

**MANAGEMENT PROBLEMS HINDERING EFFECTIVE
IMPLEMENTATION OF FREE PRIMARY
EDUCATION IN ABOGETA DIVISION
MERU CENTRAL DISTRICT**

BY

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**A RESEARCH PROJECT SUBMITTED IN PARTIAL
FULFILLMENT FOR THE DEGREE OF MASTER
OF EDUCATION IN EDUCATIONAL
ADMINISTRATION AND PLANNING**

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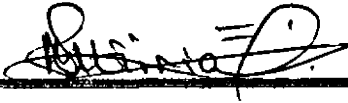
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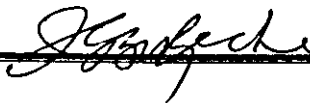
Declaration

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



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This research project has been submitted for examination with my approval as University Supervisor.



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Abstract

The purpose of this study was to identify the management problems hindering effective implementation of F.P.E at the schools level in Abogeta division of Meru Central District. The study sought to determine whether the primary schools head-teachers and the school management committee have the required knowledge and skills to effectively manage free primary Education. The study also sought to establish whether there is enough manpower required to carry out various duties in implementing F.P.E such as teaching, inspecting and auditing and the availability of equipment required. In order to fulfill the purpose of the study, the following research objectives were formulated:-

- a) To find out the management and administrative skills held by Primary school head teachers and school management Committee members in Abogeta Division of Meru Central District.
- b) To establish the number of teachers, inspectors and auditors in relation to the number of pupils and the schools.
- c) To investigate how well the teachers and other education officers are motivated to make free primary Education a success.
- d) To establish whether Primary School managers have attended any in-service training on management of both human and financial resources.
- e) To compare the academic qualification or level of the primary school committee members and the role they are supposed to play as managers of these institutions.

The purpose the study was stated, five objectives outlines and four research questions generated for the study. The central significance of the study was viewed as that of making sure that the people entrusted with managing resources in providing F.P.E are well equipped in terms of skills, knowledge and the number. Through the Ministry of education, the government will put in place the required personnel in terms of quality and quantity in future to manage the F.P.E.

The study basically assumed that head-teachers and school committee members who are managers of the F.P.E require constant in-servicing to be effective managers. It was also assumed that there is general lack of equipment required for the F.P.E to be fully effective. The research questions sought answers on whether head teachers have the required administrative skills and also whether the school's committee members have the required management skills. They also sought answers on whether there is the required manpower to handle F.P.E. The review of literature focused on the need to have knowledgeable managers with required skills. Also focused on the need of having enough personnel who are well equipped and well motivated. Quality and control through inspection was well focused and the need of having funds in time in schools. The research design adopted in the study was descriptive survey confined to head teachers, committee chairpersons and the area A.E.O in Abogeta Division of Meru Central District. The study involved a target population of 41 head-teachers, 41 committee chairpersons, and 1 area Education Officer. 4 head teachers and 4 committee chairpersons were randomly sampled for the pilot study and the Area A.E.O. The remaining 37 head teachers and 37 committee chairpersons were used for the main study. Financial management, experience and availability of resources both human and financial were identified as the key areas of concern.

Questionnaires were distributed and a return rate of 86% for the head-teacher and 83% for the chairperson were collected. Data analysis was done which revealed that head-teachers and school management committee require further training in school management and administration. It was also established that the area has shortage of inspectors and teachers are not evenly distributed. Workers are not motivated in any way.

Thus for effective implementation of F.P.E. managers and administration with required skills and knowledge are required. This can be achieved through regular inservicing of managers. The area also require enough and well distributed manpower who must be well motivated to effectively carry out their duties, various stakeholders should hold regular seminars to discuss various problems experienced by the managers. This is because various stakeholders especially parents have failed in their role in making F.P.E. success.

In the light of the response from the respondents and in views of the research findings the following recommendations are necessary:-

Training and seminars for the school management committees should be regular and continuous at zonal and divisional level where local languages or Kiswahili will be used in training.

Kenya Education Staff Institute (KESI) should enhance their management training to district levels and have material written in Kiswahili and personnel who can teach in Kiswahili to cater for the group which cannot understand English.

Where possible, the lowest academic qualification for a school committee member should be form 4 level and gender composition should be 50% male and 50% female.

Government and private colleges should be encouraged to start educational administration courses at all levels, that is, certificate, diploma and degree to train school administration and managers.

The serving headteachers should be given in-service courses a week or two every holiday on school administration, given certificates and their grades improved after completion.

Allowances for the headteachers such as responsibility allowance, night out and other expenses incurred as heads should be increased. Headteachers should be in a job group above the teachers.

Headteachers and their deputies should have a less teaching load and in large school with more than 600 pupils, there should be two deputy heads.

The government should employ accounts clerks to be dealing with finances and general book keeping in primary school. There can be an accounts clerk serving 3-5 schools depending on the number of pupils.

Kenya schools equipments scheme can be revived and have a center in every district where heads of schools will be picking their learning and teaching materials. This will reduce the work load for headteachers and also save government money as materials will be purchased direct from manufactures.

Atleast a vehicle or a motor cycle should be made available at every division education office, Telephone services, computers, a secretary and a messenger.

This will enhance inspection and general supervision of schools.

Schools should be encouraged to start income generating projects to supplement the government funding. This money can be used to improve the physical facilities and motivate teachers, other workers and pupils.

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Dedication

This research project is dedicated to my wife Lucy Kagendo and our sons Eric Bundi and Kenneth Mutwiri for their patience, comfort, prayers and encouragement throughout my study towards this degree.

LIST OF ABBREVIATIONS

A.C.I.S.	Assistant Chief Inspectorate of Schools.
A.E.O.	Area Education Officer.
A.T.S. 4	Approved Teacher Stage Four.
C.E.C.	City Education Committee.
C.H.E.	Commission for Higher Education.
D.C.I.S.	Deputy Chief Inspector of Schools.
D.D.I.S. (P)	Deputy District Inspector of Schools – Primary.
D.D.I.S. (S)	Deputy District Inspector of Schools – Secondary.
D.E.B.	District Education Board.
D.E.O.	District Education Officer.
D.F.I.D.	Department for International Development.
D.I.S.	District Inspector of Schools.
D.P.I.S. (p)	Deputy Provincial Inspector of Schools – Primary.
D.P.I.S. (s)	Deputy Provincial Inspector of Schools – Secondary.
E.F.A.	Education for All.
Edu.	Education
F.P.E.	Free Primary Education.
G.O.K.	Government of Kenya.
H.E.L.B.	Higher Education Loans Board.

I.S.	Inspector of Schools
J.K.F.	Jomo Kenyatta Foundation.
K.E.S.I.	Kenya Education Staff Institute.
K.I.E.	Kenya Institute of Education.
K.L.B.	Kenya Literature Bureau.
K.N.E.C.	Kenya National Examinations Council
K.N.U.T.	Kenya National Union of Teachers.
K.P.A.	Kenya Parents Association.
M.E.C.	Municipal Education Committee.
M.O.E.S.T.	Ministry of Education, Science and Technology.
N.A.R.C.	National Rainbow Coalition.
N.G.O.	Non-Governmental Organization
P.E.D.	Provincial Education Board.
P.I.S.	Provincial Inspector of Schools.
P1.	Primary Teacher One.
PRISM.	Primary School Management.
Q.A.&S.	Quality Assurance and Standard
S.A.P.	Structural Adjustment Programme.
S.D.D.Q.A.S.	Senior Deputy Director Quality Assurance and Standards
S.D.P.	School Development Plan.

S.I.S.	Senior Inspector of Schools.
S1.	Secondary Teacher One.
T.S.C.	Teachers Service Commission.
TIQET.	Totally Integrated Quality Education and Training.
U.K.	United Kingdom
U.P.E.	Universal Primary Education.
UNICEF	United Nations Children's Fund.
WCOTP	World Confederation of Organization of Teaching Profession.
Z.I.S.	Zonal Inspector of Schools.

CHAPTER ONE

INTRODUCTION

Background of The Study

The initial conception of the idea of Free Primary Education (FPE) in Africa can be traced from a conference held in Addis Ababa Ethiopia in 1961. African Education Ministers held the first conference under the auspices of UNESCO to chart out plans for development of education for their countries, which were just coming out of years of colonial rule. The key resolution at this auspicious gathering where Kenya was represented by Mr. Daniel Arap Moi was that all African countries would strive to provide universal primary education (UPE) by 1980.

As a reaction to Addis Ababa conference one of the major goals of the Kenya government development strategy was the attainment of Universal Primary Education. This was first articulated in the Sessional Paper Number 10 of 1965 on African socialism in which the government committed itself to eradicating ignorance, poverty and diseases. In its development plan 1966 - 1970 the Kenya African National Union (KANU) government declared its ultimate aim to the universal primary education with requisite ability. But even after this, KANU government was not able to implement that pledge. The first attempt towards providing UPE was in December 1973 when the founding president Jomo Kenyatta declared free education programme to start in January of 1974 but only for standards one to four (1 - 4).

The need for a free and universal education was also stressed in 1977 during an assembly of World Confederation of Organization of Teaching Profession (WCOTP) focusing on compulsory education. The assembly declared that:-

The youth of the world has an inherent right to participate in a free education system. Universal education should be made available for all children and the wealth of the world be harnessed to enable the nations to provide free and compulsory education (WCOTP's Assembly; 1977:1).

It was only after President Moi came to power in 1978 that the Kenya African National Union (KANU) government extended the free primary education to standard seven to cover primary education. Following the abolition of fees, access to primary education increased and gross enrolment soared to over 100% in 1989.

Table 1 shows a progressive increase in primary school enrolment rising from 891,533 in 1963 to 4,624,278 in 1986. The sharp rise in 1974 and 1979 reflects the abolition of school fees.

Table 1: Growth of primary education 1963 - 1986

Year	No. of schools	No. of pupils	No. of teachers
1963	6,058	891,533	22,772
1964	5,150	1,014,971	27,828
1965	5,078	1,010,889	30,592
1966	5,696	1,043,416	33,522
1967	5,959	1,133,179	35,672
1968	6,135	1,209,680	37,923
1969	6,111	1,282,297	38,312
1970	6,123	1,427,589	41,479
1971	6,372	1,525,498	49,396
1973	6,657	1,675,919	53,536
1973	6,932	1,816,017	56,543
1974	7,668	2,705,878	78,340
1975	8,161	2,881,155	86,107
1976	8,544	2,894,617	89,074
1977	8,896	2,971,239	89,764
1978	9,242	2,994,991	92,046
1979	9,622	3,698,246	92,762
1980	10,268	3,931,500	102,489
1986	12,943	4,624,278	139,326

Source: *Education in Kenya since Independence - By Eshiwani 1993 p46*

For a while Kenyan children enjoyed free primary education until late 1980s when high enrolments were grossly affected by the cost-sharing policy introduced as part of the Structural adjustments programme (SAP). This came about through demographic pressure and other policy studies like educational costing and financing in developing countries, focus on sub-Saharan Africa and controlling the costs of education in Eastern Africa, all sponsored by the World Bank in 1984.

The above studies recommended cost-sharing as an alternative that would ease the burden on financing of primary education for the African governments. It became a wise decision for the Kenyan government to adjust its budget to education in order to cater for other sectors. This switch to cost sharing was in line with the World Bank and UNICEF recommendations that people should pay for services they receive from their government.

In the 1986 Sessional Paper No. 1 the Kenya government introduced a policy on 'participant and support' that is cost-sharing. It proposed to increase the participant support especially for services rendered. The emphasis here was that on education, parents were now to be encouraged to help in meeting the cost of educating their children (Kenya Government Ministry of Education, 1986).

In the Kenya government Sessional Paper No. 6 of 1988, the responsibility of the provision and maintenance of physical facilities and equipment were therefore firmly placed on parents' shoulders (Government of Kenya Ministry of Education, 1988).

Paragraph 97 of Sessional Paper No. 6 of 1988 stresses that in addition to the capital

development expenditure that is to be met by the parents, text books and supplementary readers, stationery and consumable items for practical subjects was to be met by parents. (Government of Kenya Ministry of Education, 1988).

This gave schools a chance to exploit parents. They started charging all sorts of fees, ranging from activity to extra-tuition fees as well as charges for the teachers' break time tea. Consequently, sending a child to school became a parent's greatest nightmare in an era of economic difficulties and job losses for children especially from economically marginalized groups from accessing primary education.

The world declaration on education for all (JOMTIEN, 1990) to which Kenya is a signatory reaffirmed the government's commitment to the realization of UPE. The world summit for children (1990) committed nations to the achievement of education for all (EFA) by year 2015. After Jomtien the Kenyan government set up mechanisms and a framework for realizing EFA goals. Through the preparation of the country assessment report in 1999 the government set the year 2005 as target date for the attainment of universal primary education. The UPE goal was provided with a further impetus. When in 2001, Parliament enacted the Children's Act which recognized education as a basic right to all children. The Act reaffirms that it is the responsibility of the parents and the government to provide education to the child.

It is as a result of the above that the National Rainbow Coalition (NARC) party made the pledge of providing free and compulsory primary education is elected on its campaign trail late 2002.

January 6^m 2003 was the day the NARC government started the free primary education. An estimated 3.3 million children out of school were expected back. Primary school enrolment dropped from 95 percent in 1990 to 78 percent in 2001. In this programme the government committed itself to providing the core teaching and learning inputs namely textbooks, chalks, dusters, desks, teacher's guide, and other learning aids. The parents and community on their part are expected to contribute money and other resources to construct building where necessary and also provide their children with uniforms, food and transport to schools.

Economic Survey (2004) reflects a massive influx in enrolment. The total enrolment in primary schools rose by 17.6 percent from 6,131.0 thousand in 2002 to 7,208.1 thousand in 2003. Table 2 presents primary school enrolment by standard/ class for the period 1999 - 2003.

Table 2: Primary school enrolment by standard/ class 1999 - 2003 ('000')

Class	1999	2000	2001	2002	2003
Standard 1	986.9	992.6	961.1	969	1,257.6
Standard 2	897.1	938.8	894.6	660.3	1,017.5
Standard 3	853.7	846.9	848	821.7	948.5
Standard 4	822.1	824.9	801.7	818.1	937.1
Standard 5	726.6	716.4	748.2	749.3	851.5
Standard 6	670.8	658.2	676.6	699.6	807.2
Standard 7	6332.3	636.5	643.2	671.7	790.7
Standard 8	474.6	563.4	508.3	541.4	580.1
Total	6,064.1	6,078.0	6,081.9	6,131.0	7,208.1

Source: *Economic Survey 2004 p34.*

Like any other programme, free primary education is facing a number of challenges. One of the greatest challenges in implementing FPE was the preparedness of teachers and school managers to cope with large number of children and the finances involved. There is general lack of enough and skilled primary school managers and administrators. To ensure that pupils get quality education proper management of institutions via the Parents Teachers Association and school boards must be stressed.

Unless good management of resources is explained, the vision of world declaration on education signed in 1990 in Jomtien Thailand will never be realized.

Statement of the problem

Educational management is the process of designing, developing and affecting educational objectives and resources so as to achieve the predetermined educational goals (Okumbe, 1999). Thus, this study was aimed at finding out the problems encountered by school managers and administrators (headteachers, school committee, teachers, inspectors and auditors) of primary schools in Abogeta Division of Meru Central District. The head teachers, the deputy head teachers and teachers are charged with the responsibility of running schools by addressing themselves to the major administrative tasks. These are: -

- Curriculum and instructional task.
- Staff personnel management
- Pupils personnel management
- School plant management
- Finance and business management
- School community relation

Management of education is affected by prevailing problems, practices and philosophies of public administration. The problems include political interference in

decision making, inefficient bureaucratic procedures, absence of a merit system, low civil service salaries and high turn over of staff. Despite efforts to cope with these demands, the development of national managerial, administrative and analytic capacities lags behind the growth in size and complexity of the educational enterprise. Many programmes of educational development suffer because of poor management.

The research intended to investigate ability of primary school head teachers and the school committee members to man the present free primary education (FPE). Also the study was intended to investigate whether teachers, inspectors and auditors are enough and if they have the required resources to carry out their task. There has been an outcry by various stakeholders such as KNUT and parents about lack of enough teachers in primary schools. According to the secretary general of Kenya Parents Association (KPA) there is a likelihood that some of the school management committees and headteachers would mess up with the funds then receive as then were not used handling such large amounts (Otemo, East African Standard 21st May 2003; .19 col 4 - 5).

Unlike other ministries where they train their managers and administrators at the Kenya Institute of Administration, very little is done by the Ministry of Education to equip their managers and administrators especially at primary school level. Head teachers are appointed from experienced classroom teachers who had excelled in their teaching subjects. The assumption here is that a good classroom teacher would

automatically be transformed in an effective administrator, which is not always the case. Although Kenya education staff institute (KESI) has been established it has not been able to reach many areas especially primary school management.

Between 1969 and 2000 the Ministry of Education and the Department for International Development (DFID) of United Kingdom (UK) administered primary school management (PRISM) courses. The research targeted heads of primary schools where they were offered short courses on curriculum and management of school development. Nothing was done about financial management which is one of the biggest task of head teachers and school committee members in the FPE.

Purpose of the study

The study aimed at finding out management skills held by primary school committee members and school administrators in manning free primary education. In so doing it was established the extent to which people entrusted with manning Free Primary Education has the ability to handle both human and financial resources.

The study also examined the availability of required manpower to effectively handle the large number of children in primary schools. That is the teaching force, school inspectors and auditors needed for the FPE to succeed and find out how well these people are motivated.

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The study also accessed the availability of resource material and equipment to be used by teachers, inspectors and auditors in delivering their services, this includes bicycles, or other means of transport and allowances. Abogeta division being a tea growing area is hilly and with poor road network. These problems are not checked and act as hindrances to the realization of the government's objective of 8 years of universal education.

Objectives of the study

The study was carried out with the following objectives in mind:-

- (a) To find out the management and administrative skills held by primary school head teachers and school committee members in Abogeta division of Meru Central District.
- (b) To establish the number of teachers, inspectors and auditors in relation to the number of pupils in school.
- (c) To investigate how well the teachers and other education officers are motivated to make free primary education a success.
- (d) To establish whether primary managers have attended any in-service training on management of both human and financial resources.
- (e) To compare the academic qualification of the primary school committee members and the role they are supposed to play as managers of these institutions.

Research Questions

The research sought to answer the following questions concerning management and administrative tasks in implementing free primary education:-

1. What administrative skills and problems do the primary school headteachers have to efficiently and effectively man F.P.E?
2. What managerial skills do the school committee members have to effectively carry out their managerial duties?
3. Do the F.P.E. sector have enough and well distributed manpower?
4. How well are the officers required to handle free primary education equipped and motivated?

Significance of the study

The fiscal administration and management of primary school at school level is one of the important task that should be carried out efficiently and effectively. The important of this study was to find out the management and administrative hindrances in implementation of quality and effective free primary education in Abogeta division of Meru central district. Having in mind that a lot of resources both human and financial is being employed. In this sector, it is important to carry out a study to determine how well the people entrusted with these resourced equipped in terms of skills, knowledge and the numbers.

This will help the government through the Ministry of Education to put in place the required personnel in terms of quantity and quality to man FPE sector. Also the

general feeling by public that FPE is not efficiently handled will be catered by this study after the possible recommendations have been effected by the authority concerned. Furthermore, the study will encourage and motivate primary school headteachers and committee members to have further interest in acquiring more knowledge to better their managerial skills.

Limitations of the study

Since the study focused mainly the headteachers and school management committee chairpersons, reporting in their performance objectively limited the study. A good number of chairpersons did not respond to questions dealing with level of academic qualification. So it seems that even those who responded might have given incorrect answers. Some headteachers also skipped questions dealing with academic qualification and their age.

The data obtained in the A.E.O's office on staffing differed with what the headteachers gave on this staffing.

Delimitations of the Study

The research study was conducted in Abogeta Division of Meru Central District in all public schools. The study was only concerned with management and administrative problems in implementing FPE. Thus the study only targeted heads

of public primary schools, their committee chairpersons and the area education office.

Definition of significant terms

The following terms featured in this study, thus the context in which they are used is explained below.

Administration - Refers to acquiring, allocating and co-ordination of the effects of all the people in an organization towards the achievement of common goal.

Auditors - Refers to the investigation of the financial records of an educational organization in order to ascertain the objectivity and accuracy of the financial statement.

Educational Management - Refers to the application of management theory and practice to educational institution.

Free Primary Education - Refers to the capacity within a network of primary schools to provide space for all school age children irrespective of their economic, political and social background.

Headteacher - Refers to administrative head of a school who perform executive duties.

Hindrance - Refers to obstacles or problem which might prevent effectiveness of a certain activity.

Inspection - Refers to a fact finding activity for a quality assurance and control

Management - Refers to the process of activity and integrating the capacities of an organization to attain optimum results.

Motivation - Refers to processes both instinctive and rational which people seek to satisfy their basic drives, perceived needs and personal goals which trigger human behaviour.

Skills - Refers to the understanding and abilities possessed by the job applicant or holder.

School committee members -Refers to personnel appointed by the local authority in prescribed number and manner to serve as managers of primary schools.

Organization of the study

The study was organized into five chapters. Chapter one, that is introduction comprised of background of the study, statement of the problem, purpose of the study, objectives of the study, research questions, significance of the study, limitations of the study, delimitations of the study, basic assumptions of the study and finally definition and significant terms.

Chapter two contained the literature review which comprised the introduction and areas under which the literature was reviewed. These are, primary school management and administration, staffing, inspection, auditing review of related studies and conclusion.

Chapter three is research methodology. It is presented under the following sub-headings: introduction, research design, target population, sample and sampling techniques, research instruments, instrument validity, instrument reliability, data collection procedures and data analysis and presentation.

Chapter four consists of data analysis and a presentation of the findings, while chapter five is a summary of the findings, conclusion and recommendations.

CHAPTER TWO

LITERATURE REVIEW.

Introduction

Literature related to this research will be reviewed under the following areas: -

- (a) Primary School Management and Administration.
- (b) Staffing in primary schools.
- (c) Inspection of schools.
- (d) Auditing in education institutions.
- (e) Review of related studies in Kenya.

Primary School Management and Administration

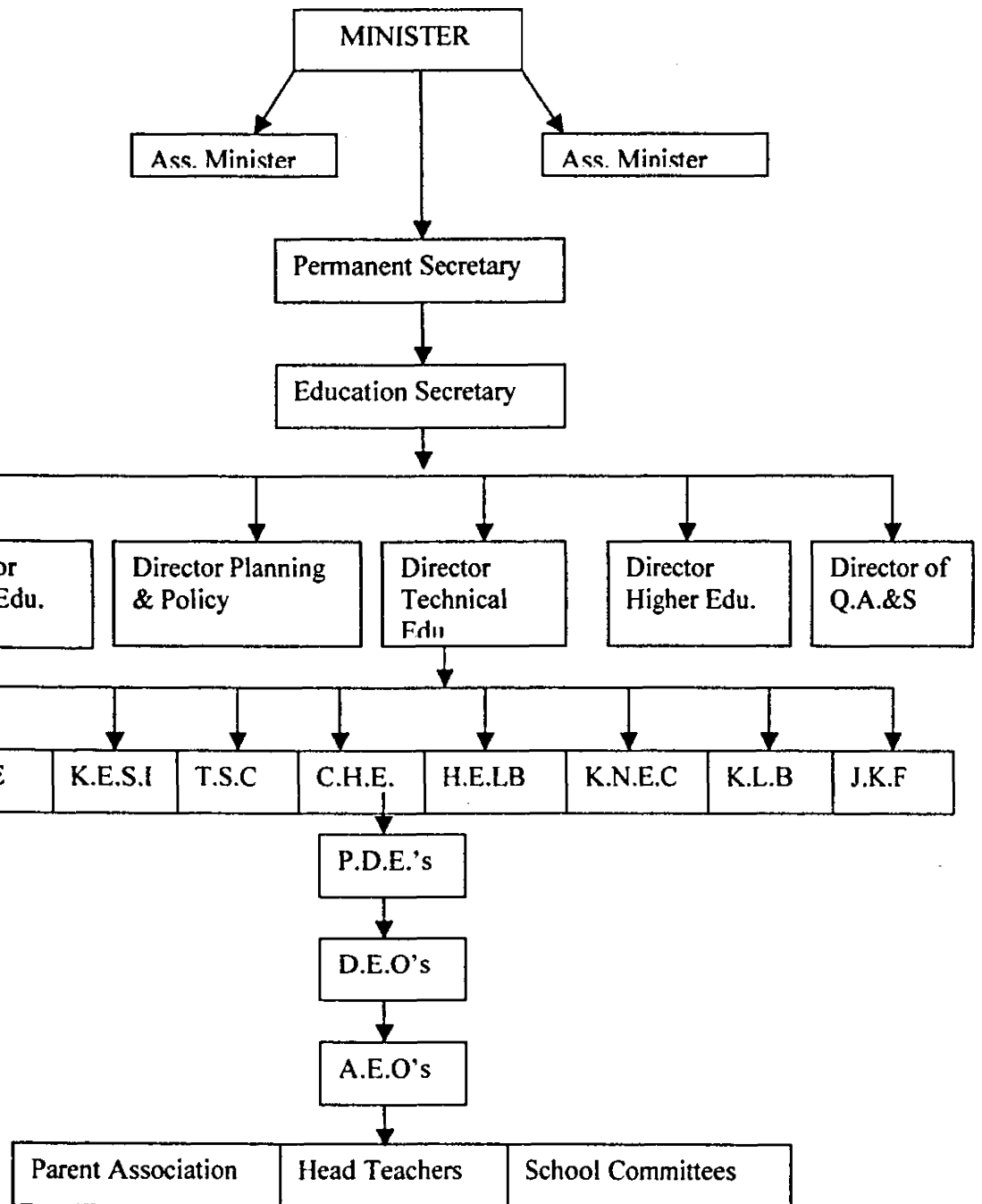
The Primary Education Department of the Ministry of Education caters for the largest number of pupils in Kenya's educational system. To manage this massive number will require management skills, appropriate organization and adequate human and material resources. Olembo, Wanga and Karagu (1992).

The Ministry of Education Science and Technology (MOEST) is responsible for the provision of administrative and Professional services in education at the National, provincial and District level. The Minister for Education provides political leadership, while the permanent secretary is the Accounting Officer and overall administrative head, and the Director of Education is responsible for all professional

atters in education. In the field there are Provincial Directors of Education, Districts and Municipal Education Officers in charge of administration and supervision of Education in their respective provinces, Districts and Municipalities. The National Education Advisory Board, Provincial and Districts Education Boards have also been established through Legal Notice Nos. 16 and 17 of 1996 respectively, while the latter is provided for in the Education Act Cap 211. Education institutions are managed by Governing Council Boards of Governors, School Committees, and administered by their respective institutions heads.

Figure i shows the Kenya Ministry of Education Organization Structure from the National Level down to the School Level

Figure i
KENYA MINISTRY OF EDUCATION ORGANIZATIONAL STRUCTURE



Source: Ministry of Education Headquarters October 2004.

The management of Primary Schools at the local Level is organized in such a way that authority from the headquarters in Nairobi is delegated to Provincial, District and Divisional Education Officers. Headteachers, School Committees and Parents' Association have organizational functions in the management of primary education at individual school levels.

The Education Act Cap 211 section 9 (1) and (2) states that: -

- (a) " For every Primary school maintained and managed by the local authority, there shall be a school committee, established by the local authority to advise the local authority on matters relating to the management of the school" and that.
- (b) The members of a school committee shall be appointed by the local authority in the prescribed number and manner and the members of the committee shall include persons to represent the local authority, the community served by the school and where a sponsor to the school has been appointed under section 8, the sponsor.

Primary school committees are therefore a legal requirement within the provision of the legal Notice No. 190 of 1978 – Education (School Committee) regulating within the framework of education Act Cap 211 of the Laws of Kenya. According to this act every school committee established by a local authority (CEC/DEB/MEC) for a

primary school under section 9 (1) of the Education Act shall consist of the following members: -

- (a) 8 persons elected by parents whose children are at the school to represent each standard (Std 1 to viii).
- (b) 3 persons nominated by the sponsor of the school (religious organization, patron) or appointed by District, Municipal or City Education Board where there is no sponsor.
- (c) 2 persons appointed by the District, Municipal or City Education Board to represent special interests. These must not be politicians.
- (d) 2 or 3 Ex-Official members preferably the headteacher or secretary and a representative of District, Municipal or City Education Officer, Sitting Councillor and Member of Parliament, Serving Local Chief or Assistant Chief.
- (e) Affirmative Action for Gender balance requires that at least 50% of the school Committee members be woman.
- (f) Headteacher an ex-official and secretary to the committee.

According to the Handbook for School Committee and Board of Governors (MOEST 2000), when electing and appointing school committee members, the school is likely to benefit when: -

- Men and Women with something positive to contribute to the school are identified. This quality may come from their personality, experience or contacts.
- Men and Women who have been successful in their vocations and have reputation for integrity, honesty and other aspects of moral character in handling public affairs.
- Men and women who are ready to offer free service.

The functions of the school committee are spelt out in the education Act Cap211 orders under section 9 and 37 under the legal Notice 190/1978 Article 8) as follows:-

- (a) To advise the Chairman and Secretary of the PEB/CEC/DEB or MEC on matters affecting the general development of the school and the welfare of the pupils.
- (b) To collect and account for the funds accruing to the school approved by the PEB/DEB or the MEC.
- (c) To maintain reasonable religious traditions in respect of the sponsored school.
- (d) To advise the Chairman and the Secretary of the PEB/DEB or MEC on staffing needs of the school.

(e) To provide building including houses and furniture from funds made available.

The Kamunge Report (Republic of Kenya 1988) recommended that school committees should establish sub-committees, to guide and support heads of schools in the management of such schools. The Report also recommended that membership of such committees be persons of integrity, who have dedication and commitment to matters of Education.

Davies and Ellizon (1994) suggest that, effective headteachers and others who manage the schools will need new skills. According to them most of today's headteachers have received a lot of professional development in areas of the curriculum and expected that the role of a headteacher would be that of the curriculum leader. Since the introduction of F.P.E there has been a realization of the changing nature of a more administrative role, dealing with financial returns, contracts for ground maintenance, procurement and so on. So there must be a change of schools are to make the best use of inadequate resources to prepare pupils for the future by offering to them quality education.

World Bank Education Sector Policy Paper (1980) recommended that, "The success of the Ministry of Education producing the right kind of knowledge and skills largely depends on the quality of their management. The need for well-trained school principals is urgent. This is because administration involves the basic tasks associated with handling payrolls, accounting and inventories, distributing teaching

materials, maintaining buildings and in implementing educational decisions. Also the distribution of responsibilities for decision-making clearly determines the effectiveness of management. The Government has devoted to quantitative expansion and too little on quality. From the research 1980 World Bank, local management of schools usually are of a lower quality than management at the national level. Rural areas suffer the most from inadequate national personnel at the central and local levels need training in management.

Loech Report (Republic of Kenya 1999) established that there was enormous political interference in the appointment of head teachers and education officers and that in most cases, experience, academic and professional qualifications for the job do not count. Yet, heads of institutions are central to the successful management of educational institutions and implementation of the total curriculum. The commission was informed that such appointments are usually made from serving teacher's most of whom have had no prior training in institutional management. Such lack of training, it was submitted, adversely affects effective management of educational institutions and the maintenance of quality and high standards of education and training. Thus the commission observed that head-teachers must be persons with appropriate academic and professional qualifications, experience, ability, competence, integrity and initiative. They must also have undergone courses on institutional and financial management. In view of these observations, the commission recommended that: -

the appointment of headteachers and other managers be based on institutional management training and on proven competence and possession of appropriate qualifications and relevant experience. It also recommended in-service training programmes be provided regularly to managers and administrators, teachers and curriculum implementators.

Accordingly senior staff with whole school management responsibilities within the primary sector are facing the challenge and responsibilities for the management and development of their schools as self managing organizations. Among the areas where headteachers and the whole school management committee are finding a lot of challenges are: -

- (i) Financial management in Primary schools.
- (ii) Planning and Decision-making.
- (iii) Motivation of teachers and other workers.

Financial Management in primary schools

The implementation of free primary education has resulted in increased enrolment in primary school from about 5.9 million pupils at the end of 2002 to 7.2 million in 2003 (Newsletter of the public sector reforms September 2003-issue No.2). As a result of the rapid expansion in the Education sector due to F.P.E there is increased

pressure on the Government budget. To ensure smooth implementation of the programme, the government supported by development partners had to avail huge amount of money. F.P.E idea was indeed a welcome relief to the parent. And no wonder that the idea also went down very well with the donors. It was encouraging that the World Bank had to avail a grant of Ksh. 3.9 billion towards F.P.E, British government gave Ksh. 1.6 billion for the project with the Treasury on its part availing Ksh. 2.8 billion to kick-start it (Kenya Times 6th April 2003 P. 6 col 1). United Nations Children Fund (UNICEF) gave 192.5million to benefit 450,000 girls and boys in Std 1-3. It would also provide learning and teaching materials in eight districts including Nairobi (East Africa Standards 16 Jan 2003). In April 2003 the Ministry through the Minister of education disbursed 3 billion. Each pupil was allocated Ksh. 633. Ksh.498 to be spent on the instructional materials while Ksh. 135 to be spent on other operation costs at the school.

The task force on implementation of free primary education (February 2003) came up with a figure showing financial implication for the implementation of F.P.E. it categorized this financial implication as immediate (up to June 2003) and medium term (years 2003 / 2004).

Table 3 Free Primary Education Financial Estimates

Area	In Kshs up to June	In Kshs. FY 2003/2004
Curriculum	5,483,471,825	5,219,394,900
Special needs Ed. curriculum	413,989,372	413,989,372
Physical Facilities	5,000,000	2,998,988,500
Need of Disadvantaged groups	1,249,489,750	149,489,750
Media Desk	2,542,000	1,093,000
In-Service Training	500,000,000	1,500,000,000
Inspectorate Vehicle/ M. cycles	256,500,000	256,000,000
Total	7,910,992,947	10,538,955,522

Source: Report of the task force on free primary Education 2003 p xii

The task force stressed that mobilization of finances and other resources will be done through GOK, universal primary education support fund, NGOs/ communities and well wishers. It recommended that: -

- The smooth and effective implementation of F.P.E requires a comprehensive policy framework. Such framework need to encourage and accelerate decentralization in the management of primary education, with clear

delineation of responsibilities between the MOEST, Parents, Communities, Religious Organization, Local Authorities and Civil Society.

When disbursing Kshs. 28,000 for each primary school in Kenya the Education Minister Prof. Saitoti said that adequate mechanism for effective management of the funds was necessary. He warned headteacher who will be found mismanaging the funds. He said that the only way to show our appreciation and maintain goodwill by the donors is to ensure that these funds are utilized accountably and transparently. He also said that the government would increase the allocation per child from Kshs. 633 to Kshs 1020 annually.

In the Kenya Times 6th April 2003 p4 the Kenya Association of Parents through their Secretary General commented that. "While we laud the efforts of the minister and his team in the way they have been able to handle F.P.E, we equally would not wish to keep quiet when it is feared that its implementation could be threatened by management loopholes. It is argued that disbursing the money through the schools' account, more so in the hands of the school heads and committees is risky and should be reconsidered. The issue of misappropriation of school funds is not new and is largely attributed to the pathetic state of our schools particularly in the rural areas". This is where we have headteachers and school committees who have no skills and knowledge as far as managing organization is concern. Better resource management and honest application of public funds is needed.

Each Report (Republic of Kenya 1999) says that, in the past there has been complain from parents of mismanagement of school funds and very few corrupt or pt headteachers are never disciplined. The result is that most of the finances raised m parents do not in the final analysis improve the quality of the learners. The each Report established that many secondary school students end up rioting for receiving sub-standard services brought about by mismanagement of their parents money. The whole issue of poor financial management in educational institutions s also contributed to increased cost and poor returns (value) for amount spent. It is ly in education institutes where huge amounts of money are managed by people th no financial experience. Many headteachers themselves have no idea of the ost elementary sound financial practices. The same managers have no skills in oject management and yet in many instances they are charged with planning and mplementing expensive projects, which often fail to be completed due to poor pervention and misappropriation of funds. The commission recommended that, eadteachers be properly prepared and equipped with necessary institutional and nancial managerial skills to enable them manage schools more effectively and ficiently. The Ministry should strengthen the monitoring and supervision of the anagement of funds in schools through measures such as annual audit and mpromptu audit inspection exercise to ensure efficiency and cost effectiveness in e use of resources.

Daily Nation May 27th 2004 p 60, Assistance Minister of Education Mrs. Mugo stated that there were a few cases of misappropriation of free education funds. She said that not all schools have done well in the management of the funds, but noted that majority did. She warned headteachers who diverted the money to other projects could be interdicted while others would face disciplinary action through Teachers Service Commission before they were punished.

Since the start of the F.P.E more than 100 headteachers have been interdicted or surcharged for ethical and financial abuses in a new effort to stop corruption in schools. Thirty-four of them were demoted and surcharged for mismanagement of free schooling funds last year", said Education Minister George Saitoti (Daily Nation June 9 2004 p 4). Nine are from Central, another nine from Rift valley, seven from Eastern, Coast and Western three each, Nairobi two and Nyanza one.

Prof. Saitoti said other seven had been surcharged for ordering and paying for textbooks without following government guidelines. This is clear evidence that the headteacher and their committee members lack procure knowledge and procedures. In the editorial of the Daily Nation Monday 7th June 2004 p 8, the Kenya booksellers and stationers association revealed that the Ministry of Education was losing millions of shillings through fraud in the procurements of materials for the free primary education programme. Some primary school headteacher, Ministry Officials and school management committees are allegedly colluding with unscrupulous businessmen to defraud the government of the money.

particularly involved are briefcase booksellers and stationers who have mushroomed since the programme was launched last year. They bribe headteachers to gain tenders to supply books and other materials, contrary to stipulated purchasing regulations. Legally, schools are supposed to buy reading and writing materials from established booksellers and stationers who must have been in the business for not less than three years. But there have been cases where headteachers ignore this rule and collude with booksellers, sometimes paying for non-existence materials. In some instances, the headteacher demands a portion of the cost of the tender before paying the suppliers.

This practice was said to be rampant in Embu, Mbeere, Meru and the nearby District. The association chairman Mr. Mutero gave an example of a school for the deaf which last year lost about Ksh 56,000 through payment of non-existence suppliers. When all these reports come up, the credibility of those running the programme is brought to question. It also means that the school life of innocent children may be affected due to lack of reading and learning materials already paid for by the government. The booksellers association wants the Districts Education Boards countrywide to come up with a list of bookshops from where headteachers should buy materials.

Planning and Decision Making

School Development planning is the process of establishing school aims and objectives, identifying courses of action to achieve the objectives, and identifying and mobilizing the financial and other resources required to achieve the objectives. It involves establishing goals, defining the present situation in the school, identifying aids and barriers to goal achievement and developing courses of action. The school development plan should contain all the important information on the school. This should include: -

- The school aims, developed in the context of the material aims of primary education.
- School priorities based on consensus from the stakeholders and spanning a three-year period.
- Action plan for the first year of the plan.
- Information concerning the school, such as enrolment by gender and age, staffing (teaching and non-teaching staff), learning resources, building etc.

Involvement of stakeholders in school development planning ensures ownership, sustainability and wide publicity of the plan. Thus effectively managing free primary education calls for a team effort. This entails the headteacher, deputy headteacher, teaching staff and school committees all working together. Perfect in theory, but in

practice there are teachers and school committee members who do not want to cooperate with this approach.

In order to produce quality, the energies of the majority should be used to ensure that what they decide is actually implemented. It depends almost completely on a plan and every school should have an effective school development plan (SDP). The SDP if managed correctly should allow all interested parties to have some input into its construction. These interested parties include the headteacher and all staff in the school, school committee and the parents. The people who really matter however in this team approach are the headteacher, school committee and the teaching staff. Almost nothing of any real value or work that is going to affect the important work which goes on in school, that of educating the child can take place without the support of the staff. They must endorse and have ownership of any change which is planned for the school. The headteacher is the facilitator of this change and the school committee or parent associations are the overseers.

In implementing free primary education very little or no prior planning was carried out. There was no data collected or any survey done before the action was taken. Being a campaign pledge experts were not consulted. So this makes many teachers in primary school feel that they are not part of the programme of the free primary education. Managers of primary schools were not ready for the project as no prior plans were made to accommodate huge number of pupils who were out of school due to lack of school fees. So up to now many primary school are lacking some facilities

h as toilets, furniture, and building for the smooth learning of their institutions. The situation is made worse where the parent feels their education is free and they do not suppose to contribute towards anything. This has made planning difficult for the school managers.

Budget need to be looked upon within the context of the school development plan. The needs of the school as determined by the development plan drive the budget and therefore its careful formulation is vital. SDP come in all shapes and sizes and form what they take, should be left to each individual school. Because the budget and SDP are inextricably linked it is unfortunate that the headteachers and school committees were not able to plan for F.P.E. There was no money available at the start and usually they are not sure of the amount they are going to receive and when to receive the amount.

In many schools and districts money has been received late thus affecting the school operation. It is as a result of this that the Daily Nation June 12 2004 in its Editorial commented. It says that despite the hefty allocations, the funds are slow in reaching the schools. Since January, the ministry has not disbursed any funds to the primary schools. Thus, the schools have had to make do with last year's provisions and in the worst of cases, pupils have had to go without the teaching and learning materials. Surprisingly, neither the minister nor his permanent secretary has come out in public to explain why the funds have not been sent to schools. In fact it is disturbing that even

parliamentary committee on education, which should be playing the watching role, has not raised questions about this delay.

It is worrying that the schools have been left for half a year without the critical financial inputs and still be expected to provide quality education. There is no reason to allocate the large sums which fail to reach the schools.

Motivation of teachers and other workers

Motivation can be defined as the complex forces, incentives, needs tensions and other mechanisms which start and maintain voluntary activity for the attainment of personal aims, indicating that this is an internally generated activity (Hoy and Miskel 1987: 176)

Maslow (1970) says that people work at their best when they are achieving the greatest satisfaction from their work. We need, more than ever to convince staff that their efforts are recognized, valued and fulfilling. Token "thank yous" and "well done"s are insufficient and frequently border on the patronizing. He believed that there is constant need to publicise or even "market" an individual's contribution. "We will need to share successes within the school and publish them as broadly as possible," Maslow suggest. School committees or Governors reports, local media are potential sources. He says that there is need to celebrate an individual's

performance more formally through the recognition which a senior colleague can provide during appraisal or performance review sessions.

McClelland and Ellizion (1994) say that schools will need to develop their existing procedures in an effort to obliterate fear or skepticism in favour of enjoyment and a sense of achievement. They continue to say that job satisfaction is unquestionably at the heart of motivation process and in the current climate, a source of potential problems. We must therefore focus more forcefully on those elements of our work which remain worthwhile and challenging to teachers and other workers as professionals, we must lay more emphasis on job enrichment and enjoyment that arises as a result of a task performed successfully. They emphasize that there is need to redefine the way teachers currently view their role and in so doing re-emphasize the professionalism and expertise so crudely undermined by recent events. People are more likely to be motivated towards goals that they recognize as important and to which they therefore feel committed. Job satisfaction and personal welfare are not enough. To such goals, at management level, the real motivation is likely to arise from personal and professional pride in standards achieved and progress made, neither of which should loyalty to the school and its aims be overlooked as an additional motivational force.

Motivation is inextricably linked with morale, another aspect which must be monitored closely. Then how can school and the Ministry at large approach the problems of low morale, especially if the future seems irreversibly bleak? Is morale

ned and, if so, why? With respect to teachers, inspectors and other
s, their various association point accusingly at factors such as loss
ay, indiscipline among children, relentless change and a plethora of
from the government reforms.

ment will need to identify those elements which directly influence
collective morale within the institution. Experience suggests that the
bility of teacher's job leads itself to crisis management and ensuring
schools find themselves uncritically and subserviently enforcing
ation or bureaucratic nuances simply exacerbates the situation.

s in particular have seen their traditional sense of classroom
ally eroded. (No canning, no expelling)

raised by developing various support strategies and emphasizing
ievements. Optimism will not rise if we work in an atmosphere
anxiety, mistrust and frustration. The collective morale of a school
the attitude and feelings of those who work there. The solution has
ithin. Early recognition and a determination to arrest the decline are
isites before any systematic planning can take place to raise morale.

0) points out the importance of motivation as: -

- Motivated workers are usually concerned about quality. The organization benefit from this because workers within and outside the organization perceive it to be quality conscious.
- Highly motivated workers are more productive than apathetic ones. "Job performance in properly be said to represent an operational measure of worker motivated".

Staffing in primary schools

DEST – contemporary issues and constraints in service delivery in Education (ESI, 2003) – staffing is in any school the greatest asset and as such it must be fully managed.

any headteachers may look back nostalgically to those days when numbers of pupils in school started to rise and they picked up the phone to the TSC staffing division to argue the case for an extra member of staff. The same headteacher will probably smile about how slow they were to inform the staffing division about any increase in pupils numbers, hoping that 'surplus' member of staff may be forgotten about. In those days are long gone and staffing decisions, many of them difficult are now decided at the TSC headquarters.

Because employing teaching staff entails the long-term commitment of large sums of money the ministry of Education has embarked on just replacing those who have

ed or retired as from 1998. This has largely affected the effectiveness of free primary education.

According to special report on rural school staffing (East Africa standard May 27 2004 School and career p6) many rural schools have experienced shortage of teachers. They are slumped by fresh graduates who opt to teach in the urban centers where there are better facilities including tapped water and electricity.

Musyoka 25, a teacher says "you do not expect me to stay at a school in the bush where good life is non-existent". At Kyaume primary school the headteacher. Musyoka says that, lack of enough teachers and heavy workload have demoralized teachers. Machakos District Education Officer suggests that teachers balancing is necessary to ensure that staff is evenly distributed.

KNUT (Daily Nation Feb 9, 2003 p2) through its secretary general Mr. Francis Ng'ang'a argued that public schools need 60,000 additional teachers for the F.P.E but the government ruled out fresh recruitment. This in effect means the quality and standard of Education will be several tested under the new programme. Most teachers interviewed in Nairobi said the situation is already so bad that a teacher is handling up to 115 pupils in a single classroom.

Siringi (Daily Nation June 16, 2004 p7) the Permanent Secretary (MOEST) Prof. Karega Mutahi said that there are no immediate plans to hire new teachers. He said that the Government was instead conducting a countrywide teacher balancing

exercise to establish the true shortage of teachers in both the primary and secondary schools. The exercise he said would set new teacher pupil ratios and pave way for the replacement (or employment) of teachers to meet the shortfall.

Although the conventional teacher pupil ratio is 1:40, Mutahi indicated that the new arrangement would see them widened or narrowed to reflect regional enrolment and teacher numbers. It means that in areas of high enrolment for example: the teacher pupil ratio could be as high as 1:50. Since the introductions of the free primary education last year (2003) the ratio went up to as high as 1: 100.

Inspection of schools

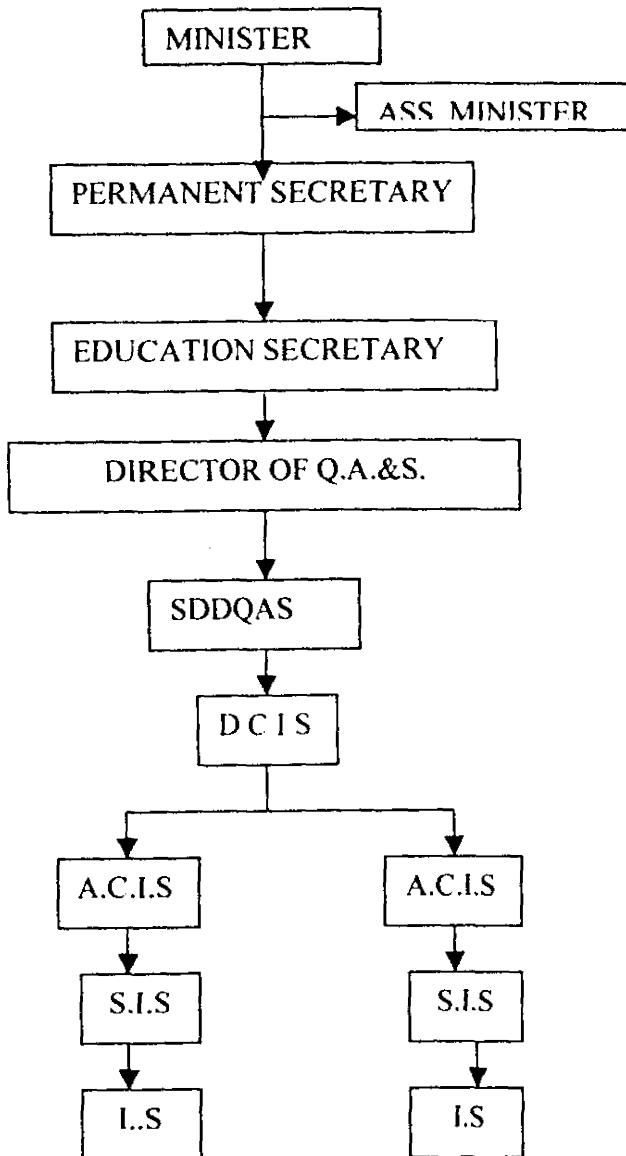
Education Act Chapter 211 of the Law of Kenya, gives the Education Minister the mandate to appoint officers (**INPECTORS**) with authority to enter any school at any time with or without notice and inspect or audit the accounts of the schools or advise the manager of the school on the maintenance of accounting records and may temporarily remove any books or records for the purpose of inspection or audit.

Figure ii shows the Organizational Structure of the Inspection Section of the Ministry of Education Science and Technology at the Headquarters Nairobi. Figure iii and iv shows the Organizational Structure of the Inspectorate at provincial and District Levels respectively.

Figure ii

ORGANIZATIONAL STRUCTURE OF INSPECTORATE (MOEST)

HEADQUARTERS



Source: Ministry of Education Headquarters October 2004

Figure iii

INSPECTORATE AT PROVINCIAL LEVEL

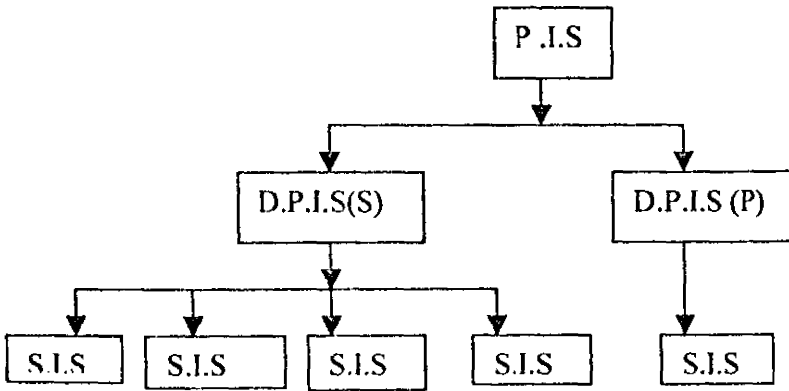
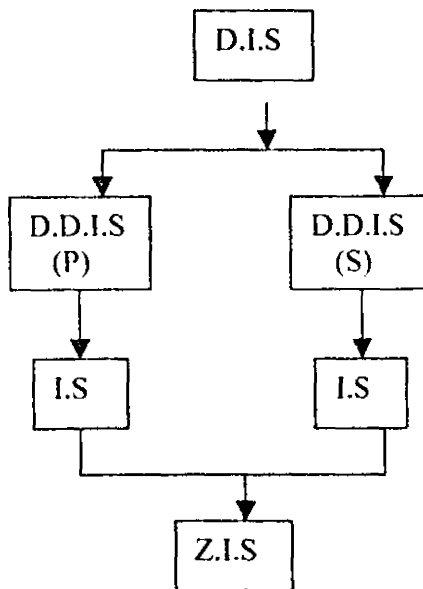


Figure iv

INSPECTORATE AT DISTRICT LEVEL



Source: Ministry of Education Headquarters October 2004

QET –Koech Report (Republic of Kenya 1999) says that the purpose of the inspectorate is **Quality Assurance and Control**. According to this report, the functions of the inspectorate of the Ministry of Education Science and Technology includes: -

- Management and Administration
- Supervision of programme
- Maintenance of Education Standards.
- Implementation and Education of Curriculum Materials.
- Organization, Co-ordination and Administration of co-curricular activities such as Drama and music festivals, games and sports.

In particular the function of the inspectorates entails the inspection of school and teachers to determine if the curriculum is being effectively implemented, and if the education programmes are being effectively delivered.

The Kamunge Report (Republic of Kenya 1988) recognized the importance of the inspectorate and recommended the training of headteachers as the first line of inspectors of their schools. It also recommended that the existing inspectors to be given additional training to upgrade their skills.

Koech Report (1999) received presentations that monitoring and evaluation of programmes is not effectively being carried out because of incompetent and untrained inspection personnel, lack of equipment, management facilities and finances in general. It was pointed out that school inspectors in the field are generally limited in their movement to schools due to lack of transport.

nyo writing in East African Standard (Feb 27 1996 p9) says that, school inspectors especially those at the District level have to rely on District Education Officers (D.E.O s) to give them vehicles whenever they want to visit school. But in most cases these inspectors are not given the vehicles since the DEOs use them most of the time. In such a situation school inspectors became less productive. The most affected are inspectors who work in rural areas.

These inspectors use their money to visit schools which are near main roads. In this case then cannot be as efficient as they are expected to. And moreover they hardly get refunds whenever they use their own money. Some of the Zonal Inspectors use bicycles to visit schools and yet the ministry does not give them money to maintain them. Inspectors in disadvantages areas like N. Eastern Province are sometimes forced to use camels to visit schools. They cannot be expected to visit all the schools within their jurisdiction without reliable transport.

The morale of inspectors is at all times low (Editorial Daily Nation May 2004 p 11). This is because, like education officers, the inspectors are very poorly paid. Many top performing teachers, who are appointed subject inspector or education officers; never take the appointment due to the unattractive pay package. In many cases headteachers who are in higher job group than the inspectors cannot be expected to respect them. The majority of inspectors are between job groups G and L while headteachers are between job groups M and Q. To make the matter worse some of the inspectors have stayed in one job group for more than 10 years. With the current

theme of service for teachers it is more paying to remain in the classroom than to become an inspector or education officer. In fact, many secondary school teachers are in higher job groups and earn more than district or provincial inspectors and officers. Inspectors from the ministry headquarters have also complained that they are forced to sleep in poor hotels because they are given very little money for accommodation and food when they are out on duty. Because of poor terms and conditions of services some inspectors are forced to ask for bribes from teachers.

Some have also gone to the extent of venting their frustration by harassing teachers. This issue has been raised severally by the Kenya National Union of Teachers. In an editorial Daily Nation (May 24 2004 p8) , the Ministry of Education admitted that its department dealing with quality the inspectorate is short of personnel by 878. What that means is that the Ministry cannot adequately supervise what goes on in schools to guarantee quality.

Daily Nation (Monday June 14 2004 p7) Teachers in Kisumu asked the Government to hire more school inspectors to ensure the success of the free primary education.

The teachers said the country was experiencing a shortage of the inspectors and termed the situation a major threat to F.P.E introduced by the NARC Government over a year ago. Lack of inspectors, they said was bound to compromise education standards since there were no mechanism to evaluate the performance of teachers and pupil. The situation, they said, could also breed corruption and misuse of funds in schools.

The teachers were speaking in Kisumu during KNUT Nyanza branch meeting. "Lack of school inspectors is impacting negatively on the F.P.E" "unless the Government employs them learning will soon stall in some schools" warned Mr. Eliakim Sijenje, the branch executive secretary. Mr. Sijenje asked the Government to move fast and stem corruption, which he said was fast creeping in some schools. " Unless the Government employees more inspectors, most primary schools will be run down" the officer said.

Auditing in education institutions

Auditing deals with the investigation of the financial records of an educational organization in order to ascertain the objectivity and accuracy of the financial statements. Okumbe (1999). Auditing on school accounts is the final stage in the process of managing school funds. At the end of each financial year the headteacher must prepare and present to the school governing body (School Management Committee) an audited financial report. This is one major responsibility of the school governors and the school head. MOEST – Good school governance (2000).

The Education Commission Report (Republic of Kenya 1988) and TIQET Koech Report (Republic of Kenya 1999) noted a backlog in the Auditing of Education Institutions as a major factor contributing to inadequate control, mismanagement and misappropriation of funds in education institutions.

paragraph 6.23 of The Needs Analysis of the Ministry Administrative and Professional Support Service to Education Institutions in Kenya since 1976 to 2002 reveal that the mismanagement of school resources partly arises out of the weakness inherent in the audit service of the ministry. The Nationalization Team confirmed that the Audit Unit in the Ministry had been marginalized both in activity and location. As a result, a parallel unit has been created within the finance, administration, Secondary Teacher Education section at the headquarters. It is this section, which receives all audit reports and accounts from schools. The team also established that this unit was manned by education officers and not professional auditors. Other than lacking in professionalism, there is a weakness in this arrangement since linkage with the field audit services of the ministry is non-existent.

As a result of the above, schools are not effectively audited with some taking as long as five years before audit. Even when they are finally audited, the results are not used to improve on the management of the schools due to the circuitous route the audit report takes. The team was informed that the district education officers forwarded the audit reports to the headquarters even without involving the provincial directors of education office. In some cases where some of the District education officers colluded with school managers to doctor audit reports the ministry had no way of verifying the report.

taohed Company consultants CSRP/DPM p95-96 (1997) found that Audit unit of Ministry of Education Science and Technology has inadequate basic working tools such as: -

- Transport and Fuel
- Paper and stationery
- Equipment – calculators, computer, typewriters and photocopier.

absence of a comprehensive scheme of service for auditors and Finance managers in educational institutions may also have contributed to low morale amongst some auditors of educational institutions.

In the past most primary school have not been keeping proper financial accounts because they were rarely audited. But with the coming of F.P.E all schools are expected to have all the accounting documents and conducts their internal audit.

This is a great challenge to primary school headteacher and their school committee members.

Review of Related Studies in Kenya

Amunde (2002) in his research project “ impact of Prism Course on school management in Chuka Division recommended that there is need for constant training for primary school managers. Apart from the headteachers and primary school chairpersons which way the target group for the Prism courses, he recommended that

senior teachers, deputy headteachers and all the committee members need to be in-service for effective school management. He also recommended that primary school management course could be integrated in the teacher training colleges syllabus so that teachers go through this important management course while at the college. This will certainly enable them to have a smooth take off in managerial aspects while out in the field. According to him PRISM course should be made a condition and employment should be pegged to this course those who go through can also be given salary increment (s) to serve as motivation.

Kalai (1998) in a study on Kenya Education staff institute (KESI) in-service programme as perceived by secondary school headteachers in Kitui District. Found out that, management of school finances has been a crucial area and yet headteachers have been performing poorly. The reason he showed was that headteachers are mainly appointed from the lot of classroom teachers excel in their teaching subjects. What this approach fails to take cognizance of is the fact that a good classroom teacher may not necessarily be good administrator. He recommends induction courses as a prerequisite to effective school administration

Omer (1996) a study in administrative training needs of secondary school headteachers in Kisumu District. He says that there has been change, in education system thus necessitating appropriate approaches in teaching learning and management of school. The work of the headteacher has become complex

manding appropriate skills, knowledge and attitudes that would enable them to work effectively.

The various sections of the institutions require an administrator who possesses relevant skills attained through formal training which can further be beefed up by experience gained in the service. This is vital to the effective provision of education and in ensuring maximum benefits from the education system. For this purpose headteacher are central to the successful management of educational institution and the implementation of the totals curriculum. However, the provision of quality and high standards of education has been constrained partly, due to lack of administrative skills and training in institutions management.

Conclusion

From the review of the literature it is evident that effective and efficient management of free primary education is necessary. The review has shown that various stakeholder are concern about the effectiveness of the F.P.E. programme. This is because a lot has been invested in this F.P.E. programme both human and financial resources, so it is the concern of the government, parents, teachers, school committee and pupils to see the success of the programme.

The review also revealed that there is need to have enough workforces such as teachers, school inspectors and auditors to make free primary education effective.

is because there is a shortage in terms of teachers and students ratio. The
inspectors are not enough and poorly equipped to carry out their duties. The review
to show that the human resource employed to carried out F.P.E is poorly motivated
and less developed. The school committee members and the headteachers lack the
required skills and knowledge to effectively man the F.P.E

CHAPTER THREE

RESEARCH METHODOLOGY

Introduction

ection dealt with the description of the methods applied in carrying out the
ch study. It was organized under the following sub sections. Namely,
rch design, target population, sample and sampling techniques, research
ments, instrument validity, reliability of the instrument, data collection
dure and data analysis procedures.

Research Design

rch design is the arrangement of conditions for collection and analysis of data
anner that aims to combine relevance to the research purpose with economy in
dure. It is the conceptual structure within which research is conducted. It
tutes the blue print for the collection, measurement and analysis of data.
ari 2003; p39).

s study descriptive survey was employed. The major purpose of descriptive
rch is description of the state of affairs, as it exists at present. In this case the
rcher has no control over the variables. One can only report what has happened
hat is happening. It also includes attempts by researchers to discover causes
when they cannot control the variables.

nyakine. Therefore in total the study targeted 41 public primary schools offering E and the area education office.

Sample and Sampling Techniques

Mugenda and Mugenda (1999, p.42) suggest that for descriptive studies, ten percent above of the accessible population is enough for the study. Fisher (1972) commends 50% of the target population in social science research. In this study 100% of the target population was used in the study, 92.4% was used in the main research while 7.6% was used in the pilot study, so there was a total of 37 chairpersons, 37 head teachers and 1 area education officer.

For the pilot study 4 schools were used. 2 schools from each education zone were picked. Simple random sampling method was used to pick the 2 schools from each educational zone. thus the respondent of the pilot study were 4 headteachers, 4 schools committees chairperson and 1 area education officer.

Research Instrument

Koochi (2001, p.46) citing Mwiria and Wamahiu point out on the need of a qualitative researcher to use more than one instrument of data collection in order to obtain a holistic of total view of the research situation. as a result, the researcher used two instrument to collect the data. These are questionnaire and content analysis instrument.

According to Borg and Gall (1983) with careful planning and sound methodology the questionnaire can be a very valuable research tool in education. Thus the researcher constructed three types of questionnaires. One for heads of primary schools, another for chairpersons for the school management committees and the other one for the area education officer. The questionnaires had both open ended and closed ended items. These questionnaires were used to collect data or information on respondents gender, age, academic qualification, professional training, management skills (financial, human and equipment) and other problems encountered in implementing free primary education. This tool was selected because it helped the respondent to give answers to sensitive questions. Respondents were not required to disclose their names or schools.

The other instrument used was document study or content analysis. Mugenda and Mugenda (1999, p. 174) say that content analysis involves detailed description of paragraphs and chapters in books, book phrases or even sentences or things that comprise the sample. In this case the researcher analysed the content available in the E.O's office on such information as number of teachers, pupils enrolment, inspection timetable and reports, teachers distribution.

Instrument validity

According to Borg and Gall (1989, p. 249) validity is the degree to which a test measures what it purports to measure. In this case a pilot study was carried out by administering the questionnaires to a respondent in order to validate the instrument.

enhance the validity of the instrument, 4 headteachers, 4 committee chairpersons and 1 A.E.O were involved in the pilot study. After analysis of the pilot study some responses which needed alternations were made. For example a question school involvement was removed from committee chairperson's questionnaire. Also irrelevant and baseless items were discarded and replaced with more useful, relevant and logical ones which elicit the required responses.

Instrument Reliability

Reliability is a measure of the degree to which a research instrument yields consistent result on data after repeated trials (Mugenda and Mugenda, 1999). A reliable instrument is one that produces consistent results when used more than once to collect data from the sample randomly drawn from the same population. (Mulusa, 2000). To test the reliability of the instrument the researcher used the split- half technique.

Using this method the researcher aimed at determining the co-efficient of internal consistency or reliability co-efficient whose value vary between 0.00 (indicating no reliability) and + 1.00 (indicating perfect reliability). The research instrument was split into 2 sub test and all even numbered items of the items in another sub test. The scores of all odd-numbered and even-numbered items of the responses in the pilot study was computed separately. The odd-numbered scores for all items was then correlated with the even-numbered scores using the Pearson product moment correlation coefficient of the entire test as 0.75 thus the instrument was concluded as

atisfactory. The Spearman - Brown Prophecy Formula was used to obtain the reliability of the entire instrument in which: -

$$Re = \frac{2r}{1+r} \quad \text{where } Re = \text{reliability coefficient}$$

$$r = \text{reliability}$$

Data Collection Procedure

The researcher had to seek research permit from the Ministry of Education Headquarters to collect data from the public primary school in Abogeta division of Meru Central District. After obtaining the permit the researcher reported to the District Commissioner Meru Central and District Education Officer Meru Central District for clearance and information purposes at district level. A clearance letter was obtained from the District Education Office to be presented to Area Education Office Abogeta Division and to the various headteachers in all public schools.

Questionnaires for the headteachers and the committee chairpersons were distributed to their respective schools. The researcher explained and requested the respondent for assistance to the best of their knowledge. Headteachers were requested to help the researcher reach the committee chairpersons or assist in forwarding the questionnaires to them.

In this case, the head teachers helped a lot. After administering the questionnaires the researcher visited the Area Education office to administer the other instrument, that is the content analysis instrument. Information about teachers distribution,

pils enrolment, number of streams in each school and availability of inspectors and inspection materials and equipment was obtained.

After two weeks the researcher went round the schools picking the questionnaires and more than 80% of the answered questionnaires were collected back.

Data Analysis and Presentation

After the data was collected, the first step for the researcher to check for the instrument completeness, accuracy and uniformity. The next step was the coding of the data and information. The purpose of the coding was to classify the answer to a question into meaningful categories so as to bring out their essential pattern. The researcher used the Statistical Package for Social Sciences.(SPSS) version 10.0 programme. The researcher used basic descriptive statistics such as tables, frequencies and percentages because they can easily bring out the relative differences of values. Nwena (1982) noted that most people who have post-primary education are quite familiar with the hundred point percentage scale. There the use of simple descriptive statistics made the findings make sense to more people.

The research findings are presented in tabular forms, alongside with any background information and the discussions and conclusions drawn from the results.

CHAPTER FOUR

DATA ANALYSIS

Introduction

In this chapter, the analysis of data collected is undertaken and discussion of the findings made. The principle objective of this study was to find out the management problems hindering effective implementation of free primary education in Abogeta Division of Meru Central District. Thus the chapter is divided in five parts and will be guided by research questions as formulated in chapter one of this study. So first part analyses the questionnaire return rate. The second part deals with administrative skills and problems in implementing Free Primary Education as experienced by primary school headteachers and size of schools. Part three will deal with management skills held by committee chairpersons and problems they encounter in managing Free Primary Education. The fourth part analyses the managerial courses for school managers and the extent to which teachers and other education officers are motivated while part five deals with problems experienced by Area Education Officers and the availability of resources both human and other resources to make Free Primary Education effective. The data will be presented in tables of frequency and percentage distribution.

Part I**Questionnaire Return Rate**

For collection of the distributed questionnaires the results were as reflected in

Table 4

Table 4: Questionnaire Return rate

Respondent	Delivered	Returned	Percentage
Area A.E.O	1	1	100
Headteachers	37	32	86.4
Committee chairpersons	37	31	83.7
Total	75	64	85.3

The return of the questionnaires administrated to 37 primary schools was realized as

result of handpicking of the answers questionnaires coupled with reminders

through telephone calls. All the returned questionnaires were useful for the study.

Part II**Primary Schools Headteacher**

Table 5: Gender distribution of Headteachers

Gender	Frequency	Percentage
Female	31	96.9
Male	1	3.1
Total	32	100.0

There is no gender balance in the distribution of headteachers. Only one head who is a woman.

When respondents were categorized according to age the results were as tabulated as

Table 6.

Table 6: Headteacher Categorized by Age

Age Group	Frequency	Percentage
No Response	4	12.5
Below 45	5	15.6
46-50	16	50.0
Above 50	7	21.9
Total	32	100.0

Half of the headteachers in Abogeta division were in the 46 – 50 years age bracket.

None of them did not disclose their age.

To determine their academic and professional qualification, the respondents were

asked to indicate. The findings are as shown in Table 7 showing highest professional

qualification.

Table 7: Highest Professional Qualification

Qualification	Frequency	Percentage
No. Response	4	12.5
P1	11	34.4
S1	9	28.1
ATS4	8	25.0
Total	32	100.0

12.5% of the headteachers had P1 professional qualification, while 4 of them did not have any professional qualification. Many had the feeling that P1 training did not equip them to effectively carry out their administrative duties.

Table 8 shows teaching experience of all the respondent headteachers from the day of their first appointment.

Table 8: Teaching Experience

Years	Frequency	Percentage
Below 15years	4	12.5
15-24	18	56.3
Above 25 years	10	31.3
Total	32	100.0

8 shows that 12.5% of the headteachers have served for less than 4 years while more than half have served for more than 15 years as teachers. This calls for regular servicing to update them on various managerial skills. This is in line with Davies and Giddens (1994: p 32).

Respondents were asked to indicate the number of years they have served as headteachers. This is shown in Table 9.

Table 9: Years Served as Head teachers

Years	Frequency	Percentage
Below 1 year	2	6.3
2-5 years	12	37.5
6-10 years	14	43.8
11-15 years	2	6.3
Above 15 years	2	6.3
Total	32	100.0

More than 50% of the headteachers have served for less than five years and more than 50% have served for more than 10 years. So regular servicing is necessary to update and refresh skills to the old and the young ones.

How serving as Deputy Headteacher Prepared Them for Headship

Deputy headteachers had been asked to indicate whether they had an opportunity to serve as deputy head teacher before appointment as head teachers and indicate how serving as deputy headteacher prepared them for headship.

Table 10: Areas gained experience as deputy head

Areas	No. of schools	Frequencies	Percentage
Familiarization with office duties	32	30	81.0
Supervision	32	27	73.0
Managing teachers and pupils	32	15	40.5
Dealing with discipline	32	13	35.1
Financial and curriculum skills	32	7	18.9
Confidence in facing challenges	32	3	8.1

It is necessary for one to serve as deputy headteacher before heading a school. This enables a person to gain various skills. It is evidence that deputy headteachers are not exposed to financial management.

Problems Experienced by Headteachers in Implementing Free Primary Education

ous problems were mentioned by the respondent as major areas they encounter
blems in implementing free primary education. These areas are understaffing,
load for headteachers, inadequate physical facilities, negative attitude
ards education by both parents and students, inadequate finances, delay in
nces, incase of pupils, indiscipline of pupils, lack of teachers motivation, lack
trained financial personnel, parental failure and poor head teacher
wance.

findings are shown in Tables 11.

Table 11: Problems experienced by headteachers

Problems	No	Yes
Understaffing	83.3%	16.7%
Increase of pupils	80.0%	20.0%
Lack of teachers motivation	73.3%	26.7%
Discipline among pupils	70.7%	23.3%
Inadequate physical facilities	70.0%	30.0%
Workload for Headteachers	66.7%	33.3%
Delays in finances	63.3%	36.7%
Lack of trained financial personnel	60.0%	40.0%
Operational failure	60.0%	40.0%
Inadequate finances	43.3%	56.2%
Poor/Low headteacher allowance	42.8%	57.2%

Inadequate finances and poor headteachers allowance are the biggest problems experienced by headteachers in implementing F.P.E. More than half of them expressed these problems. Other problems where a good number expressed concern were lack of trained financial personnel. This was also the concern of the Kenya Association of Parents as expressed by secretary general in the Kenya Times 6th April 2003 p 4.

Opportunity to attend courses in educational administration

respondents were asked to indicate whether they have attended any courses on educational administration and if they had attended to indicate the course organizers.

Table 12: Opportunity to attend a course

Response	Frequency	Percentage
	23	71.9
	9	28.1
Total	32	100.0

71.9% of the respondent had attended educational management courses while 28.1% had not attended any course concerning educational management. This is against the recommendations made by Koech report (Republic of Kenya 1999) that in-service training for managers and administrators should be provided regularly.

Table 13: Course organizers

Organizer	Frequency	Percentage
MOEST	23	71.9
U.D.	4	12.5
U.L.	1	3.1
U/ PRISM	1	3.1
U/ MOEST	1	3.1
MOEST/ World Bank	1	3.1
International trainers/ MOEST	1	3.1
TOTAL	32	100.0

Ministry of Education is the highest organizer of courses to school managers. Also other non-governmental bodies such as World Bank has helped the government in organizing the courses. This shows the importance of in-service courses to school managers and administrators. This is contained in the World Bank Education Policy Paper 1980.

Topics covered

respondents were asked to mention the topics of the area covered in the courses attended.

Table 14 shows the topics and areas covered.

14: Topics covered

Topics	Frequency	Percentage
Primary school management	11	34.4
	7	21.9
Role of headteacher, management of resources. Accounting.	4	12.5
Resource management, finance management, discipline, school management.	2	6.3
Financial Management	2	6.3
Curriculum development	2	6.3
Financial management, text book procurement	2	6.3
Curriculum development, managing curriculum	2	6.3
Legal aspects and new syllabus	1	3.1
Planning	1	3.1

Headteachers attended various courses covering various topics. Most of them attended courses on primary school management this consisted of 34.4%, 12.5% on role of headteacher, resource management and accounting. However headteachers in various schools 3.1% attended 2 – 6 topics covering new syllabus, legal aspects, discipline, curriculum procurement, selecting booksellers and planning. There was very little covered and a good number 21.9% of the headteachers have not attended any course.

Areas where Headteachers felt should be further trained

The respondents were asked to indicate the areas where they feel that they need further training. Table 30 shows the findings.

Table 15: Areas for further training

Areas	Number	Percentage
Financial management	29	90.6
Guidance and counseling	14	43.8
Resource management	10	31.3
Public relations	5	15.6

A very big percentage of the headteachers 90.6% felt that financial management courses should be further organized. This is in agreement with Koech Report 1999 which argued that headteachers have no idea of most elementary sound of financial practice and also lack skills in project management.

Part III

School Committee Chairpersons

Gender distribution of committee chairpersons

Table 16: Gender distribution of committee chairperson

Gender	Frequency	Percentage
Male	30	96.8
Female	1	3.2
Total	31	100.0

There is gender bias when choosing the committee chairperson. Only one school out of 30 schools where there is a woman as the chairperson.

Table 17: Age of committee chairpersons

Years	Frequency	Percentage
Below 35 years	1	3.2
36 – 44	4	12.9
45 – 54	18	58.1
55 – 65	5	16.1
Over 66	3	9.7
Total	31	100.0

More than half that is 58.1% of the committee chairpersons are between 45 – 54 years old. These are the people expected to have reputation for integrity, honesty and

Other aspects of moral character in handling public affairs. This is in agreement with (MOEST 2000) Hard book for school committees and board of Governors.

Managerial skills held by School Committee Members and Their Chairpersons

The participants were required to indicate their highest academic qualification and the academic level of their members.

Members Academic Qualification

As per the participant the area has 377 school committee members. The table 35 shows their academic qualifications.

Table 18: Committee members academic qualification

Levels	Frequencies	Percentage
Not gone to school	3	0.8
Standard 1 – 8	134	35.5
Forms 1 – 2	52	13.8
Forms 3 – 4	162	42.9
Forms 5 – 6	20	5.3
University	6	1.9
Total	377	100.0

42.9% of the committee members in Abogeta division have form 4 levels as their highest academic qualification. 0.8% of all the committee members have not gone to

school and 35.5% are of primary level. With more than half of the members not attending secondary school, the area has many committee members with little knowledge in education. This is against the recommendations of the Hard book for school committee and board of governors (MOEST 2000) which recommend people with integrity, honesty and knowledge about education to be members of the management board.

Table 19: Experience as a chairperson

Years	Frequency	Percentage
Less than a year	4	12.9
1 – 5 years	19	61.3
6 – 10 years	5	16.1
Above 10 years	3	9.7
Total	31	100.0

74.2% of the chairpersons have experience of between 0-5 years. This means that there is frequent change of the chairpersons. This calls for regular in-servicing in order to update and instill new managerial skills to new and old members. The World Bank sector policy paper (1980) recommends for training of managers at the local levels for quality and high standard of Education.

Chairperson's opinion on the lowest academic qualification

Table 20 presents the finding of the chairpersons' opinion on the lowest academic qualification of school committee members to be an effective school manager.

Table 20: Lowest academic qualification for committee member

Response	Frequency	Percentage
KCSE level	19	61.3
KCPE level	11	35.5
No response	1	3.2
Total	31	100.0

61.3% felt that an effective management committee members should have KCSE level of education. The Education Act Cap 211 should be revised to include the lowest academic qualification for the committee members in primary school.

Areas where committee chairpersons feel that training is necessary

All chairpersons showed an overwhelming 100% support for further training in various areas that affect primary school management. Although they showed different interests in the various fields certain areas were sited as important as tabularized in the following tables. These areas are **role of school committee management and administrative skills, public relation, financial management and guidance and counseling.**

Table 21: Areas for further training for committee members

Topic	Number	Percentage
Management and administrative skills	18	58.1
Financial management	18	58.1
Public relations	17	54.8
Role of school committee	11	35.5
Guidance and counseling	6	19.4
Procurement	5	16.1
Total		100.0

More than half of the committee chairpersons felt that committee members should be further trained in financial management and administrative skills. According to Education Act Cap 211 the committee members are the advisers the chairman and the headteacher. They are also supposed to account for funds accruing to the school from any source. So they need enough training and skills in the area shown in table 21. Also they cater for the welfare of the pupils. Thus requires guidance and counseling knowledge.

Part IV

Motivation of Teachers and other workers

Headteachers were required to indicate whether teachers and other workers are motivated in any way in their schools. Table 40 shows the responses.

Table 22: Teachers and other workers motivation

Type of school	No. of schools	Percentage	Motivated	Not motivated
Mixed day	30	93.8	No	Yes
Girls boarding	1	3.1	Yes	No
Boys boarding	1	3.1	Yes	No
Total	32	100		

Headteachers in girls and boys boarding motivated their teachers and other workers. But in mixed day schools there was no motivation. Headteachers interviewed said that there is no vote head indicated for motivation in the money provided by the government for F.P.E. Headteachers in boarding schools used boarding money from parents to motivate teachers. Mitchell (1987:30) point out that motivated employees work for better way of doing their job and are more productive than the unmotivated ones.

Part V

Problems experienced by Area Education Officer and availability of resources

both human and other resources to make free primary education effective

The Area Education Officer in his questionnaire was requested to indicate the problems experienced in his office and if one area has enough resources in terms of teachers, inspectors and auditors and the other resources required in the office and division in general.

According to the AEO who has served in that position for 21 years, the main hindrances to effective implementation of free primary education are:-

- Lack of transport for the education officers.
- Lack of support staff – no secretary.
- A number of schools have not received the free primary education funds.
- Under staffing.
- Lack of parents and teachers seminars.

The AEO believe the headteachers and school management committee have necessary administrative and knowledge to effectively implement free primary education, since they have been trained, have books and other written work on the way forward. However he recommends regular seminars.

According to him Abogeta division has only two school inspectors and two more are needed, though the ones available have the necessary skills and knowledge to inspect and ensure effective free primary education. The area has no auditors.

The teaching staff is not evenly distributed. Table 23 and 24 shows the distribution of teachers for the two zones in the division. Kionyo – Kanyakine zone is understaffed. This is the area bordering Tharaka district while Igoki – Kithangari zone is overstaffed. Thus teachers are not well distributed in this division

Table 23: Enrolment and staffing—KIONYO-KANYAKINE ZONE

	Enrolment	Streams	No. of teachers	Over staffing	Under staffing
	181	8	8	-	-
	481	15	14	-	2
	364	10	10	-	1
e	629	18	18	-	1
e	411	13	14	-	-
	133	8	8	-	1
	464	14	14	-	1
e	292	10	10	-	-
gi	324	10	11	-	-
	454	15	16	-	-
	223	8	9	-	-
aro	430	13	12	-	2
	578	16	17	-	-
	124	8	8	-	1
	163	8	9	-	-
ama	270	9	9	-	1
	252	8	9	-	-
yathi	193	8	7	-	2
	456	13	15	2	-
Girls Boarding	134	4	7	2	-
	6556	216	225	4	14

Table 24: Enrolment and staffing – IGOKI-KITHANGARI ZONE

Primary Schools	Enrolment	Streams	No. of teachers	Over staffing	Under staffing
ucima	89	5	6	-	-
a	937	23	23	-	2
ara	218	8	9	-	1
ene	206	9	12	1	-
	418	14	15	-	-
bari	413	13	19	5	-
akine Boys Boarding	395	10	13	2	-
akine primary	410	13	14	-	1
aga	294	9	10	-	1
ine	922	23	23	-	2
ene	188	8	11	1	-
ngari	202	8	10	-	-
chure	575	17	19	1	-
kine	324	10	11	-	1
e	402	12	14	1	-
agurune	288	10	13	2	-
o	320	10	11	-	1
za	253	8	10	-	-
ne	514	17	21	3	-
guri	174	8	8	-	2
	267	9	13	3	-
	7809	244	275	19	11

The ratio teacher pupil in the division is 1:50 and the teachers are not evenly distributed in the two zones.

The AEO also said that teachers are not satisfied in their job to effectively implement free primary education. Some of the reasons he give for dissatisfaction in their work are:-

- Area of hardship yet no allowance. These are the area bordering Tharaka district.
- Understaffing
- Some work very far from home

The AEO and the inspectors too expressed dissatisfaction in his work due to:-

- Lack of transport
- No assistants.
- Lack of stationery and communication services
- No refund when they use their own funds used in transport and other expenses on duty.

CHAPTER FIVE

SUMMARY, CONCLUSION AND RECOMMENDATIONS

Introduction

This chapter presents a summary, conclusions and recommendations from a study that sought to establish the management problems in implementing Free Primary Education in Abogeta Division – Meru Central District.

Summary of the Study

The research was guided by four research questions which sought to establish the management problems in implementing free Primary Education. The focused areas were:

- a) Head-teachers ability and problem they experience in implementing F.P.E.
- b) School Management Committee Managerial Skills, Academic qualifications and problems they experience.
- c) Staffing and motivation for the manpower involved in implementing F.P.E.
- d) Opinion and problems in implementing F.P.E as far as the Area A.E.O is concerned.

Headteachers' ability and problems

The research established that all the head-teachers who participated in the study had the required professional qualification to be a head-teacher. That is the P1.

The research further established that all the head-teachers had served as deputy head-teachers before headship. They all agreed that deputyship prepared them for headship post.

Further, the research findings established that more than 70% of the head-teachers have attended courses in educational administration. Most of these courses were organized by the Ministry of Education, Science and Technology.

The research further revealed that head-teachers have problems in implementing F.P.E in the following areas:-

- Understaffing.
- Head-teacher overworked.
- Inadequate physical facilities.
- Negative attitude towards education by parents and pupils.
- Inadequate or shortage of finances.
- Delay in finances.
- Indiscipline among pupils.
- Lack of teacher's motivation.

- Parental failure to play their roles.
- Poor or low head-teacher allowances.

The area has only one female head teacher.

Managerial Abilities and problems experience by Committees

The research established that more than half of the committee members in the area have only primary education and some have not gone to school. According to the opinion of head-teachers, A.E.O and Chairpersons, an effective committee member should have attained form four level.

The research revealed that only 45.2% of the committee chairpersons have attended any training on school management. All of them expressed need for further training in various noted areas such as:-

- Role of committee
- Procurement
- Financial management.
- Public/ community relation.
- Guidance and counseling.
- Government policy, support and goals of F.P.E.

The area has only one female Chairperson and 30% female members of schools management committees.

Staffing and motivation of teachers and other workers

It was established from the research findings that there are enough teachers but not evenly distributed.

The research further revealed that the area requires 4 school inspectors and it has only 2, no secretary in the A.E.O office and auditor in the area.

It was further established that teachers and other education officers and school workers are not motivated because there is no vote head for that.

Problems experienced by the Area Education Office in implementing F.P.E.

The teaching staff not evenly distributed and not satisfied in their jobs to effectively implement F.P.E due to the following reasons: -

- Some areas are hardship areas yet no allowances.
- Lack of transport thus teachers walk for distances.

The research further established that the A.E.O and inspectors are dissatisfied in their work due to:-

- Lack of transport.
- No assistants.

- Lack of stationery and communication services.
- No refund when they use their own funds.

Conclusions

From the study, the following conclusions can be made:

For effective implementation of F.P.E managers and administrators with required skills and knowledge are required. This can be achieved through regular in-serving of managers. The area also require enough and well distributed manpower who must be well motivated to effectively carry out their duties. Various stakeholders should hold seminars to discuss various problems experienced by the managers. This is because various stakeholders especially parents have failed in their role in making F.P.E a success.

Recommendations

The following recommendations are necessary in the light of the responses from the respondents and in views of the research findings:-

- 1) Training of school managers should be regular and continuous especially for school committee members who keep on getting out and getting in new members.

- 2) The training and seminars for the school management committees should be organized at zonal and divisional level where local languages or Kiswahili will be used in training.
- 3) Kenya Education Staff Institute (KESI) should enhance their management training to district levels and have materials written in Kiswahili and also personnel who can teach in Kiswahili to cater for the group which can not understand English.
- 4) Where it is possible, the lowest qualification for a school committee member should be a form 4 level of education. Gender composition should also be looked at so as to have 50% male and 50% female.
- 5) Regular seminars between teachers, parents, management committee and officers from the Ministry and other local leaders should be organized to chart out the way forward in making F.P.E a success.
- 6) Government and private institutions should be encouraged to start educational administration courses at all levels, that is; Certificates, diplomas, and degree to train school administrators and managers.
- 7) The serving head teachers should be given in-service courses a week or two every holiday on school administration, given certificates and their grades improved after completion.

- 8) Allowances for the head teachers such as responsibility allowance, night out and other expenses incurred as heads should be increased. Head teachers should also be in a job group above the teachers.
- 9) Head teachers and their deputies should have a less teaching load and in a large school where there are more than 600 pupils, there should be two deputy heads in big schools.
- 10) The government should employ accounts clerks to be dealing with finances and general book keeping. There can be an account clerk serving 3-5 schools depending on the number of pupils.
- 11) Kenya Schools Equipments Scheme can be revived and have a centre in every district where heads of school will be picking their learning and teaching material.
This will reduce the workload for teachers and also save government money as materials will be purchased direct from manufactures.
- 12) At least a vehicle or a motorcycle should be made available at every Division Education Office, Telephone services, computers, a secretary and a messenger. This will enhance inspection and general supervision of schools.
- 13) Area education officers and inspectors should be people with a higher academic and professional qualification than the teachers to enhance respect and power to carry out their duties.

- 14) Schools should be encouraged to start income generating projects to supplement the government funding. This money can be used to improve the physical facilities and motivate teachers, other works and pupils.

Generally implementing F.P.E in Abogeta Division is not badly off and if the problems highlighted in this study are addressed, the F.P.E will be a success in this area.

Recommendations for Further Research

A number of issues arose from this study and were beyond the scope of the study. Thus these are recommended for further research: -

- 1) To what extent do the parents understand and carryout their roles as stakeholder in making F.P.E a success?
- 2) How effective are the Primary School head teachers in bookkeeping and general financial management?

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APPENDIX A

QUESTIONNAIRE FOR PRIMARY SCHOOL HEADTEACHERS

SECTION 1

Please respond to each item by putting a tick () or writing in the space provided.

1. What is your sex? Male ()
 Female ()

2. What is your age? Years.

3. What is your marital status? Married ()
 Single ()
 Widow ()
 Widower ()
 Separated ()
 Divorced ()

4. What is your highest academic qualification?

5. What is your highest professional qualification?

6. What is your total teaching experience as a trained teacher? Years.

7. How many years have you served as a headteacher since appointment? years.

8. When was your first appointment as a headteacher?

9. How long have you stayed in your current school as a headteacher? years

10. Please indicate the type of your school:
 Girls day school ()
 Girls boarding school ()

- Boys day school ()
 Boys boarding school ()
 Mixed day school ()
 Mixed boarding school ()

Please indicate the size of your school

- Single streamed ()
 Double streamed ()
 Triple streamed ()
 Four streamed ()
 Five streamed ()
 Above five streamed ()

What is your actual enrolment? students.

What is your current staffing including your self and teachers on maternity and sick leave? teachers.

SECTION II

Is your school offering free primary education?

Yes ()

No. ()

If your response to question 1 is yes, do your school receive the money from the government in time?

Yes ()

No ()

Was there an increase in enrolment in your school after the introduction of free primary education?

Yes ()

No ()

4. If your response to question 3 is yes, by how many pupils

5. What is the position of your teaching staff?

Not enough () Short of

Enough ()

More than enough () by

6. As a headteacher what are the major problems in implementing free primary education in your school?

i)

ii)

iii)

iv)

v)

vi)

vii)

7. In your opinion, what is the attitude of your teachers towards free primary education? Negative ()

Positive ()

8. Are your teachers and other workers in the school motivated in any way at school level? Yes ()

No ()

If yes, how?

.....

.....

If No, why?

.....

SECTION III

1a. Before appointment as a headteacher, did you have the opportunity to serve as a deputy head? Yes () No ()

b. If yes to question 1a, for how long did you serve as a deputy headteacher?

Below 1 year ()

1 – 4 years ()

5 – 9 years ()

10 years and above ()

2a. In your opinion do you think being a deputy headteacher prepared a teacher for headship? Yes () No ()

b. If yes to question 2a, explain how being a deputy head can help a teacher in learning headship duties and responsibilities?

.....

3a. In your training as a teacher, were you exposed to a course dealing with educational administration Yes () No ()

b. If your response to question 3a is yes, did you find the course helpful in your work as a headteacher?

- Yes () No ()
 Very little () Not at all ()

4a. After your appointment as a headteacher, have you had an opportunity to attend a course in Educational administration?

- Yes () No ()

4b If your answer to question 4a is Yes ,Please list the courses that you have attended on School administration in spaces provided.

Course organizers	Topic	Year of attendance	Duration taken

5. As school headteacher, which areas of school administration do you find very challenging to tackle in implementing free primary education.

- i)
- ii)
- iii)
- iv)
- v)

6. Do you feel that the members of your school management committee have the required skills to manage the free primary education?
Yes () No ()
7. Do you see any need of further training for these school managers?
Yes () No ()
8. If your response is yes in question 7, which areas do you suggest they should be trained?
i)
ii)
iii)
9. How regularly is your school inspected?
Weekly ()
Monthly ()
Once a term ()
No of the above ()
10. What is the attitude of your teachers towards school inspection?
Fault finders ()
Helpers ()
11. How often are your books of accounts audited?
Monthly ()
Once a term ()
Once a year ()

THANK YOU

QUESTIONNAIRE FOR SCHOOL COMMITTEE CHAIRPERSONS

SECTION 1

Please respond to each item by putting a tick or writing on the space provided.

1. What is your sex? Male ()
 Female ()

2. What is your age? years.

3. What is your marital status?
 Married ()
 Single ()
 Widow ()
 Widower ()
 Separated ()
 Divorced ()

4. What is your highest academic qualification?

5. What is your highest professional qualification?

6. What is your total experience as a school chairperson in this school?
 years.
 months
 days

7. How many years have you served as a chairperson in this and other schools?
 years
 months
 Days

8. When was your first appointment as a chairperson?

9. How is the gender composition of your committee?
 men
 Women
10. What is your schools actual enrolment? students.
11. What is the current staffing in your school? teachers.
12. How often do you meet as school management committee?.....

SECTION II

1. As primary school manager, what problems is your team facing in managing free primary education.
 i).
 ii)
 iii)
 iv)
 v)
2. How regularly do you meet?
 Monthly ()
 Once a term ()
 Once a year ()
3. In the 14 members of your school committee, what is their academic qualification? Indicate the number in each group.
 Not gone to school Members
 Standard 1 – 8 Members
 Form 1 – 2 Members

- Form 2 – 4 Members
- Form 4 – 6 Members
- University Members.

4. To your opinion what should be the lowest academic qualification for an effective school committee member?

KCPE level ()

K.C.S.E. level ()

5. Have you ever attended any course on primary school management?

Yes () No ()

6. If your response is yes in question 5, which areas were covered in that course?

Course Organizers	Topic	Duration	Year of attendance

7. As a committee chairperson, do you feel that training is necessary for members of primary school management committee members?

Yes () No ()

8. If your response is yes to question 7, which areas would you like them to be trained in?

- i)
- ii)
- iii)
- iv)
- v)

THANK YOU.

APPENDIX C

QUESTIONNAIRE FOR THE AREA EDUCATION OFFICER

SECTION I

1. How long have you been in service in your current position as an Education Officer? Years.

2. How long have you served as an Area Education Officer in Abogeta Division? years.

3. Did you have teaching experience before your appointment as an Education Officer? Yes ()
 No ()

4. If your response is yes in question 3, what teaching experience did you have before your current appointment? years.

5. As an Area Education Officer, what are the main hindrances to effective implementation of free primary education in your area?
 - i)
 - ii)
 - iii)
 - iv)
 - v)

- 6.(a) As an Area Education Officer, do you think that the headteachers have the necessary administrative skills to effectively implement Free Primary Education?
 Yes () No ()

- (b) Give reasons to your answer to question 6 (a)

.....

7. Do the school management committees in your division have the necessary skills and knowledge in managing free primary education?
Yes () No ()

8. If your response is No in question 7 which areas do you feel that training is needed to make them effective?
.....
.....
.....

9. If training for school management committee members is needed, are all the members trainable on how to manage schools?
Yes () No ()

10. What is the minimum academic qualification do you recommend for a person to be in school management committee?
K.C.P.E. ()
K.C.S.E. ()
Graduate ()

SECTION II

1. How many school inspectors do you have in Abogeta division

2. Do you feel that the number you have of inspectors is enough for the area?
Yes () No ()

3. If your response in question 4 is No, how many inspectors do you recommend for the area?

4. What kind of transport facilities do you have for your inspectors and other education officers in Abogeta division? How many?
Cars

Motorcycles

Bicycles

Non of the above ()

5. In your opinion, are the inspectors in your area have the necessary skills and knowledge to inspect and ensure effective Free Primary Education?

Yes () No ()

If your response is No in question 7, which areas do you recommend them to be further trained or in serviced?

.....
.....
.....

6. Do you have full time auditors in your area?

Yes () No ()

SECTION III

1. What is the position of teaching staff in Abogeta division?

Not enough ()
Enough ()
More than enough ()
Not evenly distributed ()

2. If your response to question 1 is not enough, what is the shortfall? teachers.

3. In your opinion as an Area Education Officer, are teachers satisfied in their job to effectively implement free primary education?

Yes () No ()

4. If your response is No in question 3, give reasons why they are not satisfied?

i)
ii)
iii)
iv)
v)

5. Are you satisfied in your job to effectively implement Free Primary Education?

Yes () No ()

Give reasons for your answer above

.....
.....
.....

6. Are the school inspectors and other officers in your areas satisfied in their job to make Free Primary Education effective?

Yes () No ()

7. If your response is No in question 6, what are the reasons why they are not satisfied?

- i)
- ii)
- iii)
- iv)
- v)