One per child for both English and Kiswahili @ 150/= each for 7,300,000 pupils	14,600,000	300	1 Year	2,190,000,000
5	<b>Kamusi</b>	One Kamusi for 6 pupils (1.6) for std 6-8 (460,768 kamusis) @ 500/= per kamusi	460,768	500	1 Year	230,383,000
6	<b>Atlases</b>	One Atlas for 6 pupils for std 6-8	460,768	500	1 Year	230,383,000
7	<b>Footballs</b>	One ball per school for 17,754 schools @ 800/= per ball	17,754	800	1 Year	14,203,200
8	<b>Netballs</b>	One ball per school for 17,754 schools @ 800/= per ball	17,754	800	1 Year	14,203,200
9	<b>Volleyballs</b>	One ball per school for 17,754 schools @ 800/= per ball	17,754	800	1 Year	14,203,200
10	<b>Nets</b>	3 nets per school for 17,754 schools @ 1000/= per ball	17,754	1,000	1 Year	53,262,000
		<b>TOTAL</b>				<b>3,064,902,900</b>
		<b>TOTAL</b>				<b>8,627,148,725</b>