

**CHALLENGES FACING HEADTEACHERS IN IMPLEMENTING FREE
PRIMARY EDUCATION IN SUBA EAST DIVISION, MIGORI DISTRICT,
NYANZA PROVINCE OF KENYA.**

BY:

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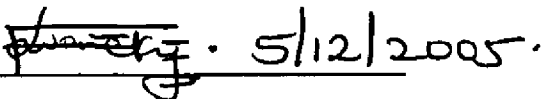
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**A RESEARCH PROJECT SUBMITTED IN PARTIAL
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DECLARATION

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

 5/12/2005.

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



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DEDICATION

This work is dedicated to Hague, Stacy and Dr. Hastings Ozwara Suba.

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ABSTRACT

This research aimed at investigating the challenges facing headteachers in implementing Free Primary Education (FPE) in Suba East Division, Migori District. The study further sought to investigate on measures that could be employed to overcome these challenges. The research was developed after it was realized that there were complains from the community and other education stakeholders in Suba East Division of Migori District. Their complains centered on ineffectiveness of headteachers during implementation of FPE programmes.

In chapter one, introduction, it was noted that education is a human right, therefore primary education should be free and compulsory. Kenya parliament enacted the children's Act 2001 that recognises education as a basic right for all children. In 2003, the government declared Free Primary Education. The aim had been attainment of Universal Primary Education by the year 2005 and Education For All by 2015. These are outstanding educational policies in development plans in Kenya.

Chapter two covered literature review with emphasis on FPE policy in Kenya, implementation of FPE from 2003, management and administration of schools, roles/duties/responsibilities of headteachers in primary schools in Kenya, role of the headteachers in supervision of primary education, funding of FPE in Kenya, management of school finance and implementation of FPE, enrolment of FPE, hindrances of FPE implementation in Kenya and efforts to remedy the problematic areas in the implementation of FPE.

Research and methodology was covered in chapter three. The study adopted a descriptive survey design and targeted all public primary schools in Suba East division. Questionnaires were used as the instruments of data collection. Headteachers, their deputies and senior teachers were the main respondents to the study.

Chapters four and five present data analysis and interpretation. Results were presented in tables, figures and plates. In summary, this study revealed that the main challenges facing headteachers in Suba East Division in implementation of FPE policies were: - inadequate physical facilities, understaffing of teachers and non teaching staff, de-motivation, inadequate teaching and learning materials and dilapidated buildings. Majority of the respondents wanted the government to provide more funds. Apparently some schools were more in need than others.

Headteachers have a challenge when it comes to asking parents to support school activities and programmes. The government should invest in programmes that can make stakeholders aware of the FPE policies. Parents have not understood their responsibilities in implementation of FPE programmes. Many parents believe their role is to send children to school. This problems is compounded by low interest in education by parents of this region.

The MoEST in collaboration with the TSC should redefine the job description of primary school headteachers because they are overburdened with administrative responsibilities. Accountant clerks or group financial managers should be provided per zone. These officers would advise on financial management in the schools. The grading of headteachers should reflect their responsibilities. There were headteachers with higher academic qualification but in a lower grade than some teachers.

Pupils of special needs such as orphans posed a unique challenge headteachers in this division. If an institutionalised lunch is put in place, it is likely to sustain orphans. Alternatively, model boarding primary schools can be constructed in the area to cater for them. This will solve the challenges they pose in their current schools.

In conclusion, school administrators in Suba East Division have strived to implement FPE. The above-described challenges can be used by the stakeholders to improve the success of this programme in the Division.

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LIST OF ABBREVIATIONS

AEO	Area Education Officer
AIDS	Acquired Immune Deficiency Syndrome
ASAL	Arid and Semi – Arid Lands
DC	District Commissioner
DFID	British Fund for International Development
EACE	East African Certificate of Education
EFA	Education for All
F	Frequency
FPE	Free Primary Education
FY	Financial or Fiscal Year
GDP	Gross Domestic Product
HIV	Human Immune Deficiency Virus
KACE	Kenya Advance Certificate of Education
KCE	Kenya Certificate of Education
KSCE	Kenya Secondary Certificate of Education
KJSE	Kenya Junior Secondary Examination
KNUT	Kenya Nation Union of Teachers
Ksh.	Kenya Shillings
LEA's	Local Education Authorities
MoEST	Ministry of Education, Science and Technology
NASCOP	National Aids and Sexually Transmitted Disease Control Programme
NGO	Non Governmental Organisation

OPEC	Organisation of Petroleum Exporting Countries.
PDE	Provincial Director of Education
PRISM	Primary School Management
PTR	Pupil – Teacher Ratio
TSC	Teachers Service Commission
SAPs	Structural Adjustment Programmes
SIDA	Swedish International Agency
SIMBA	School Instructional Material Account
SIMSC	School Instructional Materials Selection Committee
SMC	School Management Committee.
UN	United Nations
UNESCO	United Nations Educational, Scientific and Cultural Organization.
UON	University of Nairobi
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UPE	Universal Primary Education
WCEFA	World Conference on Education for All
WFP	World Food Programme

CHAPTER ONE

INTRODUCTION

1.0 Background to the problem

Education in Africa is as old as the continent itself and in the traditional African societies education was given to conserve the cultural heritage of the family, clan and tribe. This was to adapt children to their physical environment and to teach them about their own future and that of their community. This early education depended on the perpetuation and understanding of the children towards their tribal institutions for the laws, language and values inherited from the past (KNUT, 1990:64; Sifuna, 1990; Eshiwani, 1993). Traditional African education was provided to all and was well conducted until the missionaries introduced formal education (KNUT, 1990:64). Formal education was discriminative for it advocated literacy education for Europeans and Asians while Africans received agricultural and technical practice (Fraser, 1990; KNUT, 1990). The aim of giving Africans agricultural and technical practice was to lead them to be obedient citizens to colonial authority (KNUT, 1990).

Investment in primary education is important for a government if it hopes to prosper and get quality of life in its nation. This is because nations children are its resource and it is well understood that a literate population is the key to the overall development of any nation. It only takes a few decades for children to advance and gain the ability to solve problems that face them, their families and communities. In the end this determines the prosperity and quality of life in country. According to Lockhead and Vespoor (1990), education unlocks the ability to solve problems and thus investment in children's learning is the most important contribution a nation can make to a better future. Research carried out internationally indicated that economic and social returns of investing in primary education in a minimally industrialised country like Kenya are higher than investment in higher levels of education (Abagi, 1997a; Colclough, 1986;

Psacharopoulos 1973). Experience from fast growing economies of East Asia indicates that emphasis on universal high quality primary education results in better economic efficiency and equity (Kinoshito, 1993; Woo, 19997).

The United Nations charter of 1948 states that education is a human right and an enlightened citizenry provides the pillars upon which economic development and democratic systems thrive (UN charter 1948). However, many countries in the world have not attained Universal Primary Education (UPE) up to date. The African ministers of education meeting in Addis Ababa in 1961 identified UPE as one of their long-term objectives. The key resolution from that meeting was that all African countries would strive to provide UPE by 1980. In response to that declaration, some states that had the financial and human resources introduced UPE thus democratising the right of access to education by all (Ferguson, 1999:20; UNESCO, 1974).

In Kenya, efforts were made to attain the goals of UPE in the early years of independence. The pledge though motivated mainly by internal pressures, had been influenced by UNESCO's call to all governments to consider education as a human right (Kenya African National Union (KANU) manifesto, 1963). The Kenya Education commission endorsed the pledge on UPE in 1964 (Republic of Kenya, 1964:66). 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 government declared its ultimate aim to UPE and secondary and higher education for all those with the requisite ability. But even after that, the then government was never able to implement the pledge. It was until 1973 when the government declared free education programme for standards one to four to start in January of 1974. The third National Development Plan (1974-78)

emphasised the promotion of UPE by renouncing fees from standard one to four. The need for a free and universal education was also stressed in 1977 during an assembly of World Confederation of Organisations of Teaching Profession (WCOTP) focussing on compulsory education. The Assembly declared that the youth of the world had an inherent right to participate in a free education system. Universal Education was to be made available for all children and the wealth of the world be harnessed to enable the nations to provide free compulsory education (WCOTPS Assembly, 1977:I). Declaration of UPE in 1974 witnessed the government removal of tuition fees, increased pupil enrolment and opening up of more Teachers' Training Colleges (Olembo, 1992:26; Achola, 1992:37). The Teachers training colleges were to train more teachers to meet the increased demand. In addition the government hired more untrained teachers and stopped all forms of Primary Education Levies (Olembo, 1992:27).

The implementation of UPE, however, remained a hanging issue to the government throughout the years that followed. In 1975, the government appointed a commission to look into the education objectives and policies and consequently make necessary recommendations (Republic of Kenya, 1976). The committee found out that due to the economic constraints, the implementation process of UPE was to be done in a phased manner. It further noted that there would always be hidden costs that parents could not anticipate. Poor parents would always find it difficult to meet the hidden costs during the seven years of primary education. Consequently the committee recommended the removal of fees during the full seven years of primary education. This was to be implemented as follows: remove fees in primary 5 by 1978 and in primary 6 by 1979. For a while, Kenyan children enjoyed free primary education until the mid 1980's when the cost sharing policy was introduced as part of the Structural Adjustments Programme (SAP). This grossly lowered pupil enrolment. The SAPs sponsored by World Bank in 1984 brought

demographic pressure and other policy status like educational costing and funding in developing countries focussing on sub-Sahara Africa and controlling the costs of education in Eastern Africa. Cost sharing was to be an alternative that would ease the burden on financing of primary education by the African governments. The switch to cost sharing was in line with the World Bank and UNICEF recommendations that people were to pay in part for services they received from their government (UNICEF, 1989).

In the 1986 sessional paper Number 1, the Kenya government introduced a policy on "Participant and Support" that is cost sharing. Its proposal was to increase the participant support especially for services rendered. In education, it meant the parents to be encouraged to help in meeting the cost of educating their children (Republic of Kenya, 1980). In the Sessional paper number 6 of 1988, the responsibility of the provision and maintenance of physical facilities and equipment, were placed on parents (Republic of Kenya, 1988). In the same sessional paper, paragraph 97, it was stressed that in addition to the capital development expenditure, provision of textbooks, supplementary reading material, stationary and consumable items for practical subjects were to be met by the parents (Republic of Kenya, 1988). The schools then introduced all sorts of levies ranging from building funds to motivation fees and this pushed primary education beyond the reach of many families. This encouraged exploitation of parents by school administrators. Consequently, sending a child to school became expensive for parents since majority of them were living below poverty line in a declining economy. It was more difficult for unemployed parents and those from marginalised zones to afford primary education.

The National Development Plan (1997-2001) showed a decline in enrolment of pupils in primary schools. The percentage of pupils entering standard four were 77% boys and 80% girls

while only 55% boys and 35% girls entered standard eight of the same cohort. This showed that barely 47% of the pupils who entered standard one made it to standard eight.

In 1990, the World Declaration of Education for All Conference held at Jomtien, Thailand emphasised that the basic learning needs for all can and must be met. Another conference, The World Summit for children in 1990 committed Nations to the achievement of education for all (EFA) by the year 2015. At the EFA summit, it was observed that many countries had not achieved the goal of UPE despite notable efforts spanning 42 years since the Universal Declaration of Human rights, asserting that everyone has a right to education (Abagi, 1995:135). The First thing the Kenya government did to re affirm its commitment to achieving UPE after Jomtien Conference was preparation of accounts assessment report in 1999, which spelt out strategies for attainment of UPE. The UPE goal was provided with a further impetus when in 2001 parliament enacted the children's act, which recognised education as a basic right to all children. The act re-affirmed that it is the responsibility of both parents and government to provide education to the children. Furthermore, the government of Kenya has made efforts by organising national round table talks on basic education for all in which possible strategies to equalise educational opportunities have been formulated and debated (Republic of Kenya, 1989; 1992; Kerre and Obura, 1992).

γ Despite being faced with the problem of minimal resources the government of Kenya is still committed to the aims of achieving UPE. This is shown through the introduction of FPE. Thus, it is likely that those involved in the implementation of FPE programme could be faced with problems. The headteachers may be the most affected as they are directly involved in the implementation of FPE programme. Every stakeholder in education is counting on the headteachers when it comes to the success of FPE. It is believed that if they manage the schools

efficiently and effectively then FPE programme is bound to achieve its goal. The current year (2005) was the one set for assessment of FPE hence the performance of the headteachers is now critical.

The government in its manifesto strongly supported the need for FPE and on its election, immediately gave a directive on Free Primary Schooling from standard one to eight (NARC manifesto, 2002:26). On 6th January 2003, the Minister for Education Science and Technology (MoEST) launched the FPE programme as a response to the Jomtien 1990 and the Dakar 2000 Conference to which Kenya is a signatory.

Free Primary Education (FPE) allows children of age bracket between 6 and 13 years access to Education without discrimination. Interestingly elderly people have joined FPE programme. The Government has now removed major obstacles that hinder children of school going age from accessing and completing primary education. This will benefit children from disadvantaged areas such as slums, rural areas and arid and semi arid lands "ASALs". Fees and levies for tuition in primary education have been abolished. As from January 2003 the government and development partners like Swedish International Development Agency (SIDA), British Fund for International Development (DFID), World Bank, World Food Programme (WFP), Organisation of Petroleum Exporting Countries (OPEC) and United Nations Children's Fund (UNICEF), have assisted in meeting the cost of basic teaching and learning materials, wages for critical non teaching staff and co-curricular activities. These agencies have also extended their support to the MoEST by providing funds and resources for inspection, supervision and monitoring the progress of FPE. To show further the commitment of the Kenyan government to provision of education to all its youth and interested adults, it has committed to provision of Basic Education for All (BEFA) as a recognition that the level of literacy in the

population determines the country's ability to partake in overall national development. Education is now regarded as an essential service to the people if the country is to develop a strong foundation for its autonomy. The government has also developed an economic, social and political competitiveness team (CESA Team, 1994).

1.1 Statement of the problem

The centrality of headteachers in the FPE programme places them in the middle of the challenges of FPE. Any problem in school, which affects its performance directly, becomes a challenge to the headteacher as the manager and he/she is answerable to all stakeholders of education.

There have been complains by school management committees, parents, teachers and immediate community of the public primary school about headteachers as they implement FPE policies and manage its resources in Suba East division of Migori District. The major complain has been, headteachers are mismanaging government resources of FPE and hence they are not performing their duties effectively. Some of them have failed to maintain discipline in schools and that is why the performance in schools has declined and others don't teach their lessons allotted to them. There are also those who have failed to follow guidelines for procurement procedures by government. Some headteachers have not formed school instructional materials selection committee and others are still charging levies in their school while others have poor relationship with the immediate school community. A report from AEO's office, Suba East Division (see last attachment for report) suggest that this is the case and as a result, some headteachers have been interdicted, at least one has been dismissed and some have opted to step down. It is only three years since FPE programme began and a significant number of headteachers have problems with their jobs. There is also a problem with enrolment of pupils.

Suba East division is part of Nyanza province and Nyanza Provincial Director of Education, in one of his addresses pointed out that more than 10% of pupils who enrolled in primary schools in Nyanza under the FPE programme have dropped out of school (Daily Nation, July 10th 2003).

Challenges associated with implementation of FPE are leading to some headteachers to opt to step down from their positions. Headteachers also have complained on the ground that large enrolments, inadequate and dilapidated facilities are negatively affecting teaching and learning in schools. In addition, schools committee members lack effective and efficient management skills to manage human resources and finances. To ensure that pupils get quality education, proper management of the institution via the Parents - Teachers Association (PTA) and school Board of Governors (BOG) is established.

1.2 Purpose of the study

The purpose of the study is to investigate challenges facing headteachers in implementing Free Primary Education in public primary schools in Suba East division.

1.3 Objectives

4. Evaluate the Financial management skills held by primary school headteachers in Suba East division.
5. Investigate the adequacy and quality of both teaching and learning facilities in Suba East division.
6. To find out if the financial resources and the teaching staff is adequate in public primary schools in Suba East division.
7. To analyse challenges facing headteachers in the implementation of FPE in public primary schools in Suba East division.

8. To find out if the community is playing a role in the implementation of FPE in Suba East division.
9. Investigate the impact of HIV /AIDS on learning in public primary schools in Suba East division
10. To identify gaps which require solution so as to achieve FPE by the end of the 2005 master plan date.

1.4 Research questions

- What are some of the projects or activities in your public primary schools that still require funding in Suba East division?
- What changes have been observed in the enrolment of pupils in public primary schools in Suba East division since introduction of FPE?
- What is the status of physical facilities, learning and teaching materials since the implementation of the FPE programme?
- How trained are teachers in handling pupils with special needs?
- What administrative and management skills are required by headteachers in order to effectively and efficiently man Free Primary Education?
- How motivated are primary school headteachers in managing Free Primary education?
- What are the alternatives for the inadequacies in teaching staff, teaching and learning materials and financial resources?
- How does HIV /AIDS affect learning in public primary schools in Suba East division?
- What challenges are the headteachers in Suba East division facing in the management of FPE resources?

1.5 Significance of the study

The study covers the implementation of FPE programme from 2003 to 2005 in Suba East division with special emphasis on challenges facing headteachers in Suba East division of Migori District. This District is a unique region that covers an urban area (Migori town) and remote rural areas. Findings from this region will comprise challenges from headteachers in urban and rural(remote) areas, and thus providing a balanced picture.

The findings of this study will help stakeholders in education in planning for smooth implementation of FPE programme in this region and possibly in other similar regions. In addition, the administrative and management skills which headteachers possess will assist the Ministry of Education Science and Technology in preparing a training programme for headteachers to provide skills for managing FPE resources. The report will also serve as an evaluation document or a feedback to the policy makers of education especially on the progress of implementation of FPE programme in Suba East division.

1.6 Limitations of the study

The respondents were the headteachers, their deputies, senior teachers and educational officers in Suba East Division. The selection of these respondents closed out the views of other stakeholders in education like the school management committee, parents, school sponsors, pupils, politicians and teachers. There are also many other people facing challenges in implementation of Free Primary Education but the researcher selectively focused on the headteachers of public primary schools in Suba East division.

1.7 Delimitations of the study

The study was conducted in Suba East division. This division of Migori District is a unique region that covers an urban area (Migori town) and remote rural areas. Findings from this

region comprised challenges from headteachers in urban and rural(remote) areas, and thus providing a balanced picture. Result of this study may not be applicable to any other region in Kenya. The study only covered public primary schools in Suba East leaving out private schools yet the same challenges could be faced by headteachers in the left out schools.

1.8 Basic assumption

- Free Primary Education has already been implemented in every public primary school in Suba East division from class one to eight.

1.9 Definition of significant terms

- Accessibility:** Refers to means or right of using, entering, reaching, and obtaining something. Students need easy access to education.
- Administration:** It is formalised system that intends to control, supervise, plan, and make decisions about various activities of an organization on the basis of established authority.
- Budget:** Refers to all that goes on in the enterprise in the form of fiscal planning, accounting and control.
- Basic education:** Refers to education offered to equip the learners with general skills that could enable them survive on leaving school at any level.
- Cohort:** Refers to the group of students as they are traced from one class through the subsequent classes to the terminal year of the cycle.
- Co-ordinating:** Refers to the overall important job of interrelating the various parts of the work. It ensures all units and sub-units are working in unison towards the common objectives of the enterprise

- Domestic labour:** Refers to any activity or work that is performed at home or school, which requires one to use skills acquired at home.
- Dropout:** Refers to any student who leaves primary school without completing the requirements for primary school education
- Education:** This is the total process of developing human ability and behaviour. It is therefore an organised and sustained instruction designed to communicate a combination of knowledge, skills and understanding valuable for all the activities of life. It is also said to be a social process, in which one achieves social competence and individual growth, carried on in a selected and controlled institutionalised setting.
- Enrolment:** The number of pupils who register as members of different grades at the beginning of the year
- Financial**
- Management:** It is concern with the cost of education: Sources of income to meet the costs and the spending of the income in an objective manner in order to achieve the educational objective.
- Headteacher:** Primary school administrator and manager or executive, male or female with overall responsibility over a school
- Free Primary**
- Education:** An education that involves no financial burden to the parents of the pupils. This means no fees or levies charged there should be no hidden costs to hinder any pupils from benefiting.

Equity	Equity is a free and reasonable conformity to accepted standards of natural right, law and justice without prejudice, favouritism or fraud and without vigour entailing under hardship
Literate:	Refers to a person who can both read and write a simple statement with understanding.
Management:	It is the process of designing, developing, and effecting organisational objectives and resources so as to achieve the predetermined organisational goals
Planning:	Refers to working, out in broad outline, the things that need to be done and the methods for doing them to accomplish the purpose set for the enterprise
Organising:	Refers to establishment of a formal structure of authority through which work subdivisions are arranged, defined and co-ordinated for defined objectives
Policies:	Policies refer to specific guidelines to action; methods, procedures, rules, forms and administrative practices established to and encourage work towards stated goals in an organisation.
Primary Education:	This refers to the first eight years of formal learning in primary school preceding secondary education
Repetition:	Refers to the case where a student spends one or more years covering the same educational material. This is see as educational waste.

- Special needs:** These are children with different characteristics compared to those in the cohort. Such as overage, physically handicapped mentally handicapped, drug users, the slow learners and the gifted.
- School Finances:** These are all the monies the school gets for development and recurrent expenditures.
- Estimates:** These are careful written documents showing details of expected expenditure of a school for a given year. The estimates show items, which come under development and recurrent expenditure.

1.10 Organisation of the study

This study is organised into five chapters. Chapter one consists of background of the problem, the statement of the problem, purpose of the study, objectives, research questions, significance of the study, limitations and delimitation of the study, basic assumption, definition of operational terms and organisation of the study. Chapter two is comprised of the literature review. Its divided into the following parts: Introduction, FPE policy in Kenya, implementation of FPE from 2003, management and administration of schools, roles/duties/responsibilities of headteachers in primary schools in Kenya, the role of the headteachers in supervision of primary education, funding of FPE in Kenya, management of school finance and implementation of FPE, enrolment of FPE, integration of special education in FPE programme, hindrances of FPE implementation in Kenya, availability and adequacy of physical facilities and learning materials in schools, role of community in FPE programme, staff adequacy and preparedness in schools, wastage: repetition and drop outs in schools, HIV-AIDS scourge in schools and efforts to remedy the problematic areas in the implementation of FPE.

Chapter three describes the research methodology. It includes the following parts: Introduction, location of the research site, research design, target population, sampling procedures and sample size, validity of the instruments, reliability of the instruments and collection procedure. Chapter four presents data analysis and discussions of the research findings while chapter five provides the summary of the findings, conclusions and recommendations.

CHAPTER TWO

LITERATURE REVIEW

2.0 Introduction

Literature review involves the systematic identification, location, location and analysis of documents containing information related to the research problem being investigated (Mugenda M. O. and Mugenda G.A.1999: 29). The areas covered in the literature review are: History of FPE in Kenya, implementation of FPE from 2003, management and administration of schools, roles /duties/responsibilities of headteachers in primary schools in Kenya, the role of the headteacher in supervision of primary education, management challenges faced by headteachers in their roles to schools, funding of FPE in Kenya, management of school finances and implementation of FPE, enrolment of FPE, integration of special education in FPE programme, hindrances of FPE implementation in Kenya, availability and adequacy of physical facilities and teaching/learning materials in schools, role of community in FPE programme, staff adequacy and preparedness in schools, wastage: repetition and drop out in schools HIV-AIDS scourge in our schools and efforts to remedy the problematic areas in the implementation of FPE.

2.1 History of Free Primary Education Policy in Kenya.

Free Primary Education is that education which shifts the burden of fees from the parents to the community as a whole. It is intended to allow all children to access education without discrimination (Ominde commission, 1964 part 2). Free Primary Education initiation recognises education as a human right, which should be provided by governments to their citizens.

The main aim of FPE in Kenya which was an overall policy goal for primary education was to act as a transition to achieving Universal Primary Education (UPE) by the year 2005 and Education For All by the year 2015 (Republic of Kenya, 2003:5)

This goal has partly been achieved through the implementation of Free Primary Education. The achievement of UPE will include improvements in enrolment, access, participation and quality indicators. The attainment of UPE is a pathway to attainment of Education for All (EFA) by 2015.

Free Primary Education (FPE) is not a new programme in Kenya. Increasing access to basic education has been a stated goal of the government since independence. In the first Kenya African National Union (KANU) manifesto of 1963, the party promised to offer seven years of Free Primary Education and restated as much in 1965 in the sessional paper No. 10. However, its implementation was not to be a reality, as the government got preoccupied with higher education, and this, despite the resolutions of the 1961 Addis Ababa Conference which had committed African countries to achieving Universal Primary Education (UPE) by 1980 (Raju, 1973).

Not much therefore happened in implementing the free primary education policy, and it was not until 1971 when tuition fees for ASAL districts was abolished through a presidential decree. Two years later, and perhaps having experimented with free education in the ASALs, the president issued a second decree in 1973, this time abolishing tuition fees for pupils in classes one to four throughout the country.

When a new president took over the reins of power in 1978, fees were abolished in primary schools in all classes and for all public schools in the country. This measure was followed a year later in 1979 with the introduction of free school milk, also following a presidential decree. The decrees altogether resulted into significant enrolment in primary education, taking the country much closer to achieving universal primary education. It was estimated that following the 1973 presidential decree, enrolment in primary school increased by

over one million (Eshiwani, 1993; Muhoro, 1975) while the 1978 and 1979 presidential decrees resulted into an increase in enrolment by 23.4% from 2.9 million to 3.7 million children (Yildiz, 2000). To achieve the above aim, the increase of accessibility to basic education was vital. The government had a responsibility to bring the 3 million children who were not in the school back to the system.

Access, enrolment equity and retention were emphasised in the initiation of Free Primary Education. In education, equity is generally discussed in terms of equal educational opportunities which in itself is a complex and sometimes confusing educational goal. Here stakeholders in education should create situations in which all pupils enjoy equal chances to maximise their educational potentials. To realise this in practice it would be necessary to ensure that the Education System is free from discriminatory practices, which reduce the chance of educational success, and to provide all pupils with similar Education resources. The government of Kenya has worked hard to ensure that every child gets something out of the resources available for learning as budget for every school was centred a round each child.

Last but not least, the other aim of free primary education was to ensure that there is retention of the enrolment in schools. This means that the children are enrolled and they have to remain in school until they complete standard eight (no dropout or wastage).

The UN charter states in part that, every child has a right to education. In the declaration of human rights article 28 of 1979, education should be at least free in the elementary and fundamental stage. Gastro (1990) agree to this by noting that the child is entitled to receive education, which shall be free and compulsory at least at the elementary stages. He shall be given an education, which will promote his general culture and enable him on the basis of equal

judgement on his sense of moral and social responsibility and to become a useful member of the society.

In 1990 the world conference on Education For All (EFA) was held in Jomtien, Thailand and in 2000 after ten years, they met in Dakar, Senegal as a follow up to the Jomtien meeting. The recommendations of these two meetings considered the attainment of UPE as a development strategy and a literate population as key to the overall development of any Nation (Republic of Kenya, 2003). In January 2003, the government of Kenya once again declared Free Primary Education.

People view Free Primary as a government responsibility but it is a joint responsibility. Every stakeholder has a role to play in its implementation. The parents are still required to meet the cost of examination fees for class eight, provide school uniforms, provide meals and to provide transport to and from school

2.2 Implementation of FPE from 2003.

Of all interventions aimed at improving basic education in Kenya, the boldest so far was the launching of the FPE in January 2003. This was the landmark policy decision by the new government. This programme was started without feasibility studies and piloting that academicians and theorists would prefer, for these have the tendency of delaying and discouraging the people from implementing a good concept (Daily Nation 10th Dec. 2004:11).

The NARC party, in its manifesto committed itself to provide FPE. It pledged to offer free primary education in the country and abolished the charging of school levies by primary schools. The enthusiasm with which the stakeholders met it particularly parents who embraced it most was self evident that it was overdue programme. The overwhelming enrolments across the country indicated that many children had been locked out of the school because of levies. This

n potential and subsequent contribution to the development of the
y schools have been provided with the funds to purchase teaching and
overnment now claims that as a result of this policy intervention, 1.3
out of school have been enrolled in public primary schools.

ginning, the Ministry took an inclusive and participatory approach to
ss of FPE. In implementation of FPE, a stakeholder's forum was held
constitution of a task force headed by Dr. Eddah Gachukia. Her task
of various partners in effecting free education but the role of building
y define and it is currently causing problems.

rriculum support materials, human resource requirements, information
ilities requirements for provision of education for the disadvantaged
ement for implementation of FPE.

ted the guidelines for implementation of FPE. In these guidelines of
e primary school are expected to enrol all children of school going age
for children from various backgrounds including children with special
o have been exposed to drugs or have emotional stress need to be
nto regular schools while overage children who show up should be
y establishing one class to serve overage children of a particular age or
ecessary. Double shifts should be encouraged for schools, which have
they have capacity to handle. Everything should be done to keep all
epublic of Kenya, 2003:4).

ed that, FPE does not require parents and communities to build more
ges the communities to improve, refurbish and use existing facilities

such as community and religious buildings as classes. Where absolutely necessary and possible they should use locally available materials. However FPE does not stop community in initiatives to maintain certain facilities and services from pupils such as lunches, swimming lesson, bus and transport and boarding facilities. This should however be discussed and agreed by the parents. The ministry of Education approval through the district education board is required before any changes can be made (Republic of Kenya, 2003). This particular guideline was not well understood by some stakeholders in Education. In an article in (Daily Nation 10th Dec. 2004:11), the president clarified his call to parents to fund new classrooms. He began by stating that it is important to note that historically, education and training provision in Kenya has been through partnership and collaboration between the government, development partners, households, communities, civil society organisations and the private sector. He further warned that no child should be denied access to education because the parent or guardian cannot afford to pay for such facilities. This policy puts headteachers in a dilemma as they can not implement in their school for parents would not bother about the demands made from school.

In this policy parents were still required to meet the cost of examination fees for class eight, provide transport to and from school, provide meals, provide boarding facilities as well as health care for the children. The government responsibility will be to continue to supplement the parents effort in managing low cost schools and feeding programmes in ASALs areas (UNESCO, 2003).

2.3 Management and administration of schools.

According to Education Act, every primary school maintained by a local authority is to be managed by that local authority (Republic of Kenya, Education Act chapter 211:7). It further states that for every primary school maintained and managed by a 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.

The local authority has prescribed the number and manner in which to appoint the members of the committee. The numbers of the school management committee (SMC) shall include persons to represent the local authority, the community served by the school and a sponsor if the school is sponsored. In educational management, all the members of school committee have well defined roles and the headteacher is the executive secretary.

Okumbe (1999: 4) defines educational management as the process of designing, developing, and effecting educational objectives and resources so as to achieve the predetermined educational goals. In the above definition, the educational manager is both a policy maker and a policy executor. He also looks at educational administration as the process of acquiring and allocating resources for the achievement of predetermined educational goals. It is clear that educational administration is part of educational management but administrators only play a part of the policy executor.

It has been observed (Maranga, 1992:13-19) that in an institution, an educational manager has many functions to perform in order to keep the system co-ordinated. The various sections of the institution requires a manager who posses relevant skills attained through formal training which can be further can be accompanied by experience gained in service. The government views the provision of FPE as a way of reducing poverty and its implementation as a responsibility of everyone. He further notes from the World Bank report (1990) that educational status in Africa intimated that despite two decades of investment in education, management capacity remained inefficiently developed (Maranga1992: 38).

It was agreed on in the world conference on Education For All in Jomtien, Thailand in 1990, education ministries, international agencies and NGOs that action plans needs to be set to improve the capacity and performance in schools. The plans recognised that the school headteacher carries the prime responsibility for creating an effective educational environment. Without necessary skills most head teachers will be overwhelmed by the task (UNESCO, 2002).

2.4 Roles /Duties/Responsibilities of headteachers in primary schools in Kenya

The chief executive of a school is the headteacher. The success of any school depends on how effective the headmaster is as an administrator (Mbiti, 1974:48). In Kenya, there is no formal training for one to be a head teacher in primary school for any teacher can just be picked to become one. Therefore it is advisable for the student teacher to formalise himself /herself with some ideas which are related to the work of a head teacher so that he can be reasonably well equipped with the basic knowledge needed for the job. When a teacher is picked in a position of a headteacher, he or she finds himself or herself in a different world altogether with new responsibilities, new commitments, and new problems and in most cases, less free time. The situation has worsened with the Free Primary Education and the above feeling even extends to the old headmasters.

The headmaster has to make sure that the school goals are realised and this calls for her/him to examine his basic attitude towards work, towards his /her colleagues and towards the community he/she serves. Success can only be realised through teamwork of his/her staff and the community. He/she must realise that his /her major task is to make the schools purpose clear to everyone; to see that the necessary equipment and monetary resources are available for school use, and to motivate his/her staff, the pupils, and parents to produce a lively school spirit as well as excellence in work performance. Free primary requires that headmasters keep everything up-

to-date and self-discipline but it is a mark of a sense of responsibility (Mbiti1974: 59). A headmaster who is an expert administrator should expect no indiscipline or strike in his school.

According to Bennaars (1994:257-264), the head teacher has the following roles to carry out responsibility to the employer; concern to the pupils, relations with members of staff, concern to the community, concern to the parents and administrative procedures to carry at the school level. As an administrator, he/she has to ensure at the beginning of a term that the school buildings, stores and equipment are in good condition. He also has to make sure that new materials are brought to school before students arrive. If the head teacher plans well for the school at the beginning of the term there will never be sluggish behaviour among the staff members that could lead to massive absenteeism in school.

Headteachers are expected to orient the new members on the staff. The new members come in schools because of frequent transfers and some are newly posted from teachers' service commission (TSC). Transfers have been common in the implementation of FPE because the government was not allowed to employ more teachers to meet the increased enrolment. Therefore the policy of balancing teachers came about to help the schools which were understaffed.

It is also the responsibility of head teachers to call for staff meetings as administrators. He or she decides when there must be a school assembly and this is a forum for making official announcements. As an administrator, the head teacher should ensure that the master timetable is made before the beginning of the term. He/she should delegate the responsibility of preparing the final draft of the master timetable to a senior member of the staff. In addition to the above, it is the responsibility of the head teacher to delegate duties to members of staff.

Last but not least, the head teacher is responsible for all school finances. Bennaars (1994:263) defines school finances as all monies the school get for development and recurrent expenditures. It is the responsibility of the head teacher to know how monies are obtained estimated and expended. Estimates are the hardest to be prepared. Therefore head teachers are advised to work closely with members of the school committee to prepare the final draft of school estimates. The head teacher may consult members of staff on estimates where it is necessary.

According to Olembo (1992:165), indicates another role of the head teacher is to manage and control finances. As a financial controller the head master must ensure proper budgeting and accounting is done with the help of the school bursar and accountants clerk. He is accountable for all the expenditure and must ensure that books of accounts are audited professionally. It is also his role to approve of and purchase equipment and stores in good time so as to avoid conflicts with staff and students. This is the most sensitive role/ duty of the headteacher since he must be conversant with accounting instructions and follow them strictly.

2.5 The role of the headteacher in supervision of primary Education.

Alex Dadey and Clive Harber (September 1991) acknowledges headteachers are at the rearing end of new implementation of circular and other innovations, sometimes with little or no consultation, at short notice and with inadequate resources. The commonwealth secretariat (2000) points out that the ultimate role involves changing of behaviours and attitude of each pupil.

Ozigi (1977:6-7), indicates the operational area of school administration as being loosely classified as follows: Curriculum development and programme of instructions, pupil personnel, staff personnel, School –community relations, equipment and physical facilities and finances,

He points out further that since a school is a complex organisation, authority and responsibility will have to be delegated, the school head cannot possibly do everything alone. Yet it will often be necessary for officers to whom responsibility is delegated to report directly to the administrative head.

Olembo (1992:155) explain the role of the headmaster as an instructional leader, supervisor and inspector. In this role, he is expected to possess supervisor knowledge about curriculum and instruction and to provide expert leadership in all areas of the school programme. They further point out the activities of instructional leadership as: improving teaching and learning, developing supervisory strategies executing strategies for improvement, maintaining the school system, improving curriculum and library material, evaluating pupil's progress and time tabling.

The commonwealth secretariat (2000) further clarifies supervisor as involving doing the job itself and showing others how to do it and checking that the job is well done. An effective supervisor explains what is to be done how it should be done, who is expected to do it and the consequences of a good job done.

2.6 Management challenges faced by headteachers in their roles in schools

According to Olembo (1988:221-222), there are three types of constraints that affect the role of headmasters in schools. These constrains are personal, intra organisational or extra organisational to the headmaster.

The ultra - organisational constraints include such factors as the structure of physical facilities in the school, the time available for performing the school tasks, communications patterns within the school, the nature of the job to be done, and the nature of staff and students within the school.

The extra - organisational constraints in school include political, legal, traditional and economical constraints. These constraints do affect the availability of human, material and financial resources in schools. World Bank (1988:45-46), acknowledges that problem of inadequate supplies of books and materials exists at all levels of education but it is particularly acute at the primary level. Dilapidated buildings, missing and broken desks and chairs and a lack of good ventilation and sanitation facilities are complain in African schools especially in the rural areas world Bank (1988:42-43). In a study carried out by Nduru (1993), the researcher found that most schools in Imenti Division in Meru District, Kenya lacked adequate resources. Textbooks available were shared among a number of pupils. Supplementary reading materials were absent in most schools. Some schools lacked enough classrooms, desks and chairs hence it led to overcrowding: 4 -5 pupils sat on a desk meant for two. Most schools didn't have electricity or telephone. 31.8% indicated they did not have toilets.

Headteachers face several challenges when administering public primary schools and one of the administrative problems a young headteacher faces is the keeping of school records (Bennaars1994: 266). There are more records to be made and keep with the implementation of FPE. This role makes the work of headteachers in public primary schools to be very difficult. In addition to those roles, they still have to teach a reasonable number of lessons and attend to others meetings from time to time.

Owuor (1987) revealed that shortage of teaching staff in some schools was another administrative problem. In a separate study, Sifuna (1983:33-34), found that there was uneven distribution of qualified teachers between the main urban centres and rural districts. A study carried out by Inyenya (1997) found that many of the sampled schools had inadequate land for expansion, which make it hard for the schools to handle increase enrolment

Odali (1984:24) observed that unless a headteacher knows his or her budget, and how to collect money for the improvement of physical facilities and proper Keeping of school records, he or she would basically find himself in problems. The primary school headteacher play a role in co-ordinating parents associations to raise funds for schools development and to assist them in estimating the cost of putting up school facilities. This area can be problematic to headteachers. According to UNESCO (1965), financing primary schools facilities in Kenya was largely done by the communities in which the schools are located and therefore the communities contributed labour and materials in providing temporary building. The Daily Nation (October 24, 1991:7) quoted the DC for Bungoma District as having said that most primary schools in Bungoma lacked adequate physical facilities to the extent that some of the pupils were still learning under harsh conditions.

It had earlier been noted during the implementation of SPRED (Strengthening of Primary Education Project) that there was an increasing need for all headteachers to be trained in management skills, which would support them in performance of their work (Republic of Kenya, 1999). In 1996, a Primary school management project (PRISM) was initiated to provide primary school headteachers with school management skills to help improve quality of primary education.

The 1992 education sector adjustment credit (EdSAc) report on highlighting the duties and needs of headteachers noted that the headteachers together with their committees or boards are responsible for the income and expenditure of all funds, the appointment of non teaching staff provision and maintenance of school buildings and equipment and general school welfare. Yet few headteachers had been prepared with this kind of management skills needed to effectively perform these tasks (Republic of Kenya, 1999).

A headteachers' seminar held in South Africa in December 2000 on challenges facing education institutions pointed out that lack of analytical concepts among headteachers, in developing countries was a factor leading to declining education standards in the African continent. In Africa schools have become complex organisations mainly because of diversified curriculum reforms. Such challenges should be met with training strategies for headteachers who are in the frontline in the implementation of these changes (Iravo, 2002)

Kent (1989) looked at training of educational managers as indispensable ineffective and efficient running of schools. He asserted that third world countries needed to consider the wisdom of continuing to appoint school administrators on the basis of expertise in teaching and not in administration. He further noted that if excellence was an overriding aim in education, then educational managers should be trained.

The smooth and effective implementation of FPE programme demands the context of a comprehensive policy framework which needs to encourage and accelerate decentralizations in the management of primary education with clear delineation of responsibilities between MOEST, parents, communities, religious organisations, local authorities and civil society (Republic of Kenya, 2003).

2.7 Funding of FPE in Kenya

The key source of funding for the FPE is the government, which has political will to carry out this responsibility. This government works with other development partners who have donated and others have pledged to support this programme. They include World Bank, British Funds for International Development (DIFID), Swedish International Agency (SIDA), World Bank Food Programme (WFP), Organisation of Petroleum Exporting Countries (OPEC), and (UNICEF). It was estimated that the new programme will cost \$ 97.1 million (approximately

Ksh.7 billion) through June 2003 and another \$ 137.1 million (approximately Ksh. 10.1 billion) for the 2003-2004 school year if 1.6 billion out of school children are to be put in class (East African Standard, Saturday, May 10th, 2003: 18).

The first money to spend on implementation of FPE programme from 2003 was Ksh. 9 billion raised by the government of which Ksh. 5 billion was from the donors. For the government to provide quality education, it required Ksh 5 billion annually to buy chalk, duster, books, and desks and games equipment. In an effort to acquire this amount, (Daily Nation, February 28th 2003) reported that a charity fund for FPE would be set up to help the government. The fund allowed people, companies and NGOs to contribute to the new schooling effort. An account was to be opened at the central bank. United Nations Educational Children's Fund (UNICEF) responded with a token of Ksh. 193 million to support free education pledge, others included the Organisation of Petroleum Exporting Countries (OPEC) which had given Kenya a soft Loan of \$15 million or Ksh. 1.17 billion for those years (The Daily Nation, Friday, January 24, 2003:1). It was later reported that the world Bank honoured its promise and gave Ksh. 3.75 billion grant to help the country achieve its goal of UPE by 2015 (The East African Standard, Saturday, May 10th: 18; Daily Nation of Wednesday, April 30th, 2003).

The government so far has released Ksh. 19.7 billion to 18,000 public primary schools in the country since the implementation of free primary education programme in 2003. The first allotment ensured that each child received Ksh.1020 in every public primary school. The second allotment was released in December 2004 and was Ksh. 2.5 billion to cater for purchase of teaching and learning materials for 18,000 public primary schools. The third allotment was Ksh. 1.3 billion and the recent allotment was 2.3 billion.

The donor community also received the free primary education policy with a lot of enthusiasm. The World Bank gave a grant of 3.7 billion in June; the British government had earlier given a grant of 1.6 billion to boost the programme. Others are oil and Petroleum exporting countries (OPEC) 1.2 billion, government of Sweden 430 million and UNICEF 250million (Daily Nation, July 10th 2005:5)

Table 1: Financial support on Free Primary Education.

Contributing Agency	2002/2003 FY/Billion	2003/2004 FY (Billion)
GoK/World Bank	5.4	9.0
DFID/SIDA	2.6	0.809
WFP (Feeding Program)	-	1.056
OPEC	-	0.753
UNICEF	0.117	-
TOTAL	8.117	11.63

Source: Ministry of Education Science and Technology: Minister for Education speech at the workshop: To Review Progress on Implementation of Free Primary Education KIA, Nairobi. 28th – 30th July, 2003:11

2.8 Management of school finance and implementation of FPE

One of the challenges of government is funding the education sector that has been expanding each year with increase in population; enrolments are bound to expand. This means the government has to keep sourcing for additional funds to meet the growing education budget. During the 2001/2002 financial year, the government allocated Ksh. 56 billion to education.

3.3% increase from the previous year's budget of Ksh. 49 billion. Out of this personnel emoluments consumes 83% leaving only 17% for programmes (Kenya-UNESCO report, 2003).

The above funds are supposed to trickle down to the school level where the actual implementation of the FPE programme is taking place. Considering the colossal sums of money that the government and other stakeholders are investing in education, it will only be prudent to have sound financial management principles at the school level. As Glatter puts it, emphasis should be placed on the needs for schools to be more accountable to the taxpayers and be responsible for their own internal efficiency and efficiency (Glatter, 1989).

Financial management in education is concerned with the cost of education; sources of income to meet the costs and the spending of income in an objective manner in order to achieve the educational objective (Okumbe, 1998:196). The responsibility of collecting and accounting for the money in the schools lies with the school committee. The headteacher as the secretary to the committee is the chief accounting officer of the school (Republic of Kenya, 1999). This is further collaborated by Olembo (1992) when he says that the school committee should be conversant with principles governing sound management of finances and their legal implications, The Education Act cap 242 of the laws of Kenya outlines in part that good record keeping and inventories should show how all physical resources in the possession of the school are acquired, utilised, registered, maintained and expended. Without these records the headteachers will not provide any documentary proof of any transaction relating to management of school resources (Republic of Kenya, 1980 Revised)

The headteacher as a financial manager is concerned with the three main processes of financial management: budgeting, accounting and auditing. A budget is a carefully outlined plan for financing desired activities of a school. The headteacher as the head person in planning and

directing school activities must be active in determining, mobilising and acquiring financial resources.

Accounting provides a means for head teachers to monitor, supervise and control the school funds in close liaison with the school treasurer. Financial accounting system should provide a complete history of all the transactions to the school committee and should provide information necessary for the management operation of the school. Effective accounting procedures call for the headteacher to keep safely various books of accounts such as receipt books, payment vouchers, cash books, log books, formal ledgers, monthly statements and cash analysis (Republic of Kenya, 1999:46)

Auditing is an important final stage of managing school finances. Books of Accounts should be presented to auditors at the end of every financial year. However members of the school committee should conduct internal auditing. The audited report is useful in establishing the financial standing of the school, credibility of accounting records and helps to detect errors and prevent their future occurrence (Olembo, 1992).

The framed implications that accompany the implementation of the FPE programme pose a new challenge to the headteachers. The government implemented the plan without carrying out a cost analysis to determine how much each child needs. The decision towards Ksh.1020 per child was therefore arbitrary. It disregarded previous estimations by Mithar (1995) and Abagi (1997) on the actual unit cost of free primary education. It does not also compensate schools, which charged more than that to meet their operation expenses (UNESCO, 2003).

To receive the funds for the implementation of FPE the schools were required to open two bank accounts, the school instructional material Account (SIMBA) and the general purpose Account. The parents are supposed to be involved in the monitoring the use of the Ksh. 1020 a

primary pupil by the government (Republic of Kenya, 2003). In some cases however the government took a long-time to disburse the funds to some primary schools.

It was also noted that headteachers previously used to a system of fixing charges which seemed determined to stifle the implementation of the new programme. Although the intention was clear, many schools had capitalised in the government's inability to channel enough funds to schools to charge money for learning materials (Daily Nation, 19th February 2003). The teachers service Commission (TSC) secretary on commenting on financial misappropriation in schools, warned that the government would not tolerate any mismanagement of public funds and that the headteachers must put the free primary education to good use or loose their jobs (Daily Nation, 19th October 2003)

Financial management in school is a management skill just like in any other organisation. It can be enhanced constantly through training. New technologies the world even has impact on management methods in organisations and the managers need to keep a breast with them through training. Leaders may born but managers are made.

Enrolment of FPE

Enrolment (Mbugua, 1987:24; Kaime, 1991:1; Ondimu 1991:2), indicate that population growth in Kenya had contributed to the increasing enrolment rate in primary schools. Schools have to expand year after year in order to cope with the large number of new pupils. The expansion of primary Education in Kenya for standard one to eight by 19780 had also led to more primary schools and as a result of this, there has been a high expenditure in the construction of new primary schools and as a result of this, there is the construction of new school buildings (Odali, 1984:1-8). Inyenya, (1997:2), also indicated this in his study on administrative constraints in the 8-4-4 Education System.

The government policy on Free Primary Education 2003 and its intervention measures saw a positive impact on enrolments for both boys and girls. An extra 1.3 million children have so far registered increasing enrolments from 5.9 millions in 2002 to 7.2 millions in public primary schools. Currently, the enrolment has dropped again from 7.2 million to 6.9 millions (Daily Nation, 10th December 2004:11 and 25th March 2005:4).

The impact of FPE on enrolment was remarkable in every province in 2003. Nairobi province recorded the highest increase of 42%, North Eastern 22%, Coast 20%, Nyanza 16%, Western 13%, Eastern 9%, Rift Valley 8% and Central 7%. The report on Gross Enrolment Rates (GER) revealed the following details: In 2003 GER increased to 104% as compared to 93% in 1999, the highest GER was recorded in Nyanza, 120% and Western 119% and the least GER was in North Eastern province with 25% followed by Nairobi, 62% (MoEST, 2003). Figure 1 gives the summary of the GER from 1999 to 2003.

In Daily Nation (10th Dec. 2004:11), it is clearly indicated that in 2002, 3 million eligible children were out of school because they could not afford the levies. With the declaration of FPE by the current government, new schools enrolment increased by 20 % to 1.2 million pupils within one week (East African Standard, Saturday, May 10th, 2003:18). FPE had been largely revised with 7.5 million of the 9.2 million schools' age children in class.

The worst hit was Olympic primary school in Kibera which enrolled an additional 450 pupils in class one, two and three above its capacity of 1,700 pupils (The Daily Nation Wednesday, January 15th, 2003:2). The large turnout of children when schools reopened in the year (2003) was an indication that a majority of schools age children were denied education due to unnecessary levies. Kenya had about 1.2 million children orphaned by AIDS who could not be in school.

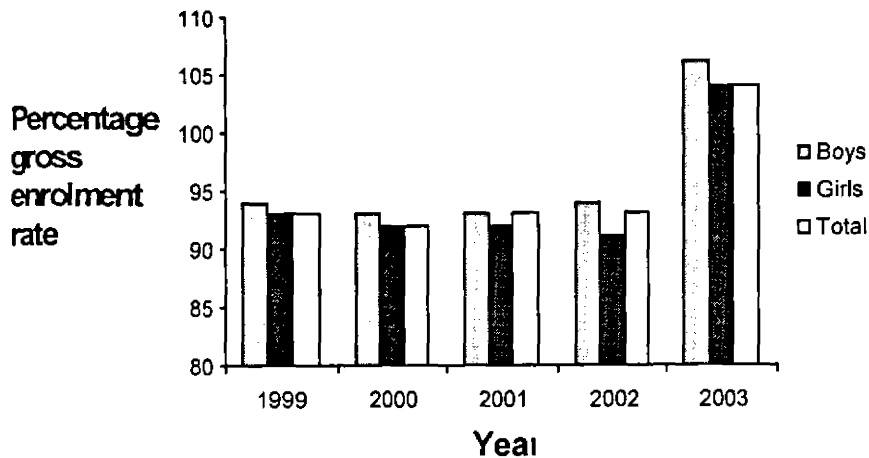
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Figure 1. The Gross Enrolment Ratio, 1999-2003



Source: Ministry of Education Science and Technology: Hon. Prof. Saitoti's, speech at the workshop: To Review Progress on Implementation of Free Primary Education KIA, Nairobi. 28th – 30th July, 2003:5

2.10 Hindrances of FPE Implementation in Kenya

The success of FPE has been hampered by among others a severe shortage of teachers which could have negative effects on the quality of education received by the learners and that preliminary projections indicate that the quality of Education is expected to fall further because of high pupil enrolment and an acute shortage of teachers in most parts of the country.

The other problem bedevilling the FPE is the high enrolment level. The average primary school gross enrolment rose to 103.75% in the ASALs. Again there are reports that show that

there is an emerging drop out which is largely attributed to household economic situation. Children who are not well fed are unlucky to concentrate in class work if they ever manage to go to school. The hard hit areas are schools in North Easter province, Turkana and Baringo districts. It has also been noted that a number of schools lack physical facilities, space and other utilities such as toilets.

Although many children have enrolled since the programme was launched in Kenya, a big number are still out, who need to be identified and included in the system. More than 1.5 million children are still out of school because of the indirect costs; uniform, shoes, and for girls personnel effects such as underclothing and sanitary towels. Opportunity cost both to the household and individual because of poverty, children are used to supplement family income. AIDS orphans and children with very sick parents take care of younger siblings (Daily Nation, Monday February 24, 2003:19 and Thursday, February 13, 2003:11).

2.11 Availability and adequacy of physical facilities and teaching/learning materials in schools

The appearance of the school plant as well as the school compound is very important source of inspiration and motivation to members of the school, the community and the stakeholders (Okumbe, 1998). Physical resources owned by the school include school land, buildings, equipment, furniture, vehicles and their spares, animals, garden produce, books and other teaching learning materials and stationary. Actually, an important aspect of school attendance is the provision of suitable and adequate facilities and resources. Limited or lack of physical facilities has been cited as a determinant of school dropout.

From studies carried out by World Bank (1988), some schools were found to have dilapidated buildings, missing or broken desks and chairs lacked good ventilation and sanitation

facilities especially after maturation when they need privacy. Provisions of separate lavatory and toilet facilities for girls have been observed to have inadequate sanitary facilities (Inter-Agency Commission 1990:51) A recent report by the Rockefeller Foundations stresses that lack of suitable toilets and water for washing and drinking is a major factor in low attendance rate (Republic of Kenya, 2002:18).

The headteacher should set up and follow proper management and administrative procedures so that all physical resources in the possession of the school can be utilised properly maintained regularly and disposed lawfully (Republic of Kenya, 2001).

The educational manager should be conversant with the statutory requirement within the current law, which impact on education. This include the Public Health Act cap 242, the Children's Act 2001 and the education Act cap 212 which stipulates that the schools are registered as expected and that the school land should have title deeds. A study by Omer (1996) discovered that headteachers who had not undergone inservice training were in need of further training in maintenance and repair of school plant and equipment than those who had been in serviced were.

Crowdedness within rooms is another factor that affects learning and consequently implementation of the new programme. Nguru (1986) cites that if children are crowded in their sitting position, they find it difficult to write. Teachers also find it difficult to move round a crowded class. Inability to move within a class means that the teacher cannot help a needy child or mark the pupils work as they continue working. Maengwe (1985) concurs and add that, when the class is large the teachers tend to use lecture method dominating the situation and reducing contact with pupils.

Fordham (2002:29) notes that learning materials are key ingredients for learning. They include textbooks, equipment, furniture, library facilities and student writing materials. They organise the presentation of information, provide children with opportunity to use what they have learned and in case of tests and quizzes-help teachers assess pupils learning. World Bank (1988) observes that lack of these resources has affected the quality of primary education, which is the only formal education that some children hope to receive.

The implementation of FPE programme has been partly hampered by lack of facilities. The minister for education mentioned that the situation is made worse by the parent apathy of communities and parents who believe that due to the implementation of FPE the government should provide these facilities (MoEST, 2003).

In the Master Plan on Education and Training (1997-2010), it has noted that physical facilities have bearing on quantity and quality of Education. The minister for education acknowledged in a report that classrooms are one of the inadequate facilities in schools. He said that with increase enrolments of 1.3 million indicates we require 32,500 extra classrooms for them. This is in addition to the sanitation facilities that are required. Recently inspection report confirmed that most of the existing physical facilities are in very poor conditions and need rehabilitation. More space and furniture are necessary if enrolments are raised. Moreover a certain minimum classroom space per pupil and other requirements such as furniture, toilet facilities and recreation grounds are pre requisite for quality education (Republic of Kenya, 1999).

Although textbooks are being provided under the government's policy of FPE, the ratio of 1:3 in the lower primary and 1: 2 in upper primary, the provision is currently inadequate. Teacher guides and other teaching materials are provided but supplementary reading materials

are not provided under the FPE (Republic of Kenya, 2003 (c): 16). There are clear guidelines on purchase of school instructional materials. Headteachers have been asked to form school instructional material selection committee (SIMSC) and their roles and responsibilities are outlined. The MoEST has also made purchasing priorities for each instalment of funds released to the headteachers (MoEST, 2003). According to (Inter-Agency Commission, 1990:51), instructional materials cannot be effective unless they reach classroom; they cannot promote equitable learning opportunities unless they reach all classrooms.

2.12 Role of Community in FPE programme.

A school is part the community in which it is situated. The members of the community in general and the parents in particular have an interest in the school because it provides education for their children. Halliday (1975) notes that the headteacher has a role to play in ensuring that good relations are established among the school, the community and the education authorities.

The task area of school community relations has the dual purpose of obtaining and maintaining community support for school programmes and of ensuring that the community is fully involved in the activities of the school. School community relations should take the form of planned public relations activity (Okumbe, 1998). The Ominde report of 1964 reported that during visits to schools, they found in most cases unsatisfactory state of relationships between teachers and parents. Parents criticised teachers because they did not know what they were doing and the teachers criticised the parents for neglecting the best interests of their children. So some teachers and parents were at cross – purpose when in fact they should be working together (Republic of Kenya, 1964:64).

The notion that the facilities of schools should be more available to all the members on the community in which they are situated in is not new. A large body of research in the 1950's

and 1960's drew attention to the ways in which the children's educational performance was influenced by factors outside the school. Especially important was the quality of support for the school by parents (Glatter, 1989:93).

The school has a task of making sure that the parents receive information about the school and form a positive impression of the school which is consistent regardless of who spoke last to them (Owen, 1992:38). He further reiterates that governors and parents bring a considerable range of experience to bear on the school and a good manager needs to allow space for their influence to work. The school requires a strong network of support and understanding from the outside.

The community should understand the significant role that the school plays in the process of education and what the schools are doing currently. In the light of the FPE programme, the school has the duty of explaining to parents the concept of FPE and the parents' role in its implementation. The MoEST ensures that headteachers have the knowledge on the latest education policies by sending to them circulars. This is essential considering the confusion at the launch of FPE programme. The parents simply took it that it is the role of the government to provide everything to support that programme including food and uniform.

The school should work with and through the various representatives of community in order to derive maximum support and understanding from them. The officials' representatives of the community include members of school committee, politicians, sponsors, members of the church and local authorities. These members play a key role in enhancing effective communication and public relation between the school and the community (Okumbe, 2001).

In implementation of the FPE programme the local communities are expected to create a learning friendly environment for the children. This can be done by abolishing child labour and

encouraging all children to go to school as away of supporting and promoting the programme. They should also participate in school management through school committees and parents associations, mobilising additional resources for use in schools, participation in making decisions and implementing policies on physical facilities and procurement of learning teaching materials (Republic of Kenya, 2003:18)

Existing data shows that despite the FPE policy, about 1.9 million children are engaged in child labour, 1.3 million of them are completely out of school while the rest combine work and some form of education. It will call for stringent measures taken on parents and their employers to ensure the children are enrolled in school (Mwaniki, 2003). Generally, dropouts threaten the FPE programme. The school management needs to work very closely with NGO's that are interested in assisting the schools through the private sector forum (PSF). It is expected that the corporate and business sector will play a lead role in contributing to policy dialogue as well as financial and logistical and in-kind resources required for successful implementation of FPE. As part of corporate social responsibility (CSR) the private sector is expected to contribute to profit initiatives and make investments in the communities they serve (Republic of Kenya, 2003:21).

Parents should be informed that providing FPE is a shared responsibility requiring the partnership between the government, the parents, the teachers, the communities, political leaders, religious organisations, civil society, trade unions, private investors as well as development agencies. The school has the role of soliciting support from all the aforementioned stakeholders.

2.13 Staff adequacy and preparedness in schools.

It is the responsibility of the headteacher to assess the staff needs of his school and advice the TSC through the DEO according (Republic of Kenya, 2003). The organisational decision of where a particular teacher is to be placed and what duties will be assigned is the responsibility of

the headteacher. There should be an endeavour to develop and maintain effective channels of communication between teachers and headteachers as well as among the teachers. The headteacher should motivate, stimulate and influence teachers as well as assisting them to evaluate their teaching performance (Olembo, 1992:75).

The selection and placement of prospective teachers is very important in determining the quality of the teaching force. Nigeria embraced UPE in the 1970's. To curb the problem of teacher shortage, they recruited and devised courses for those who had failed in secondary school or those who did not complete secondary school at all. This saw the bringing into education programmes persons who were unlikely to become teachers due to their temperament, aptitude and ability to learn (Obanya, 1999) The teaching profession has been in the cross roads between a profession like any other and a pseudo-professional. Some have called it a noble profession requiring a calling, yet many of who failed entry into other professions have ended up as the last resort.

Teachers are the hearts of any strategy to improve primary education. They should receive support from all levels of the education sector and society as a whole. Their commitment creativity and competence continue to be central to the success of children. The National Committee on Educational Objectives and Policies (Gachathi report, 1976) highlighted that, the qualitative attributes of a teacher are important in determining the quality of education on which the intellectual development of the child is passed (Republic of Kenya, 1976:107)

Pre-service teacher training often fails to prepare teachers for the reality of the classroom in terms of large classes, insufficient or poor quality teaching and learning materials, vast differences in the capacities of learners and in some cases the complexity of having to Carter for different languages spoken by the learners. The inadequacy in teacher training together with

changing learning environment puts pressure on education systems to provide in service training at regular part of education delivery (UNESCO, 2003).

Training of teachers is essential and it enables them to manage classrooms effectively. The training of educational personnel should be a continuous process. Such training should encompass, pre – service training, in-service training and short – term seminars and workshops. These help in updating workers skills and thus improving their performance (UNESCO, 1992:54). Capacity building through in – service training is critical. Pre service training programmes should be designed to prepare the trainees to cope with new challenges in education such as the FPE programme and HIV-AIDS programmes. It is for this reason that professor Mutahi the Permanent secretary for education advised all the twenty – one primary teacher training colleges to equip the trainees with skills on emerging issues in education including increased enrolment (Sunday Nation, 19th October 2003).

It has been noted that education systems are more resistant to innovation than industrial or business enterprises. Teachers are more difficult to change than farmers or physicians. Permanent systems whether persons groups or organisation find it difficult to change themselves. They tend to carry out routine operations and maintain existing relationships with the system. Any change will automatically reduce production at least until new habit patterns are formed (Dean, 1995).

The existing staff norm of one teacher per class plus 2.5% allowance is the basis for determining teacher requirement. It has been established that there is currently a teaching force deficit of 31,000 teachers. Majority of teachers are in the urban areas while the marginalized areas are severely understaffed (Kenya – UNESCO report 2003) an adequate number of teachers

should be employed to cover the existing short fall for effective implementation of the FPE programme.

The commission of inquiring into the Education system in Kenya (Koech Report), observed that the teacher pupil ratio vary from region to region and from urban to rural schools. While it was uneconomical to have the recommended ratio of 25:1, a PTR of over 40:1 affects the quality of teaching. The commission recommended a PTR of 40: affects the quality of teaching. The commission recommended a PTR of 40:1 and where there are fewer pupils in class a multi - grade system to be applied, while in cases where there are more than 40 pupils per class a shift system be applied (Republic of Kenya, 1999: 284). With the introduction of FPE the PTR is far above the recommended in most schools.

There should be equitable distribution of teachers between and within districts as well as lack of community involvement in planning and monitoring adversely affects the implementation of the UPE programme (UNESCO, 1994). In Britain until late 1960's the local Education Authorities (LEA's) were rationed as to the number of teachers they could employ. Favoured authorities were thus prevented from scooping the pool of newly qualified teachers to the detriment of local authorities, which served less favoured localities (Owen, 1992:24).

2.14 Wastage: Repetition and Drop out in schools.

Numerous studies, surveys, reviews and reports have printed out the various factors that contribute to high wastage thereby rendering the implementation of UPE ineffective. The most automatic examination of wastage on a world scale was undertaken by Brimmer and Paul for the International Bureau of Education /UNESCO (Phillips 1975:55). The study revealed that wastage was caused by lack of control of school attendance; remoteness of pupils home from school; unsuitability of curriculum; overloading of programme; the verbalism of teaching; excessive

seventy of teachers; overcrowded classes; lack of qualified staff; fatigue and poor living conditions in the home.

In Kenya, teachers identified number characteristics which if are possessed by children, then they will be at risk of dropping out of school. They included: poor academic performance, irregular school attendance, non- – completion of homework and discipline problem with peer and teachers. The study further stated reasons why girls drop out of school as: Child labour, poverty, lack of motivation, early marriages, peer group pressure, poor performance and pregnancy (Bali, 1997, 1997:ix). Ayige (1997:30) also notes school financing, pupil performance and school administration as factors, which were established in Uganda as determinants in low enrolment and high drop out rates in primary education.

Kelly (1995) notes in his analysis of dropouts, push outs and concept of 'disengagement' that there are two schools of thought on the incidence of learners who fail to complete school. The first school, represented by Ekstrom *et.al.*, (1986) sees dropping out as an individual and therefore, involuntary, occasioned by unequal economic, political and social structures and certain schooling practices such as stigmatise, discourage and exclude children. In a research carried out by Oxfam on education status in Kibera in the light of the Free Primary Education Policy and information gathered suggested that a combination of these two schools of thought characterised the phenomenon of non – completion in the area. The data also indicated that on average, drops out rates are much higher than repetition rates (Oxfam, 2003:24)

In education planning, the twin phenomenon of drop out and repetition are analysed from the wider perspective of efficiency in education system and in particular, in relation to internal efficiency. Generally, internal efficiency refers to the input output tradeoffs within the school system or within individual institutions. In this regard, outputs are measured in relation to

institution – specific (internal) goals as against the broader societal objectives. One dimension of educational efficiency concerns the flow of students through the system with a minimum of waste, that is, in the form of dropouts and repetition (World Bank, 1980). The other thing is the quality of learning achieved in the system as determined by the input and outputs. The concern in this study will be the first dimension.

2.15 HIV-AIDS scourge in our schools.

The increased HIV-AIDS scourge has had some devastating effects on the education sector in general and the participating of children in particular. HIV-AIDS affects both the demand and supply of basic education. Although the magnitude of this problem is not yet accurately known, there are indicators that the sector is losing many qualified human resources from the pandemic. For example, many teachers are either infected or affected by HIV-AIDS, thus unable to be efficient into their work (Republic of Kenya, 2001:13). A report from UNESCO (2001:33) indicates that in some African countries, more teachers are dying of AIDS than entering the school system. In Rwanda, a recent assessment on the impact of HIV-AIDS on education delivery conducted on April 2003, indicated that 7.5% of school heads reported that they had staff with suspected HIV-AIDS absenteeism. This absenteeism includes teacher illness, family illness, and responsibilities on funerals. In Uganda, HIV – infected teachers are estimated at more than 30%, with about 6 – 7%, Uganda is expected to lose 0.5% of its teachers and educating officials to HIV-AIDS between 2000 and 2010 (UNESCO, 2003 (b)).

In Kenya, reports indicate that teacher deaths rose from 450 in 1995 to 1500 in 1999. More recent reports indicate that some 20 to 30 teachers die from HIV-AIDS each month in Nyanza province. Infact, projections on teacher mortality indicate that Kenya will lose 1.4% of its teachers each year from 2000 to 2010. HIV infected teachers and other education personnel

will become increasingly unproductive overtime with increased period of absenteeism and illness (UNESCO, 2003 (b):11). In view of such shocking revelation, the Teachers Service Commission (TSC) is constrained now by the impact of HIV-AIDS on teachers. In addition to high teacher mortality, there is reduced productivity of chronically ill teachers, school managers and other education administrators; there is the stigma and discrimination of infected teachers, and increased workload for teachers to cover for chronically ill or dead teachers who cannot be sufficiently replaced due to the freezing of teacher employment since 1998. TSC is also confronted by problem of teachers resigning from public schools to fill vacant posts in private schools occasioned by the death of personnel through AIDS. Although the TSC cannot authoritatively state how many teachers have died or are dying of AIDS, it is gravely concerned (UNESCO, 2003 (b) :7).

On other level, the social and economic impacts of HIV-AIDS threaten the welfare and security of the children. The National Aids and Sexually Transmitted Disease Control programme (NASCOP), estimates that there will be 1.5 million orphans aged 15 years and below by 2005. Needless to emphasise, NASCOP says the bulk of this worrying figure will account for children orphaned by HIV-AIDS (Wangusi, 2003:33).

Children orphaned by HIV-AIDS are highly affected in their way of life. This starts when their parents fall ill. They are forced to take on greater responsibilities for income generation, food production and care of family members. Children orphaned and otherwise affected by AIDS in Kenya, especially those living in poverty, face high risk of engaging in hazardous work and children work and child labour, ending up in the streets, losing their parents property and dropping out of school (Wangusi 2003:33). Such orphans' participation in school become

irregular and ineffective and in the final analysis they drop out of school (Republic of Kenya, 2001:3)

According to Kihara (2003:9) AIDS orphans or children whose parents are seriously ill with the disease are unlikely to benefit from free primary school curriculum. In most cases, such children have to stay at home and look after their younger siblings either because their parents have succumbed or are so sick that they have to be looked after. Kihara's sentiments are equally shared by the government report, which observed that during the last ten years, HIV-AIDS pandemic has caused many children to drop out of school for various reasons. First, because their parents are too sick to provide for their children's education, and secondly, the children have to leave to care for their sick parents or that they are altogether orphaned. By the year 2020, it is estimated that 11.8% of all children below 15 years will be orphaned due to AIDS (Republic of Kenya, 2003(c): 35). Another major problem related to HIV-AIDS pandemic is that the government is spending a lot of resources to take care of those infected with the disease. Such resources would have been used to boost public investment in education, especially at this time when cost and financing of education has become problematic (Elimu Yetu Coalition, 2003:46)

2.16 Efforts to remedy the problematic areas in the implementation of FPE.

A number of efforts have been made in an attempt to reduce the dysfunctional effects of FPE. For instance, a pilot programme known as link-in and link-out has been initiated to take care of average street children, orphans to equip them with enough skills to enable them join formal schools as well as cope with life outside school (The East African Standard, Saturday, may 10th, 2003:18) Else where, the government was mapping out the real shortage of teachers and carrying out evaluation for the problems so far reported on FPE.

In addition, all DEOs, District inspectors and auditors had already been thoroughly briefed on the management of these funds. The audit unit was enhanced to ensure the prompt auditing of all primary schools. Training of headteachers, TAC tutors, and school management committees on management of funds were on going.

CHAPTER THREE

RESEACH METHODOLOGY

3.0 INTRODUCTION

This section deals with methods to be used in carrying out the research. It highlights the research design, target population, sample and sampling procedure, research instruments, reliability and validity of the instruments data collection and data analysis procedures.

Location of the Research site:

This study will be conducted in Suba East division of Migori District. There are 8 divisions in Migori district, the others being Uriri, Suba West, Rongo, Awendo, Nyatike, Karungu and Muhuru. Migori district has 407 public primary schools of which 53 are located in Suba East division. This division is further subdivided into 3 zones namely: Urban, God Jope and Anjego.

Suba East division lies along Kisii - Isebania road and covers Migori town and a stretch of land down towards lake Victoria and another stretch towards Masaailand. It is a cosmopolitan region with a population of people from different parts of the country and a number from Tanzania. The region is well known for growing sugarcane and tobacco as main cash crops. The socio-economic status of most people in this region is low despite of growing the two cash crops. This has affected the learning of children from poor families and the implementation of FPE has enabled some to continue with school. The growing of the above cash crops has promoted child labour hence high dropout from schools. Cultural practice which, have hindered education there is early marriage among the girls.

3.1 Research Design

Research design is a framework of planning and conducting research (Ogula, 1995). This study adopted a descriptive survey design with the use of questionnaire to solicit both qualitative and quantitative data. Descriptive surveys gathered data at a particular point in time with the intention of describing the nature of existing conditions or identifying standards against which existing conditions can be compared to determine relationships that exist between specific events. The additional information was conducted and obtained through interviews and observation. This was deemed appropriate since this enabled the researcher to understand the nature and extent of the challenges.

3.2 Target population

Target population is a population which a researcher uses to generalize the results. Mugenda (1999:9) refers to it as 'universe'. A target population should be large enough and from which a sample population can be selected. For the purpose of this research the target population was 53 headteachers, 53 deputy headteachers, 53 senior teachers and 4 educational officers in Suba East of Migori Districts.

3.3 Sampling procedures and sample size

A sample is a subset of the target population to which the researcher intends to generalise the results (Wiersma, 1986:263). According to Keya (1989:27), sampling is a procedure by which some elements of a population are selected as representative of the total population. Ideal sample should be large enough to serve as adequate representation of the population about which researcher wishes to generalise and small enough to be selected economically, in terms of subject availability and expense in both time and money. The sample size of the study was 50 public primary schools in Suba East Division which was a manageable population.

3.4 Instrumentation

Two sets of instruments were used to collect data namely: Questionnaires and observation schedules. Questionnaires were used for this study because they are much more efficient in that they require less time; they are less expensive and permit collection of data from a much larger sample as suggested by Gay (1992). Three sets of questionnaires were used in the study: senior teachers and deputy headteachers, headteacher's, and the educational officers. Educational officers' included the AEO and TAC tutors.

Mugenda and Mugenda (1999) recommend use of questionnaires while dealing with study of this kind for they are free from distortion. However, they warn that the exclusive use of questionnaires is bound to face some limitations that include the respondents' willingness to respond accurately and ability to conceive the item in the questionnaire. To reduce the effects of the solitary use of questionnaire observations schedule will be employed to get information from the schools in establishing the state and sufficiency of the physical facilities.

(i) Headteacher's questionnaire

This questionnaire were used to solicit information on the headteachers academic and professional qualifications, availability and adequacy of resources: facilities and teaching/learning materials, training of headteachers in administrative and management skills especially financial management, staff adequacy and preparedness in implementing the programme, community participation in programme implementation in schools , enrolment and wastage of pupils, funding of FPE programme, effect of HIV-AIDS scourge on the implementation of the programme, the number of identified special needs cases in the school and their integration in implementation of the programme.

(ii) Deputy headteachers' and senior teachers' questionnaire

This questionnaire was more like that given to the headteacher and the aim was to get more information from them so as to compare notes.

(iii) Educational officers' questionnaire

This questionnaire was slightly different from that of headteacher, deputy and senior teacher for researcher needed to get information from them that is difficult to get from the rest of the respondents.

The questionnaires were structured for two categories of responses. There was closed ended items, which required the respondents to select one response from given alternatives. The other category consisted of open-ended items, which required respondents to express their personal ideas or views about the questions asked.

3.5 Validity of the instruments.

Validity according to Mugenda and Mugenda (1999) is the accuracy and meaningfulness of inferences based on research results. It is the ability of instruments to measure what they are intended to measure. A pilot study was conducted prior to the actual research. Three schools, one from each zone was involved in the pilot study. Through piloting, the researcher was able to determine whether there would be an ambiguity in any of the items and ensured that the instruments elicited the type of data anticipated answering the research questions. Those that did not measure the variable intended were either modified or discarded. Further expert's advice was sought from the supervisor and other lecturers in the department who critically examined the items in the instruments.

3.6 Reliability of the Instruments

Reliability of the instrument is a measure of the degree to which a researcher result yields consistent results or data after repeated trials (Mugenda and Mugenda 1999:95). To test the reliability of the instruments, the researcher intends to employ the split-half reliability method. Lokesh (1994) states that split –half method can be used to determine internal consistency during pre-test. The test is divided into two equivalent “halves”. Results from one half are compared to the results from the other half. From the reliability of half the test, the self –correlation of the whole test is then estimated using the spearman-brow-correlation formula to obtain the Pearson product movement correlation co-efficient

$$\text{Reliability of entire test (R2)} = \frac{2 (\text{reliability of half the test})}{1+ (\text{reliability of half the test})}$$

The correlated results value provides the internal consistency of one half, which is the degree to which two halves of the tests are equivalent or consistent in terms of items.

3.7 Data collection procedure.

A research permit was obtained from the Ministry of Education Science and Technology. A copy of which was presented to the DC and DEO, Migori District where permission and an introductory letter to the AEO of Suba East was done. That letter made the AEO to allow the researcher to visit the schools and collect data from the respondents in the three zones. The researcher shared her research details to 10 headteachers who had visited AEO’s office that day. She informed the headteachers of her study before she visited them. She drew a visit schedule to enable her to administer the research instruments and to familiarise with the respondents and establish rapport. The researcher then administered the research instruments to deputy headteachers and senior teachers, headteachers and educational officers.

The researcher distributed the instruments and respondents filled in the questionnaires. Respondents were given a period of one week to work on the questionnaires and after that period, the researcher went back to collect them. However, the observation schedule was filled on the same day the researcher visited the school. It took the researcher one and a half-month to realise the collection of the questionnaires.

Data analysis techniques

The data from the field was entered into a computer spreadsheet in a standard format to allow immediately for the computation of descriptive statistics where applicable. The descriptive statistic used included frequencies, mean and standard deviation. The inferential statistics employed included a paired student *t*-test. The analysed data was presented in tables of frequency distributions and percentages, pie charts, line graphs and bar graphs. The data was further analysed and interpreted to provide meaningful and final formal results.

CHAPTER FOUR

DATA ANALYSIS AND INTEPRETATION

4.0. Introduction

Data collected from Suba East division has been analysed and reported in this chapter. The findings have been discussed at the end of the chapter. The principle objective of the study was to investigate the challenges facing headteachers during implementation of FPE in Suba East Division of Migori District. All the data presented in this chapter was extracted from the questionnaires. The first part reports on the questionnaire return rate and demographic information. The rest of the chapter focuses on analysis and interpretation of selected items. The items have been used to generate information useful in addressing the research questions. The actual challenges facing the headteachers have been analysed in the last part of the results. The data has been presented in form of tables, bar graphs, pie charts and line graphs.

4.1. Questionnaire Return Rate.

Questionnaires were distributed by hand to all the 50 headteachers and four education officers of the Division. Collection of questionnaires was also done by hand starting one week after distribution and continued for five weeks. Return rate of the questionnaires is shown in Table 2.

Return rate of over 50% was recorded from Education officers and headteachers. Deputy headteachers and senior teachers recorded a return rate of over 40%. All the returned questionnaires were useful for the study. The described return rate was considered sufficient for data analysis.

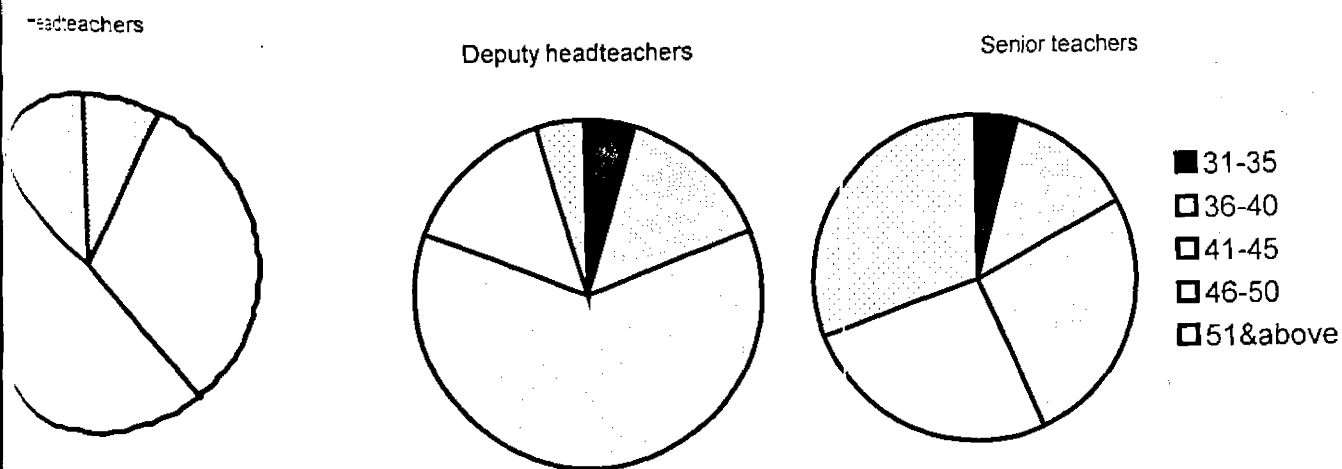
Table 2. Return rate of questionnaires previously delivered to education officers, headteachers, deputy headteachers and senior teachers in Suba East Division, Migori District.

Respondents	Delivered	Returned	%
Education officers	4	2	50
Headteachers	50	28	56
Deputy headteachers	50	21	42
Senior teachers	50	23	46

4.2 Demographic information.

All headteachers that responded were above 35 years old. However, majority of them (64%) were in the age bracket of 46 - 50 years (Figure 2). Over 60% of deputy headteachers were aged between 41- 45 years while most of the senior teachers were over 50 years old (Figure 2).

Figure 2: Age distribution of headteachers, deputy headteachers and senior teachers.



4.1 Gender distribution

Table 3. Gender distribution of headteachers, deputy headteachers and Senior teachers in Suba East Division.

Gender	Headteachers		Deputy headteachers		Senior teachers	
	F	%	F	%	F	%
Male	28	100	19	90.5	13	56.5
Female	0	0	2	9.5	10	43.5
Totals	28	100	21	100	23	100

There is gender bias towards male administrators of primary schools in Suba East. This is more pronounced for headteachers (100%) and deputy headteachers (90.5%). Table 3 shows the entire gender distribution of respondents.

4.2.2 Marital status

Table 4. Marital Status of headteachers, deputy headteachers and senior teachers in Suba East Division

Marital status	Headteachers (%)	Deputy headteachers (%)	Senior teachers (%)
Married	100	90.5	100
Single	0	4.75	0
Separated/Divorced	0	0	0
No response	0	4.75	0
Total	100(28)	100(21)	100(23)

All headteachers and senior teachers surveyed were married (Table 4). A small percentage (4.75) of deputy headteachers were single and a similar percentage did not want to disclose their marital status (Table 4). No respondent was either divorced or separated.

4.2.3. Parents of primary school going children amongst respondents

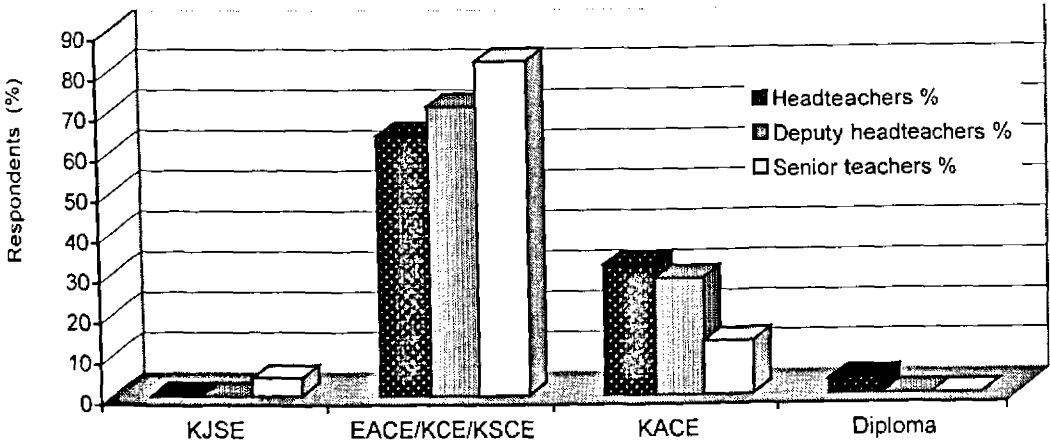
Majority of the respondents were parents of primary school going children. Headteachers had the highest number of primary school-going children (96.4%) while 95.2% and 78.3% of deputy headteachers and senior teachers respectively had primary school going children.

4.2.4. Respondents who were class teachers

All the senior teachers surveyed were class teachers. However only 67.9 % of headteachers were class teachers. Majority of deputy headteachers (90.5%) were class teachers.

4.2.5. Highest academic qualification of respondents

Figure 3. Highest academic qualification of headteachers, deputy headteachers and senior teachers in Suba East Division.



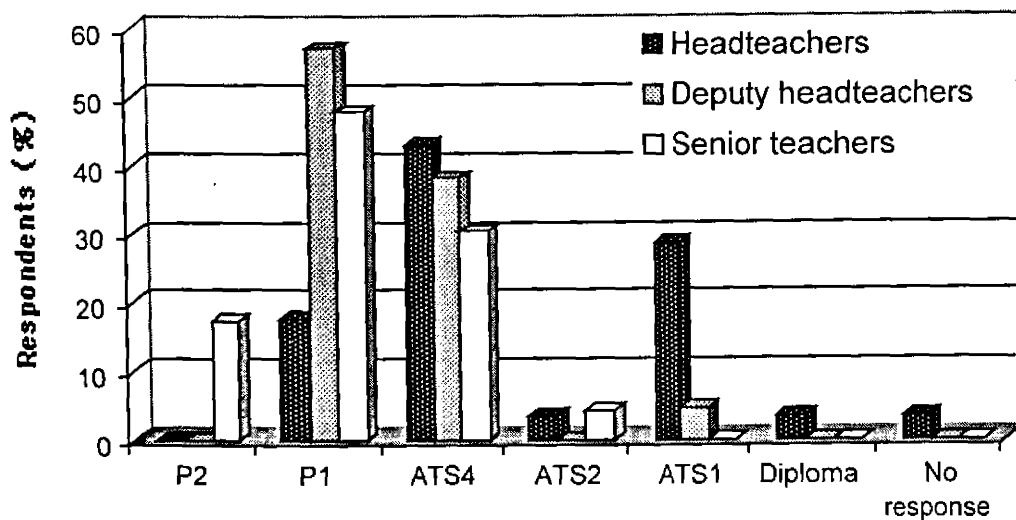
All headteachers and deputy headteachers had attained form four level education and above (Figure 3). A small proportion of senior teachers (4.3% of Senior teachers' respondents) had Kenya Junior Secondary Examination (KJSE) certificate. One headteacher (3.6% of

headteachers respondents) had Diploma level of education. A significant number of respondents (32.1%, 28.6% and 13 % of headteachers, deputy headteachers and senior teachers respectively) had sat for Kenya Advanced Certificate of Education (KACE) exams and obtained certificates.

4.2.6. Highest professional qualification of respondents.

All headteachers who responded (100%) had professional training of P1 and above. This also applied to deputy headteachers. A small proportion (17.4%) of senior teachers had P2 qualifications. There was no untrained teacher amongst primary school managers in Suba East Division as shown in Figure 4 below.

Figure 4. Professional Qualification of headteachers, deputy headteachers and senior teachers in Suba East Division.



4.2.7. Duration of service as headteachers

Table 5. Duration of service of respondents as headteachers

Period	Headteachers	
	F	%
2005-2000	13	46.4
1999-1995	4	14.3
1994-1990	7	25
1989-1985	3	10.7
1984& below	1	3.6
Totals	28	100

Over 46% of headteachers in Suba East Division were promoted to the position in the last five years (Table 5). About 39 % of headteachers in the Division have served in the position for over 10 years. The remaining 14% have served for a period of between five and ten years (Table 5).

4.2.7.1. Duration of service of respondents as headteachers in their current schools

Table 6. Period of service of respondents as headteachers in their current schools

Period	Headteachers		
	F	%	%
2005	9	32.1	
2004	7	25	60.7
2003	1	3.6	
2002	2	7.1	
2001 & below	4	14.3	39.3
No response	5	17.9	
Totals	28	100	100

Majority of headteachers (60.7%) have served in their current schools for less than 3 years (Table 6). It is noteworthy that 17.9% of the respondents did not want to disclose how long they have headed their current schools (Table 6).

4.3 Implementation of FPE programme

The FPE programme has been implemented in Suba East Division within the last three years.

4.3.1 Perception of headteachers on implementation of FPE

Over 85% of headteachers perceived implementation of FPE programme to be problematic (Table 7). However less than 4% of headteachers did not have problems with implementing FPE programme.

Table 7 Perception of headteachers on implementation of FPE programme

Responses	Headteachers	
	F	%
Easy	1	3.6
Problematic	23	82.1
Very problematic	1	3.6
No response	3	10.7
Total	28	100

4.3.2. Government guidelines on FPE.

Headteachers were asked to respond on whether they received government guidelines on implementation of FPE for drawing out the annual school budgets and if the guidelines were easy to implement.

Table 8. Headteachers response on receipt and implementation of government guidelines on FPE in Suba East Division

Guidelines	Headteachers response (%)		Total (%)
	Yes	No	
Received the guidelines	92.1	7.1	100
Easy to implement	46.4	53.6	100

Nearly all headteachers (92.1%) received the government guidelines on implementation of FPE (Table 8). Although they received them, nearly a half of the headteachers (53.6%) found it challenging to implement them (Table 8).

4.3.3. Management of curriculum.

All headteachers had effectively managed curriculum policies on FPE in Suba East Division. They were selecting and acquiring instructional materials with assistance of instructional material selection committee. They also had lessons to teach in classroom (100%), supervise curriculum instruction (100%) and monitor and evaluate curriculum outcomes (96.4%).

4.3.4. Interpretation of curriculum policies by headteachers in Suba East Division.

Headteachers were surveyed on interpretation of MoEST curriculum policies on FPE. Half (50%) of headteachers surveyed had problems with interpreting FPE curriculum policies. The other half found it easy to implement them.

4.3.5. Sources of information on curriculum policies on FPE for primary school managers in Suba East Division

Sources of information for primary school managers in Suba East Division were MoEST, media, community, and fellow teachers.

Table 9: Response of primary school managers on sources of information on curriculum policies on FPE

Source	Headteachers	Deputy headteachers	Senior teachers
MOEST	96.4%	95.2%	82.6
Media	64.3%	42.9%	47.8
Community	21.4%	9.5%	8.7
Fellow teachers	35.7%	38.1%	47.8

The MoEST was the main source of information on FPE curriculum policies for primary school managers in Suba East Division. Over 82% of respondents contacted the ministry for information (Table 9). The other notable source was the media, which was cited by over 42% of the respondents. Fellow teachers were useful in providing information on curriculum policies to 47.8% of senior teachers surveyed. The lowest source was the community. Information cited from MoEST was actually supplied to the schools by the ministry.

4.3.6 Planning for School activities

Table 10: Perception of school managers in Suba East Division regarding who plans school activities.

	Respondents	Headteachers	Deputy teachers	Senior teachers
Planners				
Headteacher		96.4	100	86.6
Deputy headteacher		28.6	19.0	21.7
Senior teachers		17.9	19.0	8.7

More than 86% of primary school managers surveyed perceived headteachers as the planners of school activities/programmes in Suba East Division (Table 10). Deputy headteachers followed this (between 19 and 29%). Senior teachers were perceived to be least involved (between 8 and 18%) in planning of school activities/programmes. The response of headteachers shows that they receive some support from deputy headteacher and senior teacher in planning for school activities and programmes (Table 10).

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4.4. Enrolment and wastage in FPE

The questionnaire for this section was designed for finding out the impact of FPE on pupil enrolment in primary schools of Suba East Division.

4.4.1. Enrolment status

Nearly 32% of headteachers in Suba East Division are opined that their primary schools are over enrolled (Table 11). This means that over 70% of schools in this division have enough or fewer pupils compared to their capacity. About half of the respondents (46.4) believe that their schools are adequately enrolled. Only 14.3% of respondents reported that their schools were under enrolled.

Table 11: Headteachers opinion on enrolment of pupils in primary schools Suba East

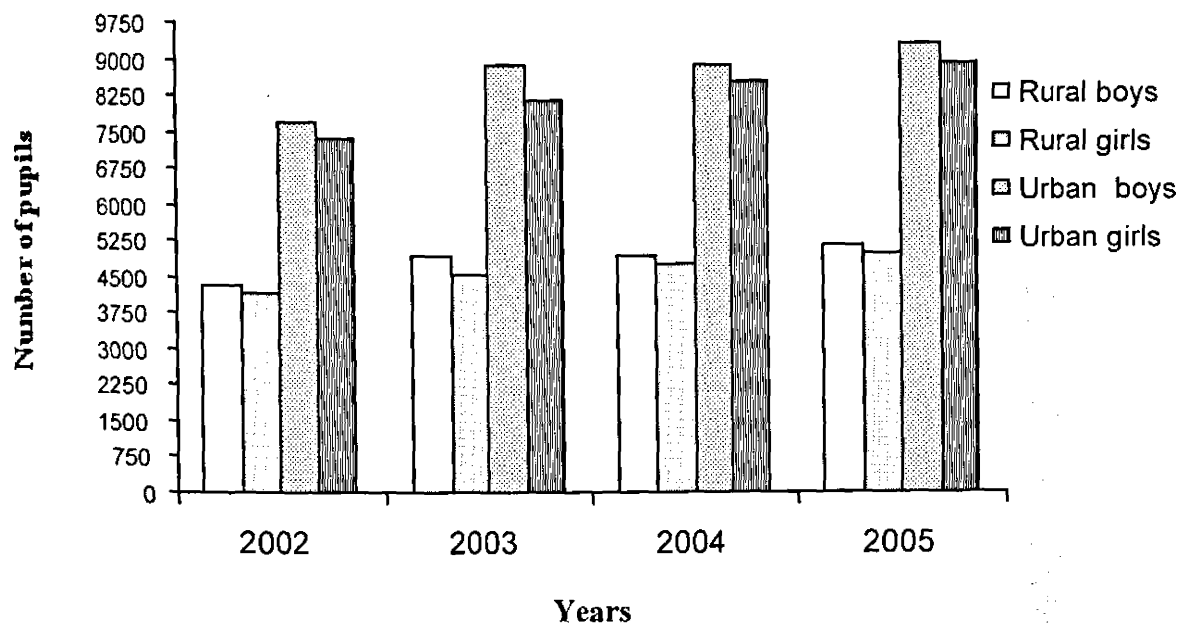
Response	Headteacher	
	F	%
Overenrolled	9	32.1
Adequately enrolled	13	46.4
Under enrolled	4	14.3
No response	2	7.2
Total	28	100

4.4.2. Enrolment between 2002 and 2005 by gender

Urban schools had a higher enrolment compared to rural schools. This was noticed for both male and female pupils. There was a small increase in the total number of pupils enrolled between 2002 and 2003 (Figure 5). However this increase was not reversed in the subsequent

years, showing that retention was nearly 100%. Overall, the total enrolment of boys is slightly more than that of girls.

Figure 5. Enrolment of pupils between 2002-2005 per primary school by gender (Rural versus Urban primary schools).

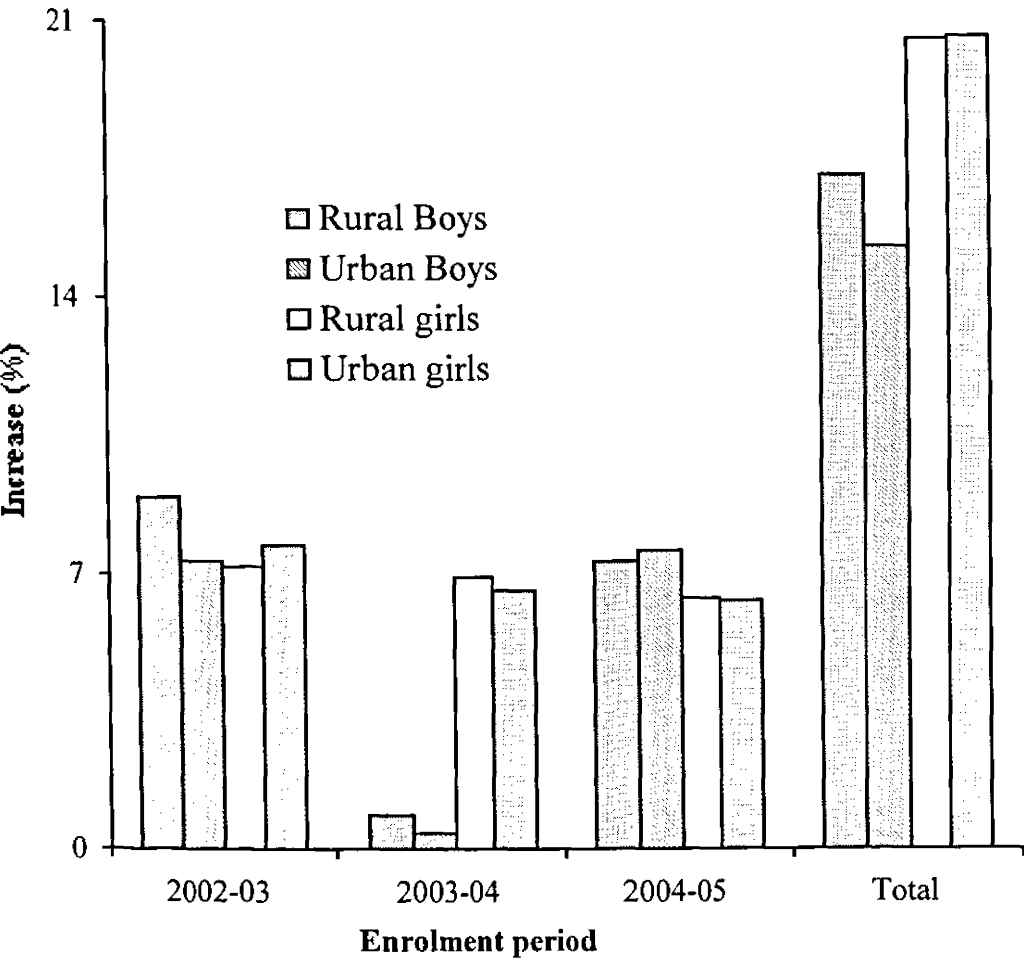


4.4.2.1. Net increment in enrolment between 2002 and 2005 between rural and urban schools

In the duration of FPE implementation (2003 to 2005), there was a total increment of between 15 and 17.1 % for urban and rural boys respectively (Figure 6). These changes were between 20.5 and 20.6% for rural and urban girls respectively. The figures show a 3% point increase for rural boys compared to urban boys. However, the results show that the increase for girls was the same for both groups. Furthermore, total change in increment data shows that more girls enrolled compared to boys. In rural schools, 3% more girls enrolled compared to boys and this figure increased to 5% between urban girls and boys.

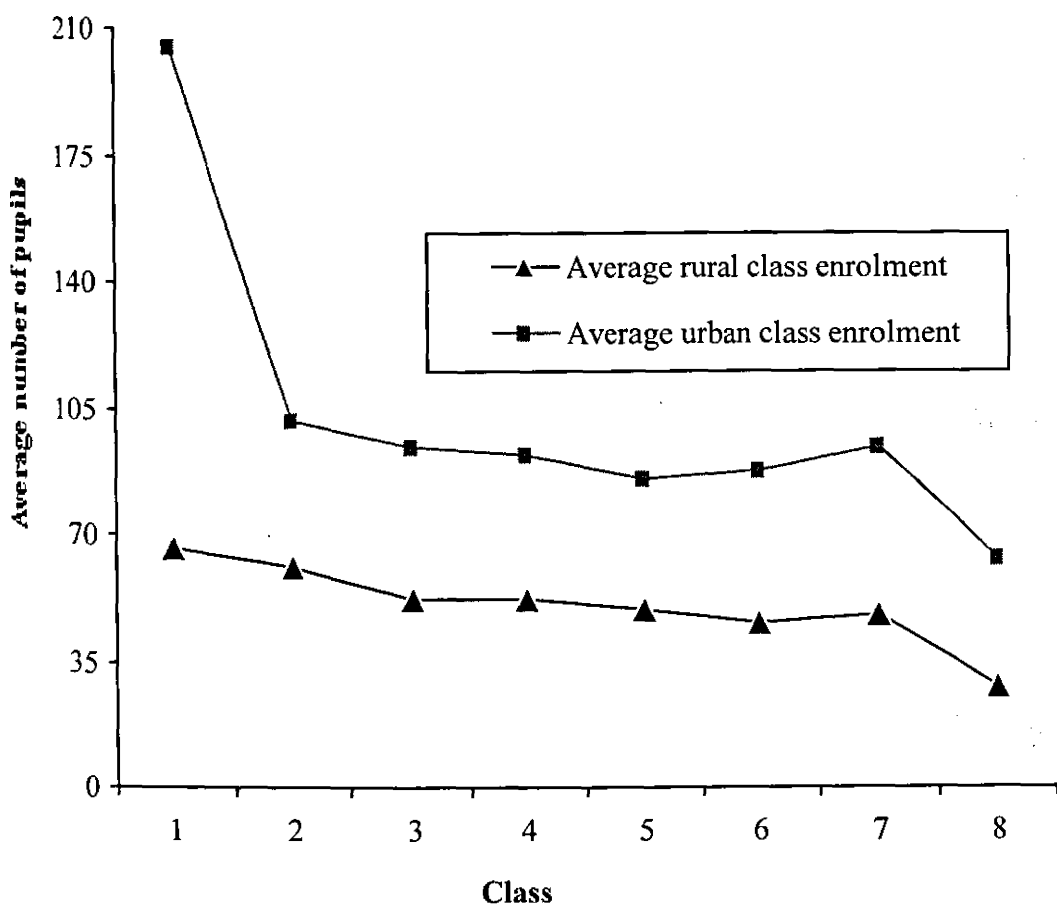
Figure six further shows that despite an over 7% increment in enrolment recorded for boys in 2003, a less than 1% increment was recorded in 2004. Interestingly the figure jumped again to over 7% in 2005. The picture was different for girls. In 2003, the increment in enrolment for girls was similar to that of boys (over 7%). Unlike boys, girls maintained a steady increase in enrolment of 6% in 2004 and 2005. Overall, the data shows that primary school girls are enrolling in a more steady rate compared to boys in Suba East Division.

Figure 6. Percentage increment in enrolment during FPE implementation period in Suba East Division



4.4.3. Enrolment per class in 2005 between rural and urban schools

Figure 7. Average enrolment per class of pupils in 2005 between rural and urban schools in Suba East Division.



Urban schools had a higher enrolment per class compared to rural based schools

(Figure 7). High enrolment was recorded in class 1 of urban schools compared to rural based schools. According to the area education officers, the high enrolment of pupils recorded in class 1 in urban schools was due to enrolment of underage pupils. However, the highest level of enrolment was recorded in class one in both rural (122 pupils) and urban (254 pupils) schools. Both rural and urban based schools recorded a minor gradual decrease in enrolment between classes 2 and 5. In addition, both areas recorded an increase between class 6 and 7. This increase

significantly dropped between class 7 and 8. Overall, less than 50% of pupils who enrol in class one end up joining class 8 together. This was noticed for both rural and urban based schools.

4.4.4. Changes in retention rate between rural and urban based schools.

Data collected in schools for the enrolment of the year 2005 was used in the analysis of retention rate.

Table 12. Percentage difference in retention in rural versus urban based schools of Suba East Division

Enrolment of schools per class.	Transition from one class to the next one (%)								
	1-2	2-3	1-3	3-4	4-5	5-6	5-7	6-7	7-8
Rural	8.99	-	2.9	-	7.03	-	-	-	-
Urban	-	2.89	-	7.71	-	19.55	23.11	2.2	8.85

Table 12 shows % differences in retention compared between rural and urban based classes.

Overall, there is higher retention rate of pupils in urban schools compared to rural ones after class 5. Retention rate between class 5 and 7 is highest in urban schools compared to rural ones.

Both rural and urban based schools appear to promote nearly all their pupils from class 6 to 7.

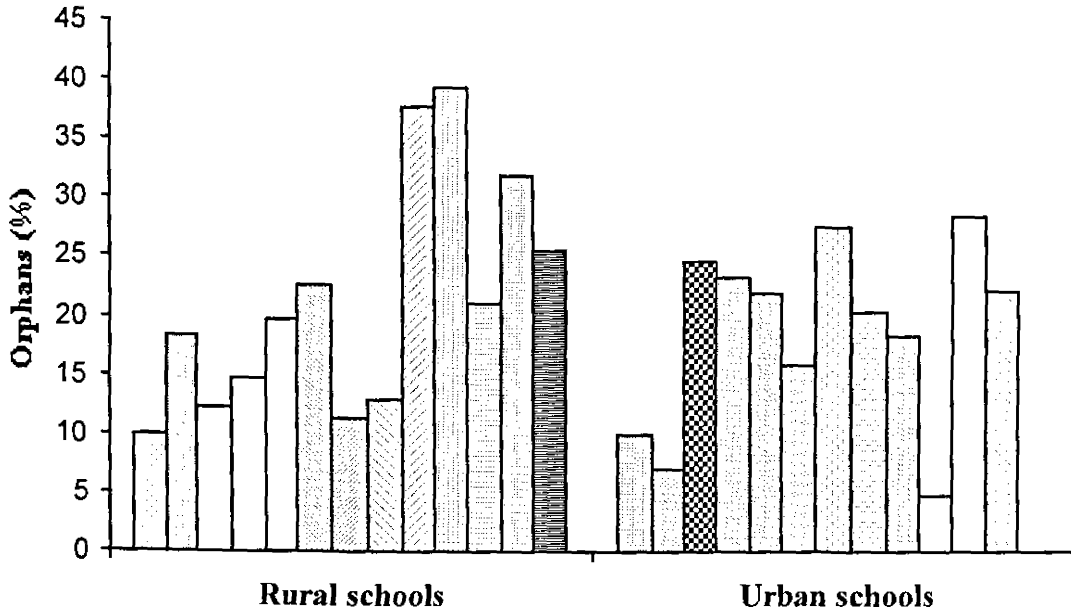
4.5 Integration of special needs in FPE programme

Table 13: Response of headteachers, deputy headteachers and senior teachers' regarding pupils with special needs in their schools.

Special needs pupils	Headteachers (%)	Deputy headteachers (%)	Senior teachers (%)
Learners over 18 years	57.1	52.4	60.9
Physically challenged	57.1	71.4	52.2
HIV-AIDS	39.3	23.8	17.4
Orphans	92.9	Not surveyed	Not surveyed

More than 50% of primary schools in Suba East division have pupils that are either over 18 years old, physically challenged or orphaned. Physically challenged pupils had disabilities with one or more body parts. The deaf and the blind were not encountered. Orphaned pupils had lost either one or both of their parents. Less than 40% of the schools have pupils who are known to be affected by HIV-AIDS related issues. Amongst the special needs pupils, orphans were the majority while the physically challenged were lowest in number in primary schools of Suba East Division.

Figure 8. Percentage of orphans in individual schools of Suba East Division



A total of 2831 orphans were recorded from 26 schools. This is 11.04% of the total pupil enrolment of Suba East Division. Orphaned children comprised 21.63% of the entire pupil population of rural schools compared to 17.83% in urban schools. The highest percentages of orphans in individual schools were recorded in rural schools. In these schools, over 30% of pupils were orphans (Figure 8). Overall, all schools in Suba East Division had an orphan population of at least 5%.

4.6 School – community Relationship

In this survey, the community is defined as the people who interact with the school. These include people who constitute the school committees, sponsors and parents of pupils.

Table 14: Perception of headteachers, deputy headteachers and senior teachers regarding how their schools relate with the community.

Issues	Headteachers (%)	Deputy headteachers (%)	Senior teachers (%)
Finance related disagreement with school management committee	10.7	19.0	13.0
Disagreements with school management committee on other issues	21.4	23.8	13.0
School access to community resources	67.9	47.6	73.9
Politically related challenges	25	10.7	21.7

Disagreements between school administrators and school management committees on financial issues were less than 20%. However, most disagreements (cited by between 47 and 73% of school administrators) centred a round the schools accessing community resources such as the use of church of facilities as classrooms (Table 14). Interestingly, more than 75% of school administrators did not face politically related challenges. Disagreement with school management committees on others issues was moderate. This was encountered by between 13 and 23% of school administrators (Table 14).

4.7 Staff adequacy and preparedness to work.

School administrators were asked to state staff related issues that were affecting smooth functioning of their schools. Issues raised included failure to replace retired teachers, vacancies created by teachers on maternity and study leave and problems related with HIV-AIDS amongst teachers.

Table 15: Staff related issues affecting primary schools in Suba East division

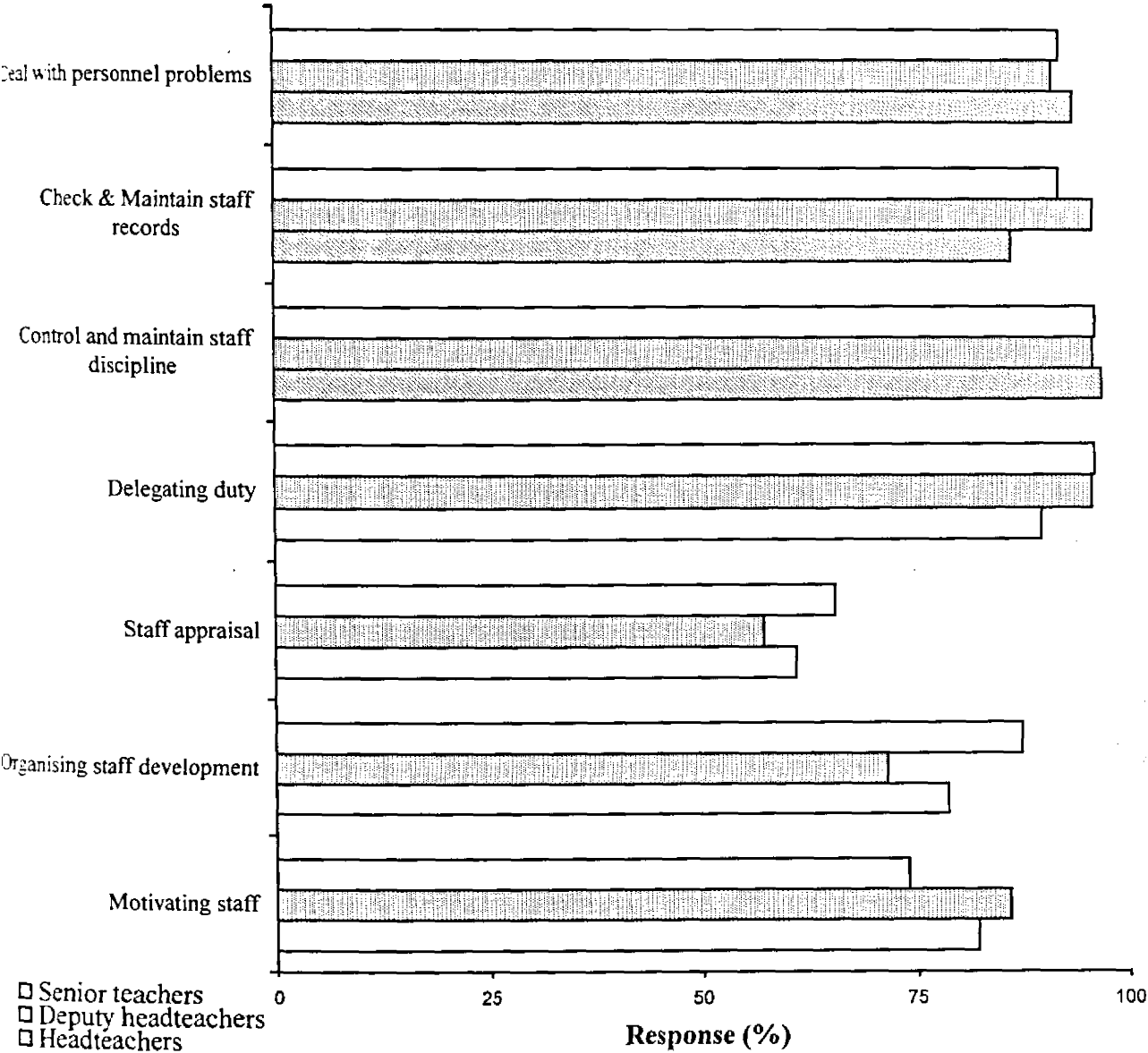
Issue	Headteachers	
	F	%
Retirement of teachers	18	64.3
Teachers on maternity	20	71.4
Teachers on study leave	12	42.9
Teachers affected/infected HIV-AIDS	14	50

Vacancies created by teachers on maternity leave was cited (71.4%) as the most common cause of staffing problems in primary schools of this region (Table 15). This is closely followed by failure to replace retired teachers (64.3%). Half of the headteachers surveyed reported having staffing problems due to the impact of HIV-AIDS related issues on teachers.

4.7.1. Management of staff personnel

All school administrators handle personnel management issues. Common management issues handled by all the school administrators include personnel problems (over 80%), maintenance of staff records (over 80%), disciplinary issues (over 80%) and duty delegation (over 80%). Appraisal of teachers is the activity that school administrators are least involved in (less than 66%). Over 47% of school administrators have witnessed hiring of subordinate staff in their schools. Between 47.8 and 57.1 % of the administrators reported deployment of teachers as having taken place in their schools. All senior teachers have seen new staff joining their schools. However, only 53.6 and 61.9% of headteachers and deputy headteachers respectively have witnessed new teachers joining their schools. Three quarters of administrators surveyed reported having participated in motivating their staff.

Figure 9. Headteachers, Deputy headteachers and Senior teachers' response on personnel management issues



3. Management of finances

School administrators were asked to comment on the use of MoEST guidelines on management of FPE finances. In addition, there was need to find out whether the schools received all the finances allocated to them by MoEST under the FPE programme and if the resources were adequate.

Table 16: Headteachers impression on sufficiency of FPE financing since 2003

Responses	Headteachers	
	F	%
Sufficient	0	0
Insufficient	22	78.6
No response	6	21.4
Total	28	100

The headteachers who responded concurred that funds allocated under the FPE programme were insufficient for their schools. It was surprising to note that over 21% of the headteachers did not want to comment on this issue. Certain headteachers claimed that the allocation on SIMBA (school instructional material bank account) account was different from what they actually received in the Bank. Many headteachers (64.3%) did not have alternatives for financing gaps in their budgets. Comments made by the headteachers included appealing to donors and well wishers for more funding, asking the parents to contribute to pay debts and ignoring certain activities.

Table 17: Percentage of headteachers who received allocated FPE funds for their schools in Suba East Division

Year	Headteachers	
	Received	Failed to receive
2003	85.7%	14.3%
2004	82.1%	17.9%
2005	71.4%	28.6%

At least 71% of the headteachers have received FPE funds allocated to their schools since 2003 (Table 17). The percentage of headteachers who receive funds allocated for their schools has been reducing since 2003. In this year, 85.7% of the headteachers received allocations for their schools. However, this figure reduced to 71.4% by 2005, a reduction of 14.3%. There was a common complaint from headteachers who received their allocations that arrival of the funds was seriously delayed. Table 17 shows that by the time of this survey (September 2005), nearly 29% of primary schools in Suba East Division had not successfully implemented their budgets.

4.8.1. Funding of activities and projects

Headteachers were asked to respond on selected activities that were not adequately funded under the FPE programme. These activities partly contribute to pupils staying away from school.

Table 18 Activities inadequately funded under the FPE programme in Suba East Division.

Activities	Headteachers (%)	Deputy headteachers (%)	Senior teachers (%)
Uniform	64.3	71.4	65.2
Building funds	39.3	57.1	47.8
Lunch	53.6	42.9	43.5

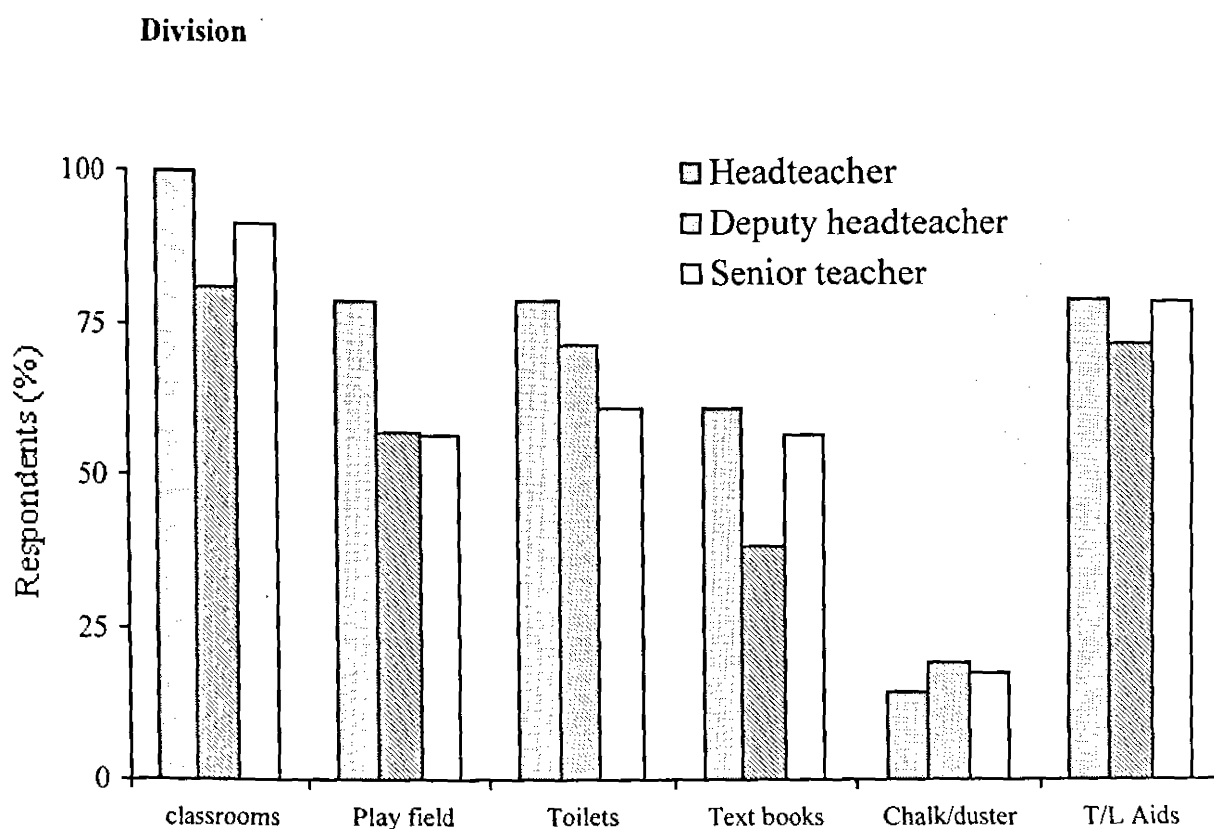
Uniforms were reported as the most inadequately funded item under the FPE programme (Table 18). This implies that lack of uniform has the highest contribution to pupils staying away from school despite other activities having been paid for. Nearly half of the schools (43.5 to 53.6%) have lunch from their homes. In the other half of schools, pupils have to stay in school without lunch, an activity that could impact on retention. According to the response of headteachers, less than 40% of schools have funds for building activities. This suggests that nearly 60% of the schools do not have programmes for improving physical facilities in their schools. Headteachers (50%) revealed that this activity also contributed to pupils dropping out of school.

Headteachers listed down the following activities as requiring funding. Building funds for classrooms, toilets, teachers houses and administration block. Funds were also required for fencing schools, financing internal examinations, medical costs for orphans, funds for drug awareness campaigns. Other activities requiring funding included workshops to sensitise stakeholders of education especially parents, installation of electricity and water. Some headteachers complained of lack of accessible roads and playgrounds in their schools. All the primary schools surveyed were not supplied with electricity .

9 Availability and adequacy of physical facilities in implementation of FPE.

Primary school administrators were asked to indicate the impact of implementation of the PE programme on certain school facilities. Their response regarding adequacy of physical facilities is shown below.

Figure 10. Level of inadequacy of physical facilities in primary schools of Suba East



Results show that classrooms are considered most inadequate. All headteachers (100%) surveyed complained that classrooms were inadequate in their school (Figure 10). This was followed by teaching and learning aids as the materials they required most. Three quarters of the headteachers were in need of toilets and playing fields in their schools. According to this survey, chalk and duster were the most adequately supplied facilities. In general, headteachers were more negative regarding adequacy of physical facilities in primary schools of Suba East

Division. Viyalo and God Jope primary schools had the most dilapidated buildings in the Division (Plates 1 and 2). Majority of the schools are constructed on rocky grounds and this poses a challenge in constructing toilets, buildings and playing grounds.

The education officers mentioned that the problem with facilities was more serious in under enrolled primary schools. These schools received very little funds from the MoEST because funds dispatched by the ministry to schools are pegged on enrolment. Therefore, the schools received little funds for implementation of FPE policies.

Other inadequate facilities mentioned by primary school administrators included administration blocks, electricity, water, land, science workshop, teacher's houses, library, access road, fence, desks, examination fee, uniforms, and health facilities.

Plate 1. A typical classroom in Viyalo primary school

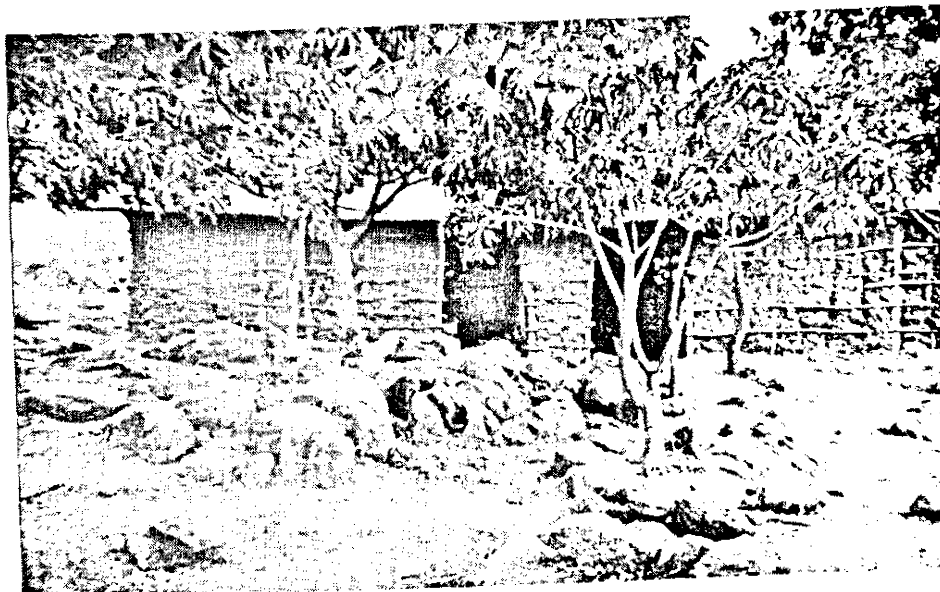
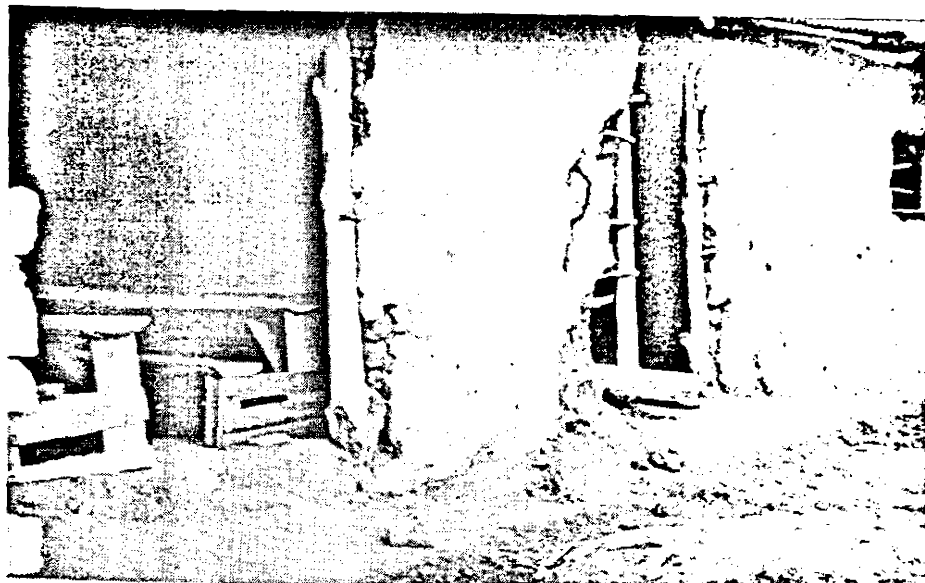


Figure 2. A typical classroom in God Jope primary school.



9.1. Land ownership

Primary school administrators in Suba East Division were requested to state whether their schools owned the land on which they are situated.

Table 19: Headteachers response on Land ownership.

Response	Headteachers %	Deputy headteachers %	Senior teachers %
Yes	71.4	76.2	73.9
No	28.6	23.8	26.1
Total	100	100	100

More than 70% of primary schools in Suba East Division own the land they are situated on. However, response from education officers in this division reported that although the schools own the land they are situated on, nearly all of them did not have title deeds for the land. This

as a result of the complex procedures involved in processing land title deeds. It should be noted that over one quarter of primary schools in Suba East Division do not own the land they are situated on.

4.2. Construction of new buildings in primary schools of Suba East Division

Table 20: Primary schools with buildings under construction .

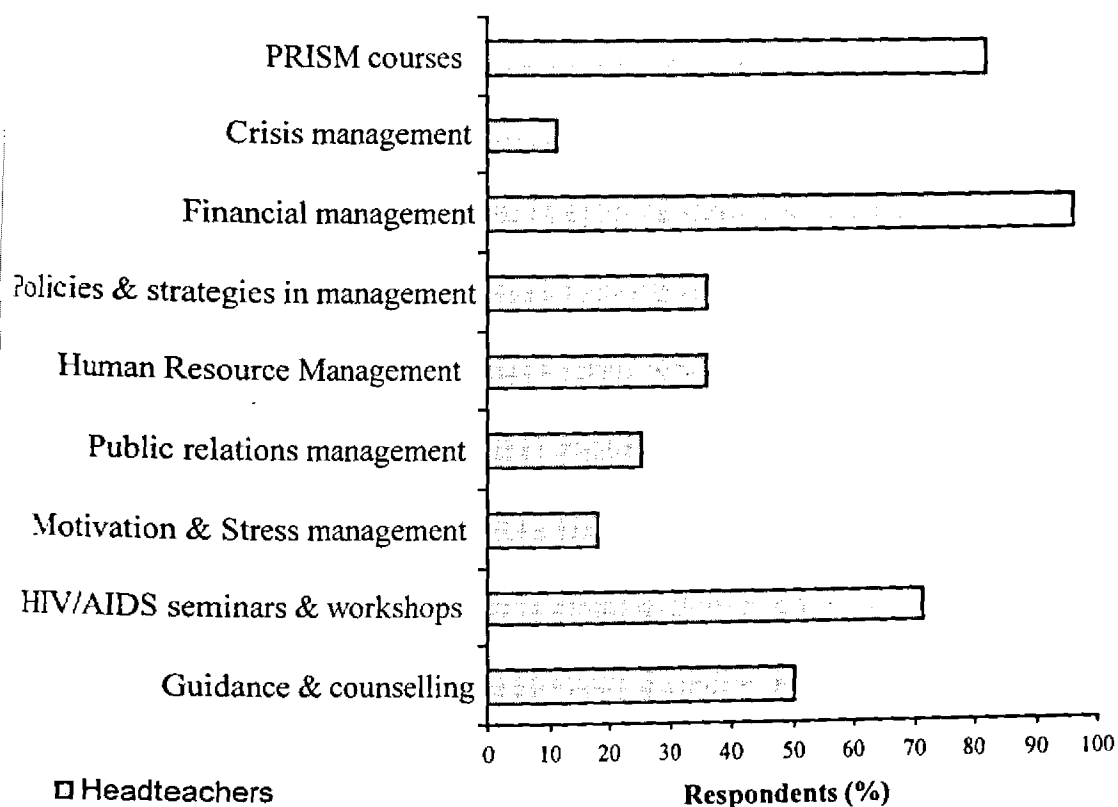
Response	Headteachers %	Deputy	Senior
		headteachers %	teachers %
Yes	64.3	61.9	82.6
No	35.7	38.1	17.4
Total	100	100	100

More than 60% of primary schools in Suba East Division have buildings under construction (Table 20). However, most of the construction is supported by money from the Constituency Development Fund which, according to many headteachers were inadequate. The response from senior teachers (82.6%) is higher than that of headteachers and deputy headteachers possibly due to inclusions of facilities under repair. My own observations showed that more than half of the schools had buildings under construction to a level similar to that reported by headteachers and deputy headteachers.

4.10. Administration and management skills of headteachers

Headteachers were asked to mention management courses that they attended in their capacity as headteachers .

Figure 11. Administrative and management skills acquired by headteachers.



Nearly all headteachers (96.4%) had attended financial management courses. This was closely followed by courses on primary school management (PRISM) (82.1%) and HIV-AIDS workshops (71.4%). Half of the headteachers had been trained in guidance and counselling. Apparently courses on crisis management, motivation and stress management, public relations, human resource management and strategies in management have not been adequately offered to headteachers in this Division (Figure 11).

Summary of Challenges faced by school administrators in primary schools of Suba

East Division in implementing FPE.

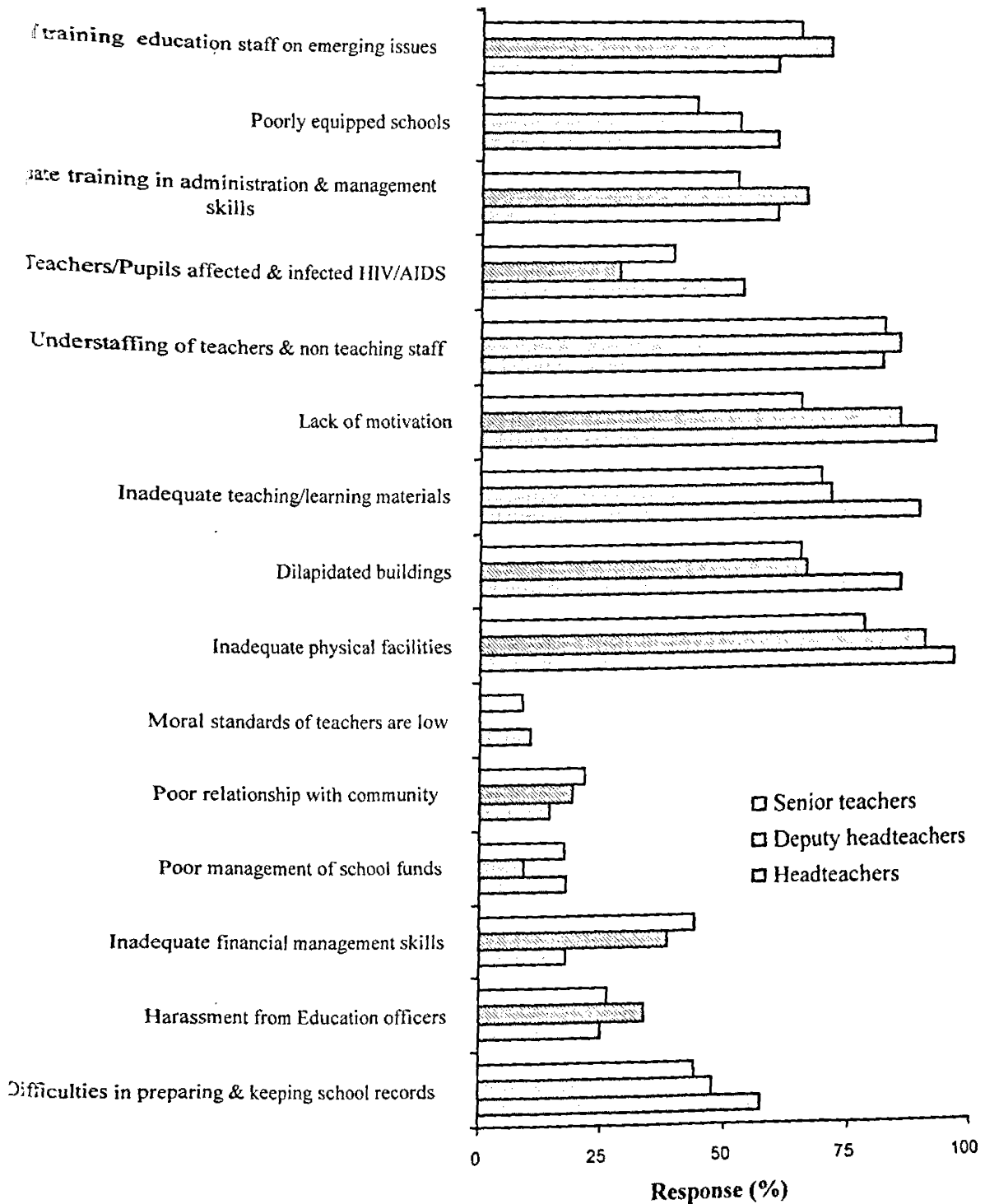
Primary school administrators were asked to mention challenges faced in managing their schools since the introduction of FPE programme. Challenges surveyed included understaffing, workload for headteachers, inadequate physical facilities, negative attitude towards education by parents and pupils, inadequate finances, delay in finances, lack of headteachers motivation, lack of trained financial personnel, parental failure and poor headteachers' allowances.

Results (Figure 12) show that inadequate physical facilities, understaffing, lack of motivation, inadequate teaching/learning materials and dilapidated buildings were the major challenges facing the school administrators in this region. Other notable challenges included lack of training on emerging issues in education and development, inadequate skills in administration and management, poorly equipped schools and difficulties in preparing and keeping school records and the impact of HIV-AIDS on teachers and pupils (Figure 12). Harassment from education officers, lack of financial management skills, poor management of school funds, poor relationship with the community and low moral standards of teachers and pupils were cited by primary school administrators in this region as minor challenges facing them (Figure 12).

All challenges were cited in nearly equal proportions by primary administrators surveyed except for morals of teachers and pupils. Deputy headteachers felt that this was not a challenge.

According to Education officers, headteachers face more challenges other than what was mentioned in the survey of public primary school administrators. These include community and politically inspired challenges. Political leaders and school community insist on having members of their clans to head schools in their areas. In addition, the education officers revealed that some transfers of headteachers and classroom teachers were politically instigated.

2. Challenges facing primary school administrators in Suba East Division as they implement FPE in their schools.



Education officers also mentioned that headteachers were challenged in handling large money received from the MoEST. This is because the headteachers did not understand for preparing and keeping proper books of accounts. Evidence of this challenge was by six disciplinary cases related to mismanaging FPE funds by headteachers.

CHAPTER FIVE

DISCUSSION, CONCLUSIONS AND RECOMMENDATIONS

Discussion

This study was designed to investigate challenges facing primary school headteachers in Suba East Division of Migori District as they implement FPE. In order to find the challenges, information was collected on demographic structure, implementation of FPE, pupil enrolment, provision of special needs, school-community relationship, staff adequacy and preparedness to manage the school, management of finances, availability and adequacy of physical facilities, administration and management skills and summary of actual challenges facing headteachers as they implement FPE. Understanding of the listed items would provide a comprehensive understanding of the challenges facing headteachers during implementation of FPE. Because headteachers work closely with their Deputies and senior teachers as school administrators, information was collected from the three groups of leaders.

This chapter analyses in summary the results described in chapter 4. On demographic information, the results of the study indicated that there was a gender imbalance towards men in the distribution of educational management positions in Suba East Division. The disparity was more pronounced in the position of the headteacher where all of those surveyed were men. This could be an accumulated outcome of the problems of girl child education in many developing countries, Kenya included (World Bank 1990).

Majority of the school administrators, especially headteachers were over 40 years old. This signifies that the schools are managed by mature and likely experienced individuals. The challenge to this age bracket is the difficulty they face in developing new skills and yet FPE

is riddled with new policies that require them to implement. This means that they are trained in new skills like financial management.

Most headteachers have headed their current schools for less than five years. This may not give them enough time to establish good relationship with the community. Because the schools are dependent on the surrounding community, this could pose a challenge to the headteachers as they implement new policies such as those of FPE. For example, schools that require sharing of facilities such as churches (to be used as classrooms due to high enrolment resulting from FPE) and sources of water, the success of the sharing will depend on the relationship between school administration and the community.

More than 60% of public primary schools in Suba East Division have buildings under construction (Table 20). However, most of the construction is supported by money from the Community Development Fund (CDF). This indirectly shows that there is a political aspect in the sourcing of funds for construction of physical facilities in these schools. This poses the challenge that the headteachers have to work closely with the politicians in order to receive funds from the CDF kitty. Some school administrators cited that parents had to participate in raising funds for construction of buildings. This request could lead to parents favouring to take their children to distant schools that requires less fund raising. Through observations it showed that less than half of the schools had buildings under construction.

It was clear from academic and professional qualifications of primary school administrators in Suba East Division that they had the right qualifications for their positions. This suggests that challenges faced by these administrators as they implement FPE are not as a result of inadequate academic and professional qualifications. Because nearly all headteachers

5.4%) were also parents of pupils under the FPE programme, it could not be said that their shortcomings are as a result of not understanding the impact of their actions on pupils.

The headteachers complained that they were overloaded with responsibilities under the FPE programme. Apart from administration and management work in schools, all headteachers had lessons to teach in classes in addition to being classroom teachers. This was a challenge and majority owned up that they were not teaching effectively the lessons allocated to them. The additional responsibilities (such as management of school funds and procurement procedures) which came about with implementation of FPE programme occupied most of their time thus making it difficult to teach lessons allocated to them. Many headteachers suggested that they should be relieved from classroom work and left to do administration and management work of the schools. Others suggested that accounting clerks to be employed by the government to handle the issue of the financial records. Majority of the headteachers revealed that excessive workload resulting from implementation of FPE programme was highly de-motivating because there were no financial benefits attached to the extra work. Earlier researchers (Mbiti, 1974; Benners, 1994; Olembo, 1992) agree that headteachers have enormous responsibilities making it difficult to effectively teach lessons allocated to them.

Amongst the things that headteachers listed as requiring funding, lack of enough classrooms was the most challenging. From observation visit, the buildings were dilapidated in most of the rural areas especially Anjengo zone. Most schools needed substantial amount of repairs and renovations that required a lot of funds. Rural based schools also seriously complained of lack of access roads and play fields. Large part of this region is stony hence it is difficult to prepare a play field and to construct a building. Education officers reported that the challenge with facilities was worse in under enrolled schools as FPE funds are pegged on

enrolment and what they got was not enough. An increase in enrolment resulted in more strain on toilet facilities. Locally organised assessment exams were a serious financial challenge to most schools because parents were made to raise these funds. Headteachers of schools whose land was not fenced were complained that the land was prone to grabbing. In addition, non-fenced schools had security challenges especially protecting FPE related materials. Interference by animals grazing in the school was generating conflicts with the community. In some schools, more than 30% of the pupils were orphans. Paying for medical costs for these pupils was challenging. Drug related problems, especially bhang smoking was common in schools in this Division. Funds for awareness campaigns against bhang smoking were seriously required. School administrators complained that bhang smoking was contributing to indiscipline, school absenteeism and dropout.

In Suba East division, lack of school uniforms and school-based lunch were the leading projects that kept pupils a way from school despite advantages offered by FPE. Other notable causes of school absenteeism included lack of parents' interest in education, drug abuse, illness of pupils, funds for locally organised assessment exams and child labour. These activities pose challenges to headteachers since FPE funds may not be used for some of them.

On management of funds, the headteachers revealed that the funds were not sufficient for implementing FPE policies. There was a common complaint from headteachers who received their allocations that arrival of the funds was seriously delayed and there was a decline in the drawing of the funds as years went by. Table 17 shows that by the time of this survey (September 2005), nearly 29% of primary schools in Suba East Division had not successfully implemented their budgets for this year.

Nearly all headteachers had attended a financial management course but education officers revealed that headteachers had challenges in financial management of funds. Education officers also mentioned that headteachers were challenged in handling large sums of money received from the MoEST. This is because the headteachers did not understand the need for preparing and keeping proper books of accounts. Evidence of this challenge was shown by six disciplinary cases related to mismanaging FPE funds by headteachers.

Enrolment in this Division has generally increased since the introduction of FPE. Although the difference in enrolment between boys and girls was minimal, more boys had enrolled. The increase in enrolment posed a challenge to headteachers for they were to admit more pupils without expansion in physical facilities. This situation has led to congestion in classes, expansion of streams, pupils learning under trees and some schools using churches as classrooms. Due to lack of adequate teaching and learning materials, a lot of improvisation is taking place. This poses a challenge on the quality of teaching and learning.

Introduction of FPE led to an increase in the enrolment in all classes with high enrolment noted in class one. According to the area education officers, the high enrolment of pupils recorded in class one in urban schools was due to enrolment of underage pupils. Parents opted to take their underage children to class one to avoid paying for pre primary school.

Result showed that retention of pupils was high and more so to girls compared to boys. Retention was higher in urban schools compared to rural ones especially after class five. However there was a significant change noted between class seven to eight-enrolment. There was a sudden drop while transiting from class seven to class eight. This could be attributed to the current tendencies among schools both in rural and urban areas where sieving is done in order to

present the best pupils for KCPE examination. The aim is to give the respective schools a good image in performance. However this practise has led to wastage of pupils in primary schools.

Amongst the special needs of pupils, orphans were the majority. A significant percentage of pupils were also affected by HIV-AIDS related problems. Majority of headteachers had a challenge with them. They complained that it was difficult to cater for their needs especially those that are to be done by parents. They mentioned lack of uniform, medical facilities and lunch as their major challenges. This affects their learning as they are to take combined responsibilities of parenting their siblings and school work.

The main problem perceived by headteachers in managing school community relations was the problem of working with the SMC. Some were uncooperative. They were the cause of the politically inspired challenges faced by the headteachers. They linked with politicians in order to press for their schools to be headed by their clan's men. This has also precipitated agitation for transfers of certain headteachers. Head teachers serving in such schools have serious challenges in working with the community.

Educational officers reported that majority of the schools in the region did not have title deeds for the pieces of land they occupy. This was as a result of the complex procedures involved in processing land title deeds. It should be noted that over one quarter of primary schools in Suba East Division do not own the land they are situated on. This is a critical issue for land is becoming important in this region than it was before. Most of the school land was donated by individual families who were not compensated. Headteachers of such schools are constantly fearing that these families might use legal means to reclaim the land. The government should find a way of processing title deeds for the school land.

There was a challenge of understaffing in most schools surveyed. This was caused by vacancies created by teachers on maternity, failure by TSC to replace retired teachers and staffing problems due to the impact of HIV-AIDS and lack of balancing of teachers per school. Although cases of teachers going for study leave was low, it is still challenging wherever it happens because of implementing FPE curriculum policies in already understaffed schools.

Nearly all headteachers had attended financial management courses. This was closely followed by courses on PRISM and HIV-AIDS work shops. Half of the headteachers had been trained in guidance and counselling. Apparently courses on crisis management, motivation and stress management, public relations, human resource management and strategies in management have not been adequately offered to headteachers in this Division. All these courses are important to all headteachers in carrying out the six main tasks in school administration namely, curriculum and instruction, pupil personnel management, staff personnel management, community relations, plant management and finance management.

5.1 Conclusion.

This study revealed that headteachers are faced with a myriad of challenges in the implementation of FPE programme. In summary, the top four challenges facing headteachers in Suba East Division in implementation of FPE policies were:- inadequate physical facilities, understaffing of teachers and non teaching staff, lack of motivation in implementation of FPE programme, inadequate teaching and learning materials, dilapidated buildings and lack of training for education staff on emerging issues in education and development. Majority of the respondents suggested that the government should increase the allotment of funds and employ more teachers. From observation in those schools, FPE will be realised if the government

Allocate more funds in those schools but research has to be carried to find the real areas of needs in those schools so that the money is pegged on those needs. There were schools that were more in need than others.

Stakeholders need regular training on policies of FPE programme so that each and everyone would understand their roles and support this programme. Headteachers have a challenge when it comes to asking parents to support school activities and programmes. The government should invest in programmes that can make parents aware of the FPE policies. The parents have not understood their responsibilities in implementation of FPE programmes. Majority of parents believe their role is simply to release their children to school. Given that this is a region where parents have low interest in education, it is necessary to assist headteachers on how to handle their challenges.

The MoEST in collaboration with the TSC should revisit the job description of primary school headteachers and redefine it. They are really overburden with administrative responsibilities and it would be prudent if the government made provision for accountant clerks per school or organised for one financial manager per zone who would be responsible for financial responsibilities of those schools. They also need to be well remunerated for the work done. It is demotivating to find a headteacher who has higher academic qualification in a low grade and those reporting to them have lower qualifications yet in higher grades.

In conclusion, school administrators in Suba East Division of Migori District have strived to implement FPE policies and programmes. The challenges described above can be used by the Government to improve the success of this programme in the Division.

2. Recommendations.

It is advisable for the educational officers to undertake training needs assessment and immediately institute a programme to train the identified cases on financial management for proper management of the FPE and other school funds. This should be done regularly for this is an on going process.

The government need to consider the remuneration of pre-primary teachers. Poor parents can not afford the fee in the mushroomed privately owned pre primary schools in that area.

If an institutionalised lunch is put in place, it is likely to sustain them on a daily basis. Alternatively, the government can build five boarding primary schools model schools in the area and admit those orphans so that special attention is given to them when there is allocating of funds. It might not be easy to assist them in their current schools and if so headteachers' responsibilities will increase.

2.3 Recommendations For Further Research

The researcher recommends the following areas for further study:-

- Investigation to be carried out on why retention of girls in Suba East Division is higher than that of boys.
- Investigation to be carried on why headteachers have difficulties in managing school funds yet majority have been trained in Financial Management.
- A survey should be done on schools with enrolment below 200 pupils and find out their challenges in Suba East Division, especially in allocation of FPE resources .
- Survey should be carried out on land ownership of primary schools in Kenya.

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APPENDICES

Appendix i: Headteachers' Questionnaire.

Introduction:

I am Florence Gwoneki Musalia, a postgraduate student at the University of Nairobi pursuing a masters degree in Educational Administration and Planning. I am conducting a study in Suba East Division of Migori District to investigate challenges headteachers are facing in implementing Free Primary Education. Your school has been selected to participate in the study. The headteachers are central in the implementation of FPE because they are the ones in charge of the policies and resources for implementation of FPE. This is an enormous responsibility and there must be challenges. These challenges are likely to differ depending on the location of the school. This questionnaire is designed for the purpose of this study only and all the responses will be treated with utmost confidentiality. Your co operation will be highly appreciated.

Instructions:

- It is important to respond to all questions.
- Do not write unrelated information on the questionnaire.
- Please tick in the bracket where applicable.
- Select only one option per question unless otherwise explained.
- Read each item carefully and ensure that understand.
- If there is something you would want to comment or specify after each question, do so.
- The name of the school and/or the teacher should not be written on the questionnaire.
- THE QUESTIONNAIRE MUST BE RETURNED EVEN IF IT HAS NOT BEEN FILLED.

SECTION B:

General information.

Implementation of FPE programme

(a) How would you rate implementation of FPE in your school?

Easy ()

moderate ()

Difficult ()

(b) Are the funds provided under the FPE programme enough to cater for the activities below in your school:

(i) Teaching and learning materials Yes () No ()

(ii) Wages for non teaching staff Yes () No ()

(iii) Utilities (for example telephone, electricity, postage) costs Yes () No ()

(iv) Activity fee Yes () No ()

(v) Building funds Yes () No ()

(vi) Any other specify -----

(c) (i) Which activities that are not funded under the FPE still contribute to pupils staying away from school?

(a) Uniforms () (b) Building funds () (c) Lunch () (d) Others specify -----

(ii) List down projects or activities that still require funding in your school:

(d) Do the same activities contribute to pupils dropping out of school? Yes () No ()

(e) Do you find it easy to interpret curriculum policies on FPE? Yes () No ()

(f) What are your sources of information on curriculum policies on FPE?

(i) Ministry of Education () (iii) Community ()

(ii) Media (for example TV, newspapers) (iv) Fellow headteachers ()

(g) Who plans and organises school programmes in your school?

You (headteacher) () Senior teacher ()

Deputy headmaster () Others specify ()

(h) Do you have class lessons to teach? Yes () No ()

(i) Are headteachers the one who select and purchase materials for the school?

Yes () No ()

(j) Does your school have an Instructional Materials Selection Committee? Yes ()

No ()

(k) Do you supervise curriculum instructions? Yes () No ()

(l) Do you monitor and evaluate curriculum outcome? Yes () No ()

Management of finances

11. Do you have government outlines on implementations of FPE for drawing out the annual school budget? Yes () No ()

(b) Do you find the guidelines easy to implement? Yes () No ()

(c) Did you receive all the allocated funds in your school for financing FPE in the following years:

(i) 2003 Yes () No () (ii) 2004 Yes () No () (iii) 2005 Yes () No ()

(d) If (c) is No, how did you finance the budget? Specify

(e) If (c) is Yes, were the funds you got enough to meet the budget of your school? Specify

(f) How do you finance for the following:

Exams -----

Extra tuition -----

Co-curriculum activities? -----

(i) Do you supervise and control expenditure? Yes() No ()

(j) Do you have up-to-date financial records? Yes() No ()

(k) Do you know how to audit books of Accounts? Yes() No ()

(l) If the answer to (k) is Yes, is your audit of books up to date? Yes() No ()

(m) Do you advice the school committee on the finances? Yes() No ()

(n) Do you purchase instructional materials? Yes() No ()

(o) If (n) is Yes, is this done on time? Yes() No ()

Physical facilities and material Resources

(a) Does your school own the land on which it is located? Yes () No ()

(b) In your own opinion, are there adequate facilities in relation to number of pupils?

(i) Classrooms Yes () No ()

(ii) Playing field Yes () No ()

(iii) Toilets Yes () No ()

(c) Are there adequate teaching and learning materials?

(i) Text books Yes () No ()

(ii) Pieces of chalk/dusters Yes () No ()

(iii) Learning/Teaching Aids Yes () No ()

(d) If (b) and (c) above are No, how do you go about it/Alternatives?

(e) Is the recommended ratio by Ministry of Education on sharing of books adhered to?

Yes () No ()

(f) Is Maintenance and repair of school facilities and materials done? Yes () No ()

(g) Is there any building construction work going on in your school? Yes () No ()

Is delivery and distribution of educational textbooks and schools equipment easy, effective and efficient? Yes () No ()

(i) In your opinion, how can school facilities and resources be improved in terms of their availability and quality?

Enrolment and wastage in FPE

What has been the total enrolment in your school in the following years

YEARS	ENROLMENT		
	GIRLS	BOYS	TOTALS
2002			

(b) How many streams do you have in your school per class?

STD 1 () STD 2 () STD 3 () STD 4 ()

STD5 () STD6 () STD 7 () STD8 ()

(c) Have you had parents in your school opting to enrol their underage children in standard one for fear of taking them to Pre- primary school due to the cost involved?

Yes () No ()

(d) Is it easy to administer census and attendance of pupils? Yes () No ()

(e) Is overall maintenance of records of pupils easy? Yes () No ()

(f) If the answer to (e) is yes, indicate the number of pupils enrolled in your school in this year

(2005)

Class	Boys	Girls	Total
1			
2			
3			
4			
5			
6			
7			
8			
Total			

(g) Comment on the pupils population in relation to your school this year (2005)

(i) Over-enrolled () (ii) Adequately enrolled () (iii) Under-enrolled ()

(h) Are teachers able to organise and manage classes? Yes () No ()

(i) Are teachers able to Control pupils' discipline? Yes () No ()

(j) Are teachers able to report and keep pupils progress records? Yes () No ()

(k) Do pupils effectively participate in co-curriculum activities such as games, sports and clubs? Yes () No ()

Integration of special needs in FPE programme.

(a) Do you have learners aged over 18 in your school? Yes () No ()

(b) If yes, do you have special classes for them? Yes() No ()

12. Do you have pupils in your school that you would consider as physically challenged?

Yes() No()

(d) If yes, do you have classes for physically challenged pupils? Yes() No ()

(e) How many pupils affected or infected by HIV-AIDS in your school? -----

(f) How many orphan children are in your school?.....

School - Community Relationships

(1) Do you often disagree with the school committee? Yes() No()

(2) Does the disagreements between you and the school committee mainly centre around finances?

Yes () No () No idea ()

(3) Do you gain access to community resources for instructions and administrative purposes?

Yes() No () No idea ()

(4) Do you have politically inspired challenges? Yes() No()

(5) If your response to (d) above is Yes, clarify

Challenges facing headteachers in implementation of FPE

Below are possible challenges the headteachers are facing in implementation of FPE programme in schools. Tick those that apply to your case as concerns implementation of FPE.

1. Inadequate administrative and management skills. ()
2. Difficulties in preparing and keeping school records. ()
3. Inadequate physical facilities. ()
4. Dilapidated buildings. ()
5. Inadequate teaching and learning materials. ()
6. Harassment from education officers. ()
7. Lack of motivation in implementation of FPE programme. ()
8. Poor relationship between headteacher and community especially parents. ()
9. Understaffing of teachers and non teaching staff. ()
10. Moral standards of teachers are low: Absenteeism and drinking uncooperative ()
11. Their teachers and pupils are affected or infected with HIV-AIDS. ()
12. Their teachers are involved in politics. ()
13. Inadequate training in administration and management skill especially financial management. ()
14. Poorly equipped schools ()
15. Poor management of school funds. ()
16. Lack of training for education staff on emerging issues in education and development. ()

Staff adequacy and preparedness to work.

1. Has there been recruitment of non-teaching staff in your school since 2003? Yes() No()
2. Has there been deployment of teachers since 2003? Yes() No()

3. Has there been orientation of new teaching staff? Yes() No()
4. Do you delegate duties to teaching staff? Yes() No()
5. Do you control and maintain staff discipline Yes() No()
7. Do you adequately deal with personnel problems of your staff? Yes() No()
8. Do you organise staff development programmes? Yes() No()
10. Do you check and maintain staff records? Yes() No()
11. Do you motivate staff in any form? Yes() No()
12. Do you do staff appraisal arrangement? Yes() No()
13. How many teachers do you have in your school?-----
14. Is your school overstaffed or understaffed?-----
15. Do you teach effectively the lessons you have been allotted in the classroom?
- Yes() No ()

16. Has your school been affected by the following cases:

- (i) Retirement of teachers. Yes () No ()
- (ii) Teachers going for maternity. Yes () No ()
- (iii) Teachers taking off for further studies. Yes () No ()
- (iv) Teachers affected or infected by HIV-AIDS Yes () No ()

17. If the above is Yes, how did you go about the situation in case your school is understaffed?

Administrative and management skills acquired by headteachers.

Which of the following courses have you attended? Put a tick against the one you have attended.

- (a) Guidance and counselling () (f) Policies and strategies in management ()

- | | |
|--|------------------------------|
| (b) HIV-AIDS seminars and workshop () | (g) Financial management () |
| (c) Motivation and stress management () | (h) Crisis management () |
| (d) Public relations management () | (i) PRISM courses () |
| (e) Human resource management () | (k) Others: Specify----- |

Which of the following challenges affect you as you implement FPE programme in your school.

Suggest possible solutions to these challenges you face while implementing FPE

In what ways has the government contributed to the implementation of FPE?

Appendix ii: Deputy headteachers' and Senior teachers' Questionnaire.

Introduction:

I am Florence Gwoneki Musalia, a postgraduate student at the University of Nairobi pursuing a masters degree in Educational Administration and Planning. I am conducting a study in Suba East Division of Migori District to investigate challenges headteachers are facing in implementing Free Primary Education. Your school has been selected to participate in the study. According to the structure of Ministry of Education, Deputy headteachers and senior teachers are among the administrators of education and that is why they are selected to respond to this study. This questionnaire is designed for the purpose of this study only and all the responses will be treated with utmost confidentiality. Your co operation will be highly appreciated.

Instructions:

- Read each item carefully and ensure that you understand.
- It is important to respond to all questions.
- Do not write unrelated information on the questionnaire.
- Please tick in the bracket where applicable.
- Select only one option per question unless otherwise explained.
- If there is something you would want to comment or specify after each question, do so.
- Respondents will fill in the questionnaire by themselves.
- The name of the school and/or the teacher should not be written on the questionnaire.
- **THE QUESTIONNAIRE MUST BE RETURNED EVEN IF IT HAS NOT BEEN FILLED.**

SECTION A:

Demographic information.

1.1 Age under 30 () 46-50 ()

 31-35 () 51-55 ()

 36-40 () above 55 ()

 41-45 ()

1.2 Sex Female () male ()

1.3 Marital Status Single () Married () Divorced () Separated ()

1.4 Professional qualifications

untrained () S1 () Diploma ()

P4 () ATS4 () Graduate ()

P3 () ATS3 () Masters ()

P2 () ATS2 () Others specify.-----

P1 () ATS1 ()

1.5 Highest academic qualifications

(i) KAPE/KPE/CPE () (iv) KACE ()

(ii) KJSE () () (v) Graduate ()

(iii) EACE/KCSE () (vi) Any other specify-----

1.6 What is your position in school?

(i) Deputy headteacher () (iii) Class teacher ()

(ii) Senior teacher () (iv) Others specify -----

1.7 Are you a parent of primary school going children?

Yes () No ()

1.8 You are a classteacher in std ----- for a period of ----- months/years

1.9 You have served under the current headteacher for ----- months/years

SECTION B:

General information.

Implementation of FPE programme

(a) Are the funds provided under the FPE programme enough to cater for the activities below:

(i) Teaching and learning materials Yes () No ()

(ii) Wages for non teaching staff Yes () No ()

(iii) Utility (for example telephone, electricity, postage) costs Yes () No ()

(iv) Activity fee Yes () No ()

(v) Building funds Yes () No ()

(b) Which activities that are not funded under the FPE still contribute to pupils staying away from school?

(i) Uniform () (ii) Building funds () (iii) Lunch () (iv) Others specify -----

(c) Do you fully understand curriculum policies on FPE? Yes () No ()

(d) Which were your sources of information on curriculum policies on FPE?

(i) Headmaster () (iii) Fellow teachers ()

(ii) Media (for example TV, newspapers) () (iv) Community ()

(e) Who plans and organises the school programs?

(i) Headteacher () (ii) Deputy headteacher () (iii) Senior teacher ()

implementations of FPE? Yes ()

No ()

Does your headteacher receive financial resources required for the FPE projects from the ministry? Yes () No ()

(c) Does your headteacher supervise and control expenditure of FPE funds?

Yes () No ()

(d) Does your headteacher display up-to-date financial records on time? Yes () No ()

(e) Does your headteacher audit books of Accounts? Yes () No ()

(f) Does your headteacher advise the school committee on the finances? Yes () No ()

(h) Is the purchase of materials done on time in your school? Yes () No ()

Physical facilities and material Resources

(a) Does your school own the land on which it is located? Yes () No ()

(b) In your own opinion, are there adequate facilities in relation to number of pupils?

Classrooms Yes () No ()

Playing field Yes () No ()

Toilets Yes () No ()

(c) Are there adequate teaching and learning materials?

(i) Text books Yes () No ()

(ii) Pieces of chalk/dusters Yes () No ()

(iii) Learning/Teaching Aids Yes () No ()

(d) If (b) and (c) above are No, how does your headteacher go about it/Alternatives?

(e) Is sharing of books done on the recommended ratio by Ministry of Education?

Yes () No ()

(f) A text book is shared among ----- number of pupils in your school? -----

2 () 3 () 4 () Specify-----

(g) Are there enough toilets for both boys and girls? Yes () No ()

(h) Is Maintenance and repair of school facilities and materials done? Yes () No ()

(i) Is there any building construction work going on in your school? Yes () No ()

(j) In your opinion, how can school facilities and resources be improved in terms of their availability and quality?

Staff adequacy and preparedness

13. Has there been recruitment of non-teaching staff in your school since 2003? Yes () No ()
14. Has there been deployment of teachers in your school since 2003? Yes () No ()
15. Has there been orientation of new teaching staff? Yes () No ()
16. Does your headteacher delegate duties to teaching staff? Yes () No ()
17. Does your headteacher control and maintain staff discipline? Yes () No ()
18. Does your headteacher adequately deal with personnel problems of staff? Yes () No ()
19. Does your headteacher organize staff development programmes? Yes () No ()

20. Does your headteacher check and maintain staff records? Yes () No ()
21. Does your headteacher motivate staff in any form? Yes () No ()
10. Does your headteacher do staff appraisal arrangement? Yes () No ()
11. How many teachers in your school have been trained to handle pupils with special needs? ()

Enrolment and wastage in FPE

(a) Is it easy to administer census and attendance of pupils? Yes () No ()

(b) Is overall maintenance of records of pupils easy? Yes () No ()

- If No. (b) is yes, indicate the number of pupils enrolled in your class in this year (2005).

Class	Boys	Girls	Total

(d) Comment on the pupils population in relation to your school this year (2005)

(i) Over-enrolled () (ii) Adequately enrolled () (iii) Under-enrolled ()

(e) Are teachers able to organize and manage classes? Yes () No ()

(f) Are teachers able to Control pupils' discipline? Yes () No ()

(g) Are teachers able to report and keep pupils progress records? Yes () No ()

(h) Do pupils effectively participate in co-curriculum activities such as games, sports and clubs?

Yes () No ()

Integration of special needs in FPE programme.

(a) Do you have learners aged over 18 in your school? Yes () No ()

(b) If yes, do you have special classes for them? Yes () No ()

(c) Do you have pupils in your school that you would consider as physically challenged?

Yes ()

No ()

(d) If yes, do you have classes for physically challenged pupils? Yes () No ()

(e) How many pupils affected or infected by HIV-AIDS in your class? -----

School - Community Relationships

(a) Does your headteacher often disagree with the school committee?

Yes ()

No ()

No idea ()

(b) Do the disagreements between your headteacher and the school committee mainly centre around finances? Yes () No () No idea ()

(c) Does your headteacher gain access to community resources for instructions and administrative purposes? Yes () No () No idea ()

(d) Are there politically inspired challenges to your headteacher?

Yes ()

No ()

No idea ()

• If your response to (d) above is Yes, clarify

• -----

Problems facing headteachers.

Below are possible challenges the headteachers of your school is facing in implementation of FPE programme in your school. Tick those that apply to your case as concerns implementation of FPE.

1. Inadequate administrative and management skills. ()

2. Difficulties in preparing and keeping school records. ()

3. Inadequate physical facilities. ()

4. Dilapidated buildings. ()
5. Inadequate teaching and learning materials. ()
6. Harassment from education officers. ()
7. Lack of motivation in implementation of FPE programme. ()
8. Poor relationship between headteacher and community especially parents. ()
9. Understaffing of teachers and non teaching staff. ()
10. Moral standards of teachers are low: Absenteeism and drinking uncooperative ()
11. Their teachers and pupils are affected or infected with HIV-AIDS. ()
12. Their teachers are involved in politics. ()
13. Inadequate training in administration and management skill especially financial management. ()
14. Poorly equipped schools. ()
15. Poor management of school funds. ()
16. Lack of training for education staff on emerging issues in education and development. ()

Suggest possible solutions to these challenges faced by headteachers while implementing FPE

In what ways has the government contributed to the implementation of FPE

Appendix iii: Educational officers' Questionnaire.

Introduction:

I am Florence Gwoneki Musalia, a postgraduate student at the University of Nairobi pursuing a masters degree in Educational Administration and Planning. I am conducting a study in Suba East Division of Migori District to investigate challenges headteachers are facing in implementing Free Primary Education. Your schools have been selected to participate in the study. The respondents are AEO,TAC tutors, headteachers, deputy headteachers and senior teachers. The questionnaires are designed for the purpose of this study only and all the responses will be treated with utmost confidentiality. Your co operation will be highly appreciated.

Instructions:

- It is important to respond to all questions.
- Do not write unrelated information on the questionnaire.
- Please tick in the bracket where applicable.
- Select only one option per question unless otherwise explained.
- Read each item carefully and ensure that you understand.
- If there is something you would want to comment or specify after each question, do so.
- Do not write your name on the questionnaire.
- **THE QUESTIONNAIRE MUST BE RETURNED EVEN IF IT HAS NOT BEEN FILLED.**

Implementation of FPE programme

(a) What is your position in Suba East division?

DEO () AEO () Human Resource Manager () TAC tutor ()

b) What challenges do you face during implementation of FPE?

c) Were there hitches during implementation of FPE in public primary schools in Suba East division?

Yes ()

No()

(d) If Yes, please elaborate

(e) How critical are headteachers in the implementation of FPE? Please elaborate.

(f) Can you summarise the challenges faced by headteachers in Suba East division

(g) Do staffing levels in the respective public primary schools in your division contribute to challenges faced by headteachers? Yes () No ()

Please elaborate -----

(h) Are there FPE policies that headteachers have found difficult to implement in your division?

• Do you have suggestions on how to improve on the difficult policies described above?

(j) What extra management skills have headteachers been provided with since implementation of FPE?

(k) How has been the trend of enrolment since 2002?

YEARS	ENROLMENT		
	GIRLS	BOYS	TOTALS
2002			
2003			
2004			

5) Have your schools been seriously affected by the following cases:

(i) Retirement of teachers. Yes () No ()

(ii) Teachers going for maternity. Yes () No ()

(iii) Teachers taking off for further studies. Yes () No ()

(iv) Teachers affected or infected by HIV-AIDS Yes () No ()

(v) If the above is Yes, how did you go about the situation in case your school is understaffed?

Management of finances

• Do headteachers in Suba East division effectively draw out the annual school budget using the government outlines on implementations of FPE? Yes () No ()

• If Yes, what challenges exist while drawing the budget?

• If No, how do you assist them to ensure that the work is done since it is a government requirement.

• Did you receive funds in all your schools for financing FPE in the following years:

2003	Yes ()	No ()
2004	Yes ()	No ()
2005	Yes ()	No ()

If the response to (d) is Yes, were the financial resources/funds provided by government equally distributed to all the schools in Suba East division? Yes () No ()

If the response to (d) is No, how do the headteachers navigate over inadequacy of financial resources while financing the budget? Specify

f) Were the funds given adequate to meet the budget of their schools? Specify

g) How do you finance the following in your schools

Exams

Extra tuition

co-curriculum activities

(h) Do your headteachers keep up-to-date financial records? Yes () No ()

(i) Do your headteachers audit books of Accounts? Yes () No ()

(j) How many disciplinary cases relating to management of FPE funds by headteachers have you handled in your division/zones?-----

(k) Are there some headteachers who have stepped down from their position because of challenges generated by implementation of FPE? Yes () No ()

Which of the following courses have you offered to your headteachers since 2002?

(a) Guidance and counselling ()

(f) Financial management ()

(b) HIV-AIDS seminars and workshops ()

(i) Public relations management ()

(c) Motivation and stress management ()

(j) Crisis management ()

(d) Human resource management ()

(k) PRISM courses ()

(e) Policies and Strategies in Management ()

(l) Others: Specify-----

Please tick on which among the following challenges affect your headteachers as they implement FPE programme in your schools.

- (a) Inadequate skills in administrative and management skills.
- (b) Difficulties in preparing and keeping school records.
- (c) Inadequate physical facilities.
- (d) Dilapidated buildings.
- (e) Inadequate teaching and learning materials.
- (f) Harassment from education officers.
- (g) Lack of motivation in implementation of FPE programme.
- (h) Poor relationship between headteacher and community especially parents.
- (i) Understaffing of teachers and non teaching staff.
- (j) Moral standards of teachers are low: Absenteeism and drinking
- (k) Their teachers and pupils are affected or infected with HIV-AIDS.
- (l) Their teachers are involved in politics.
- (m) Inadequate training in administration and management skill especially financial management.

Suggest possible solutions to these challenges faced by headteachers while implementing FPE.

OFFICE OF THE PRESIDENT

PROVINCIAL ADMINISTRATION & NATIONAL SECURITY



Telegrams "DISTRICTER", Migori
Telephone: 059 - 20511
FAX NO. 059 - 20361

When replying please quote
EDU.12/19/VOL.II/63

Ref. No.....

THE DISTRICT COMMISSIONER
MIGORI DISTRICT
P.O. BOX 2 - 40400
SUNA - MIGORI

26th July, 2005

DATE:

The District Officer
SUBA EAST DIVISION.

RE: RESEARCH AUTHORIZATION
MS. FLORENCE GWONEKI MUSALIA - ID/NO.10793126

Ms. Musalia a student at the University of Nairobi has been authorized by the Ministry of Education, Science & Technology to carry out research on "Challenges facing Head Teachers in implementing Free Primary Education" in your Division.

She will carry out the research for the period ending 31st December, 2005.

Assist her where necessary.

A.M. MUTEGI
For: DISTRICT COMMISSIONER
MIGORI.

c.c.

The Permanent Secretary
Ministry of Education, Science & Technology
NAIROBI.

✓ Ms. Florence Gwoneki Musalia
NAIROBI.

MINISTRY OF EDUCATION, SCIENCE & TECHNOLOGY

Telegrams: EDUCATION", Nairobi

Fax No.

Telephone: 318581

When replying please quote



REPUBLIC OF KENYA

JOGOO HOUSE
HARAMPEE AVENUE
P. O. Box 30040
NAIROBI
KENYA

MOEST 13/001/35C 380/2

20th July, 2005

Florence Gwoni Musalia
University of Nairobi
P.O. BOX 30197
NAIROBI

Dear Madam

RE: RESEARCH AUTHORIZATION

Following your application for authority to conduct research on "Challenges facing Headteachers in implementing Free Primary Education in Suba East Division, Migori District, Nyanza Province".

I am pleased to inform you that you have been authorised to carry out research in Migori District for a period ending 31st December, 2005.

You are advised to report to the District Commissioner, the District Education Officer Migori District and the Headteachers of the Primary Schools you will visit before embarking on your research project.

Upon completion of your research you are expected to submitted two copies of your research findings to this Office.

Yours faithfully


B. O. ADEWA

FOR: PERMANENT SECRETARY

MINISTRY OF EDUCATION, SCIENCE AND TECHNOLOGY



DISTRICT EDUCATION OFFICE
MIGORI DISTRICT
P.O. BOX 376
SUNA - MIGORI

DATE 26th July, 2005

.....
NAME: Migori 20420
Replying please quote
MIG/ADM/1/1/VOL.IV/(591)
.....
and date

The Headteachers,
All Public Primary Schools,
SUBA EAST DIVISION.

RE: RESEARCH AUTHORIZATION-

MS. ESTHER WENDU MUGALIA-

E/55/P/7468/03 - D.O. 10793126.

Ms. Mugalia is a student at the University of Nairobi. She has been authorized by the Ministry of Education, Science and Technology to carry out research on "Challenges Facing Teachers in implementing Free Primary Education" in public schools within Suba East Division.

She will carry out the research for the period ending 31st December-2005.

The purpose of this letter is to request you to assist her in her studies where necessary.

ALEXANDER OCHIU
for: DISTRICT EDUCATION OFFICER,
MIGORI DISTRICT.

c.c.

The Permanent Secretary,
Ministry of Education,
Science and Technology,
P.O. Box 30040,
NAIROBI.

The Area Education Officer,
Suba East Division,

THIS IS TO CERTIFY THAT:

Prof./Dr./Mr./Mrs./Miss FLORENCE GWONEKI MUSALIA

of (Address) UNIVERSITY OF NAIROBI
P.O. BOX 30197, NAIROBI

has been permitted to conduct research in _____

Location,

MIGORI

District,

NYANZA

Province,

on the topic CHALLENGES FACING HEADTEACHERS
IN IMPLEMENTING FREE PRIMARY EDUCATION
IN SUBA EAST DIVISION, MIGORI DISTRICT
NYANZA PROVINCE

for a period ending 31st December, 20 05

Research Permit No. MOEST 13/001/350-380

Date of issue 20th July, 2005

Fee received Shs: 500



[Handwritten Signature]
Applicant's
Signature

PERMANENT SECRETARY
MINISTRY OF EDUCATION
SCIENCE AND TECHNOLOGY
For: Permanent Secretary
Ministry of Education
Science and Technology

Education Office
Suba East Division
P.O. Box 376
Suna - Migori

11th July 2005

Florence Gwoneki Musalia
Dept. of Ed. Adm. and Planning
P.O. BOX 30197
NAIROBI

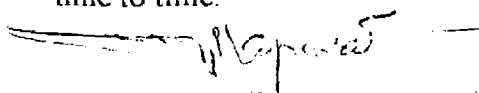
CHALLENGES OF F. P. E IN SUBA EAST DIVISION

There are various changes facing the implementation of F. P. E in Suba East division.

The most outstanding are: -

- a) The I. M. (instructional materials) especially exercise books 12 per child, and 3 pens for the whole year is inadequate and whenever the children are asked to buy they resist.
- b) Some vote heads are allocated very little money that make it hard to implement the programmes intended e.g. quality assurances.
- c) Some of the head teachers are earning too little and are tempted to forge the F. P. E funds to survive. One head teacher has been dismissed after he forged the signature of the chairperson and the third signatory and withdrew cash from the bank. Other similar cases have been handled by the this office.
- d) Some committees complain that some head teachers use funds contrary to what is intended, hence mismanaging funds.
- e) Some substandard goods have been purchased e.g. a Super drum instead of a water tank.
- f) There is a lot of class work and yet head teachers have a lot to do in preparation of F. P. E books and implementation of F. P. E programmes.
- g) The third signatories were known before as treasurers and after the introduction of F. P. E they do not handle cash.
- h) Some head teachers are not accounts compliance and find it hard to prepare the books hence one head teachers has opted to step down.

Most of the challenges are sorted out by this office through seminars conducted from time to time.


Dancan A. Majiwa
A. E. O. Suba East Division

RECEIVED
SUBA EAST DIVISION
JULY 11 2005