

**FACTORS AFFECTING THE IMPLEMENTATION OF FREE PRIMARY  
EDUCATION IN RURAL PRIMARY SCHOOLS: A CASE STUDY OF  
KIKUYU DIVISION, KIAMBU COUNTY, KENYA**

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## **DECLARATION**

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

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### **Supervisor's Approval**

This M.A project paper has been submitted for examination with my approval as university supervisor

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## **DEDICATION**

Special dedication to my beloved husband Joseph Kamau Kinyanjui and my children Victor, Ian and mark for the moral support and understanding during the entire period of writing this project.

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## **ABBREVIATIONS AND ACRONYMS**

<b>MoE</b>	Ministry of Education
<b>UNESCO</b>	United Nations Education Science and Cultural Organization
<b>CREATE</b>	The Consortium for Research on educational Access, Transitions and Equity
<b>FPE</b>	Free Primary Education
<b>UPE</b>	Universal Primary Education
<b>NAR</b>	Net Attendance Rate
<b>NARC</b>	National Alliance Rainbow Coalition
<b>NER</b>	Net Enrolment Rates
<b>KDHS</b>	Kenya Demographic and Health Survey
<b>KNBS</b>	Kenya National Bureau of Statistics
<b>KCPE</b>	Kenya Certificate of Primary Education
<b>MoEST</b>	Ministry of Education Science and Technology
<b>SIMBA</b>	School Instructional Materials Bank Account
<b>SIMSC</b>	School Instruction Material Selection Committee
<b>MDG</b>	Millennium Development Goals
<b>SACMEQ</b>	Southern Africa Consortium for Monitoring Education Quality
<b>LIC</b>	Low Income Countries
<b>TPR</b>	Textbook-Pupil Ratios and
<b>DEO</b>	District Education Officers
<b>MEO</b>	Municipal Education Officers

<b>KIPPRA</b>	Kenya Institute for Public Policy Research and Analysis
<b>SAP</b>	School Assistance Program
<b>SPSS</b>	Statistical Package for Social Scientists
<b>ICS</b>	International Christelijk Steunfonds
<b>TSC</b>	Teachers Service Commission
<b>KSES</b>	Kenya School Equipment Scheme

## **ABSTRACT**

The study sought to investigate the factors affecting implementation of free primary education in rural public primary schools in Kikuyu District, Kiambu County.

There were four objectives to guide the study; to establish the constraints facing successful implementation of free primary education, to establish the impact of free primary on pupil enrolment and retention rates, to investigate the status of school learning materials; and to establish the impact of availability of adequate school infrastructure on high student enrolment due to the introduction of free primary education.

Free primary education (FPE) was initiated by the NARC government in line with achieving Millennium Development Goal Number Two to achieve Universal Primary Education (UPE), to ensure that by 2015, children everywhere; boys and girls would be able to complete a full course of primary schooling.

Quantitative and qualitative methods and tools of data collection were used in the collection of primary data. Stratified and random sampling method was used to identify 71 respondents. Focus group discussions were used with the schools chairpersons, interviews were conducted with the DEO and the researcher made personal observation with an observation checklist.

The study found out that implementation of free primary education was faced with a myriad of challenges, for example disbursement of funds calendar delay the purchase of the required teaching and learning facilities. There was poor participation by the stakeholders, poor management and governance. The high enrolment was not translating to completion.

The study recommends that the stakeholders should be sensitized on their role in implementing and sustaining the free primary education policy in their communities. Disbursement of funds calendar should be implemented as per the schedule to avoid education inconveniences. The government should undertake an education awareness exercise among primary school management bodies on FPE. The government should also involve the stakeholders.

## **CHAPTER ONE: INTRODUCTION**

### **1.1 Background to the Study**

The second goal in the United Nations Millennium Development Goal is to achieve Universal Primary Education, to “ensure that by 2015, children everywhere, boys and girls alike will be able to complete a full course of primary schooling.” Currently, there are more than 75 million children around the world of primary school age who are not in school. The majority of these children are in regions of sub-Saharan Africa and South Asia and within these countries, girls are at the greatest disadvantage in receiving access to education at the primary school age. Since the Millennium Development Goals were launched, many developing countries, such as China, Chile, Cuba, Singapore and Sri Lanka, have successfully completed a campaign towards universal primary education. Many countries are still nowhere near meeting the goal of universal primary education. Millions of children who do complete primary school do so with low levels of reading, writing and numeracy due to the poor quality of education they receive. Women and girls remain at a huge disadvantage. In many African countries less than 50% of girls progress to secondary education and women make up almost two-thirds of the 796 million adults without basic skills. Another 1.8 million teachers are needed to achieve universal primary education by 2015 - 1 million of these needed in sub-Saharan Africa. There is much still to be done to ensure every child

receives a high quality education and Primary Education for All needs your help to achieve this. Over the past decade several countries in sub-Saharan Africa have abolished primary school tuition fees typically as part of renewed attempts to resurrect their education systems which have been in decline, and even suffering reduced enrolments after the initial growth following Independence. Whereas in the eighties and early to mid-nineties, cost-sharing had been a policy promoted by international financial institutions such as the World Bank, the direct (and indirect) costs to parents of their children's education became obstacles to their attendance and continued enrolment. The inability of parents to afford such costs fell on girls disproportionately, typically being the first to be pulled out or allowed to drop out of school. Has the introduction of 'free' primary education (FPE) turned the tables on this decline? Five countries are included in this study to provide evidence of the outcomes to date of such a policy change: Kenya, Malawi, Tanzania, Uganda and Zambia. These countries provide a range of experience dating back to 1994, when Malawi introduced free primary education, up to the present day, when in 2003, Kenya followed suit.

In its commitment to achieve the Millennium Development Goal Number 2 of achieving Universal Primary Education (UPE), the NARC government in 2003 adopted the Free Primary Education (FPE) policy. The target for this goal is to ensure that by 2015, children everywhere, boys and girls would be able to

complete a full course of primary schooling. The policy also was seen as a major step towards the achievement of Goal Number 1 to reduce extreme poverty and hunger by the year 2015.

According to the Medium Term Plan 2008-2012, Kenya has made remarkable progress in increasing access to Primary education. Enrolment of pupils in primary schools has steadily increased since the introduction of the Free Primary Education Act of 2003. Total pupil enrollment in Standard 1 to 8 increased from 6.06 million in 2002 to 7.4 million in 2004 and further to 7.6 million in 2006 and 8.2 million in 2007. The Gross Enrollment Ratio (GER) at primary level increased from 93% in 2002 to 107.6% in 2007 (Republic of Kenya and UNDP, 2008).

According to the Government of Kenya and United Nations Development Programme report (2008) access at primary school level has reached almost gender parity at the national level. In 2002, the proportion of girls was 49.3%, 48.9% in 2003, and 49% in 2006. In 2007, about 8,211,269 pupils (comprising of 4,012,176 girls and 4,199,093 boys) were enrolled. Enrollment at primary level, however, continues to experience sharp regional disparities, with particularly low rates among girls in arid and semi-arid regions.

Njonjo (2010) reports that the country has 18,063 public primary schools and 8,041 private schools both enrolling a total of 8.2 million pupils. Regional disparities are evident, with North Eastern (24.3 per cent) and Nairobi (32.9

percent) provinces having low NERs compared to a high of 97.8 per cent recorded in Nyanza province. These disparities in enrolment are evident in various documents such as the Kenya Health and Demographic Survey (KDHS) of 2008-09 which recognizes that primary school Net Attendance Rate (NAR) is higher in urban primary schools with 84 per cent compared to that of rural areas at 78 per cent which is representative of the primary school age of 6-13 years.

Tooley, Dixon & Stanfield (2006) report that in Kibera; 9,126 students were enrolled in five government schools following FPE. High population rates especially in the urban areas is observed as a challenge to the achievement of the Millennium Development Goal Number 2 as this creates a scenario where there is an expected high enrolment ratio making the successful implementation of the Free Primary Policy more precarious for the government.

The Government of Kenya in the United Nations Development Programme (2010) reports that enrolment; retention, completion and progression rates are a major challenge and a concern of the millennium goal on education. At the national level, the achievements are almost equal for both boys and girls. The Primary Completion Rate (PCR) improved from 83.2% in 2008 to 97.8% in 2009 compared to a completion rate of 50% in 2002; indicating a reduction of wastage in the education system. The number of KCPE candidates rose from 701,000 in 2008 to 727,045 in 2009.



While expanding access to education is an important goal to strive for, maintaining quality or even improving quality is equally important. A 2007 World Bank Report on the Millennium Development Goals notes that “Evidence is emerging that in many countries rapid progress in improving schooling enrolment and completion is not translating into better cognitive skills.” Increasing access and quality at the same time, or even maintaining quality in a phase of expansion can be an immense challenge given the limited budgets and the fact that investments in quality only show their return in the mid and long run. Despite progress being made, Kenya’s education sector still faces severe challenges, especially in remote rural areas, urban slums and other areas where poverty prevails.

According to Buchman (1999), ‘Poverty and educational inequality in Sub-Saharan Africa’, discusses the high levels of absolute poverty and decline in primary enrolment rates in the region as a result of the debt crisis of the 1980s. Buchman cites evidence demonstrating that even modest levels of education significantly improve the life chances of the poor and discusses how school enrolment and attainment rates are the lowest among African children living in poverty. In many cases, government’s supply side interventions aimed at providing universal primary education also fail to narrow the urban-rural gap (Mulkeen and Chen, 2008)

According to Mulkeen and Chen (2008) the degree to which the African countries can address the remaining challenges hinges on their ability to deal with the issues facing rural primary schools. Many factors contribute to the low educational participation and learning outcomes in rural areas. On the demand side, rural children may be less interested in attending school due to high opportunity costs and low returns. Parents in rural areas often have a relatively low level of education and, as a result, may attach a low value to schooling and be less able to help their children learn.

## **1.2 The Research Problem**

Few global goals have been as consistently and deeply supported as the notion that every child in every country should have the chance to complete at least a primary education. The 1990 World Conference on Education for All in Jomtien, Thailand set this goal to be achieved by 2000. The World Education Forum in Dakar in 2000 reaffirmed and extended the Jomtien commitment, bringing a welcome emphasis on schooling quality while acknowledging that universal primary completion had not yet been reached. Universal primary completion and gender equity in primary and secondary education were affirmed again in that same year as Millennium Development Goals (MDGs) (World Bank, 2001). Education, and particularly primary education, is a goal in and of itself, but it is also a powerful driver of progress toward the other MDGs. More equitable

distribution of education is correlated with lower poverty and inequality and faster economic growth (Birdsall and Londoño 1998).

Primary education also require that a minimum threshold of five or six years of schooling be attained—hence the importance of ensuring primary school completion, and not just primary school access. Education is fundamental for the construction of globally competitive economies and democratic societies. It is one of the most powerful instruments known for reducing poverty and inequality and for laying the basis for sustained economic growth, sound governance, and effective institutions. Yet the world remains far from the core Education for All (EFA) goal—universal primary school completion.

Free Primary Education (FPE) in Kenya was initiated in 2003 by the NARC government in line with achieving Millennium Development Goal Number Two to achieve universal primary education. Despite governmental and non-governmental efforts towards FPE implementation in Kenya, regional disparities continue to exist in rural public primary schools with regard to enrollment and educational achievement compared to urban public primary schools. It was expected that rural public primary schools would handle the large numbers relative to urban primary schools. However, rural schools seem to be faced with lower pupil enrollment and retention rates. Rural public primary schools serve the majority of the poor and hungry thus placing more emphasis on the need for the

FPE program. This study, therefore sought to investigate why rural public primary schools are unable to successfully implement the free primary education policy.

### **1.3 Research Questions**

Some of the research questions the research sought to answer include;

- i. What constraints do rural public primary schools face in implementation of Free Primary Education in Kikuyu district?
- ii. What is the impact of free primary education on pupil enrollment and retention in rural public primary schools in Kikuyu district?
- iii. What is the status and adequacy of teaching/learning material in rural public primary schools in Kikuyu district?
- iv. How has availability of adequate classrooms as school infrastructure affected introduction of Free Primary Education in rural public schools in Kikuyu district?

### **1.4 General Objective**

The study sought to investigate the various challenges which are at the heart of the implementation of Free Primary Education in rural public primary schools while making the effort to identify strategies to overcome and mitigate these challenges.

#### **1.4.1 Specific Objectives**

- i. To establish the constraints facing successful implementation of free primary education in rural public primary schools in Kikuyu district.
- ii. To establish the impact of free primary education on pupil enrolment and retention rates in rural public primary schools in Kikuyu district.
- iii. To investigate the status of school learning materials in rural public primary schools in Kikuyu district.
- iv. To establish the impact of availability of adequate classrooms as school infrastructure on high student enrolment due to introduction of FPE in public primary schools in Kikuyu district.

#### **1.5 Justification of the study**

The aim of the study was to identify the challenges faced by rural public primary schools in the implementation of Free Primary Education (FPE) policy and to recommend measures that can be implemented to ensure successful implementation. The study might contributed knowledge to policy makers when formulating policies on FPE so as to efficiently address the disparities between urban and rural schools in the face of implementing the FPE policy.

#### **1.6 Scope and Limitations of the Study**

The proposed study limited itself to public primary schools in the rural areas of Kikuyu district, Kiambu County, Kenya.

The study was limited to;

- i. Inadequacy of learning materials provided by the government.
- ii. Declining quality of education and indiscipline among teachers, pupils and parents
- iii. Financial delay by the government
- iv. Lack of motivation among the teachers due to poor salaries
- v. Congestion of pupils that make classes uncomfortable for teachers to perform their duties effectively.

## **CHAPTER TWO**

### **LITERATURE REVIEW AND THEORETICAL FRAMEWORK**

#### **2.1 Introduction**

The chapter reviewed the relevant literature on the constraints facing the government in implementation of the Free Education policy in rural public primary schools in Kikuyu district, Kiambu County. The chapter is presented in different sub-topics which are related to the specific objectives of the study. The chapter also introduces the theoretical framework that the study employed and the conceptual framework.

#### **2.2 Free Primary Education in Kenya**

Internationally, the right to education is one of the basic human rights stipulated in the Universal Declaration of Human Rights, 1948. It is on this basis that the NARC government in 2003 enacted the Free Primary Education policy in Kenya. Existing literature indicates that previous attempts to achieve UPE in developing countries faced problems in its supply-driven policies, unclear mechanisms, and declining quality of education (Sifuna, 2007). However, since independence, the government has addressed challenges facing education sector through commissions, committees and taskforces. The first commission after independence (The Ominde Report, 1964) sought to reform the education system inherited from the colonial government to make it more responsive to the need of

the independent Kenya. Sessional Paper no. 10 of 1995 adopted the Ominde Report as a basis for post independence educational development. In 1976 The Gachathi Report focused on redefining Kenya's educational policies and objectives giving consideration to national unity, economic, social and cultural aspiration, while in 1981 The Mackay Report led to the removal of the advanced (A) level secondary education and the expansion of post secondary institutions. The Kamunge report, 1988 advocated for education and manpower training followed by the Commission of Inquiry into the education system of Kenya (The Koech Report, 2000) whose mandate recommended ways and means of enabling the education system to facilitate national unity, social responsibility, and long-life learning. Recent policy initiatives have focused on the attainment of EFA (Education for All) and in particular Universal Primary Education (UPE). The key concerns are access, retention, equity, quality and relevance.

According to Bogonko (1992), President Jomo Kenyatta introduced free primary education for the first time in the 1970s. This involved the abrogation of tuition fees for the economically marginal districts in the country. By July 1973 districts such as Marsabit, Mandera, West-Pokot, Wajir, Tana River, Turkana, Samburu, Garissa and Lamu had free primary education. In another presidential decree in 1973 education was made free for the first four years of primary education throughout the country. The immediate result was increase in enrollments in



primary schools from 1.8 million in 1973 to 2.8 million in January 1974. Enrolment at primary level reached 94.7% in 1988.

However, these developments were overshadowed by economic and political shifts in the late 1970's throughout the 1980's. Since the early 1980s, cost sharing policy altered free primary education policy in 1989 whereby the cost of textbooks, school activities, additional tuition, and examination fees became the parents' responsibility and communities were to construct physical facilities and ensure their maintenance as the government paid teachers' salaries. This resulted in a drop in enrollment by approximately 20% between 1989 and 1995 due to the inability of parents to bear the economic burden of education.

Oketch and Rolleston (2007) report dropouts from both the 1974 and 1979 intakes, and likewise from their successors, was huge. By the time the 1974 intake reached Grade 5 it had lost 55% of its original members; while over the same span, losses from the 1979 intake amounted to 45%. Both programmes brought about substantial enrolment increases in the Grade 1 intakes, but by the time the cohorts reached the higher grades their impact had virtually disappeared.

Sifuna et al., (2009) note that the implementation of fee abolition regained its prominence in the 1990s after The Jomtien Conference on Education for All in 1990, but the policy environment and the way policy was implemented varied in the different Sub-Saharan African countries. While national political pledges in

the presidential campaigns were the driving force for the implementation of fee abolition in Uganda and Kenya. The cases of Malawi and Ghana were driven more by the education reform process mainly initiated by external donors.

In Kenya, the Free Primary Education (FPE) policy was implemented in January 2003 as a result of one of the presidential campaign pledges by the National Rainbow Coalition (NARC) Party led by President Mwai Kibaki. The adoption of the FPE policy was implemented after the incoming government had used the policy as a political tool to ascend to power in their election campaign signifying the politicization of education in Kenya.

Cheruto and Benjamin (2010) observe that introduction of free primary education in 2003 was received with mixed reactions across the country. The government's task force reported that the implementation of the program was faced with a number of glaring challenges that required to be addressed. The major challenge that continues to threaten the achievement of MDG Goal Number 2 is the regional disparity between urban – rural areas. Globally, household data from 42 countries show that rural children are twice as likely to be out of school as children living in urban areas (UN MDG Report 2010)

### **2.3 Free Primary Education Policy Challenges**

Research in education in Kenya for instance Deolalikar (1997), Karmokolias and Maas (1997), Appleton et al. (1999), Bedi et al. (2004), Mariara and Mwabu (2007) and Nafula et al. (2007) has mainly focused on demand for primary school, returns to education and private sector participation. Results from some of the studies indicate that public provision of education in Kenya is inadequate, justifying the need for private involvement (Nafula et al., 2007). According to these studies, common factors affecting demand for schooling are school fees, household income, population characteristics, religion, parental education and perceived quality of education.

Challenges' facing the implementation of the Free Primary education is primarily an issue related to financing. Education reforms in Kenya and other developing countries have always been faced by financial issues and as such may have not achieved desired results. Lockheed et al., (1991) state that educational systems in developing countries are inherently inefficient due to among other reasons a low budgetary allocation which lowers the quality and quantity of inputs, especially physical infrastructure such as classrooms, workshops, laboratories and learning materials. In Kenya alone, in 2007, the development budget for 59,551 basic education institutions and 10.1 million learners is given as Kshs. 1.28 billion. Such a budget is a far cry from what is required to provide quality facilities in all schools year round.

Many African countries are heavily indebted and this has forced them to devote huge portions of the tax receipts to payment of debts. This undermines their ability to finance vital investments in human capital and infrastructure. While the Kenyan government has increased the education budget since FPE to 36%, around 90% of the cost is spent on salaries and benefits, leaving very little for other essential inputs. Table 1 shows the indicative financing gap that the country faces. However, there are initiatives to address inherent challenges in relation to learning materials and physical facilities under the auspices of the MoEST and other agencies. Ingubu and Kyalo (2011) observe there are efforts to improve the ratio of text book to learners to be 1:1. Primary schools with funds made available through the SIMBA account have found the going easier when it comes to providing chalk, charts, rulers, globes and textbooks. The funds are calculated per child and disbursed as per the available enrolment.

**Table 2.1 Indicative Financing Gap (\*Kshs. Million)**

	2005/06	2006/07	2007/08	2008/09	2009/10	Total
Net Recurrent Funding	86,792.0	91,131.6	95,688.2	99,515.7	103,496.4	476,623.9
GoK Development Funding (Net)	842.0	842.0	842.0	842.0	842.0	4,210.0
Total GoK Funding	87,634.0	91,973.6	96,530.2	100,357.7	104,338.4	480,833.9
Total Donor Funding	6,979.1	6,546.5	4,557.7	2,350.0	1,708.4	22,141.7
Total Funding Available	94,613.1	98,520.1	101,087.9	102,707.7	106,046.7	502,975.5
Total Proposed Investment	96,544.9	105,338.0	112,628.5	113,343.0	115,557.2	543,411.6
<b>Financing Gap</b>	<b>1,931.9</b>	<b>6,817.9</b>	<b>11,540.5</b>	<b>10,635.3</b>	<b>9,510.5</b>	<b>40,436.1</b>

**Source:** Ministry of Education (2009)

#### **2.4 Enrolment and Retention in Rural Public Primary Schools**

Both past and recent policies offer an interesting insight into factors that influence enrolment and retention of children in primary schools. The introduction of free primary education has brought along new challenges, as there is a high pressure on the existing infrastructure and other resources. In 2002, the Kenya Institute for Public Policy Research and Analysis (KIPPRA) collected data with regard to enrolment and drop-out rates, and came to the conclusion that 64.7% of children were leaving school due to the lack of school fees, 9.2% left because of

“lack of interest”, 6.7% were taken out of school by their parents and 5.3% had to leave because of the death of one or both of the parents (Manda et al., 2003)

The increase in enrolment as a result of FPE has had huge consequences for schools. From 2003 – 2008, the population of students attending primary school expanded an additional 2.3 million pupils, translating to a national increase of 39 % (Barasa, 2009). Total enrolment in 2009 stood at 8.83 million and had a percentage change of 6.2 % in 2010 to 9.38 million signifying that the increasing enrolment trend is set to continue (KNBS, 2011). Rural schools were more affected that teachers even resulted to a multishifting structure because there are many too students to handle.

Enrolment, retention, completion and progression rates are a major challenge and a concern of the millennium goal on education. For instance in Tanzania, Ethiopia and Eritrea there remain some wide differences between regions; with enrolment lower in remote rural regions in particular (Hazel and Eric, 2008). According to the 2009-2010 Kenya Demographic and Health Survey (KDHS) enrolment for the lowest quintile is most responsive to cost of schooling and is also affected by the level of direct and indirect costs, urban/rural residence and other socio-cultural factors such as gender. According to surveys of local stakeholders in Mozambique, the greatest barrier to enrollment and retention was the direct costs of books and learning materials, followed by: opportunity costs, low value of education, and poverty (World Bank, 2005b) In Kenya, primary completion rates

increased from 62.8% in 2002 to 76.2% in 2004. Also, after the government banned grade repetition, fewer pupils are repeating classes – the repetition rate declined from 13.2% in 1999 to 9.8% in 2003. Even though repetition was outlawed in Kenya, 8.1% of boys and 7.4% of girls had repeated their classes (UNESCO, 2005)

Nyokabi (2009) notes given the 2007 net enrolment ratio (NER) of 91%, the country is nearly achieving the goal of universal primary education. Improving school quality to increase both mean grade attainment and efficiency and overall enrolment may be the key to closing the NER gap. According to the Free Primary Education Assessment by UNESCO (2004) reports “new enrolments were primarily those who had never been in school before and/or those who had dropped out due to lack of fees.”

According to the MoEST (2005-2010) low incomes have had a negative impact on key education indicators including access, quality, retention and completion. It is against this background that the development of education and training in Kenya requires the support of all stakeholders. However rural areas are composed of low-income households and as such may not be able to raise levies and cash as their urban counterparts.

The MoEST (2005) acknowledges that while there have been dramatic increases in enrolment of children previously not in school, gender disparities are still observed, particularly in rural areas and urban slums, and generally in performance and transition rates. Abagi and Odipo (1997) observe teachers' attitudes towards their work and pupils, their classroom management and their interaction with pupils as having a great impact on the academic achievement and the retention in school of their pupils, particularly girls.

The relationship of poverty to increased enrolment, poverty to growth in class size, and growth in class size to lower academic performance as shown by EMIS data suggests that poor areas have suffered in quality of education under FPE. In their study of FPE policies in the East African region, The Consortium for Research on educational Access, Transitions and Equity (CREATE). It shows through the example of the three countries that increased enrolment has led to the deteriorating quality of education and increased demand for higher education.

According to the Education for All Global Monitoring Report 2011; Kenya in 2003, the proportion of 16 and 17 year olds without access to education was 9.1%. Of those who attended school, 16.1% dropped out without completing primary school. In addition, we also estimated that 45 percent of 16 and 17 year olds in Kenya are still in primary school, which means that these children are over age, with an increased risk of dropping out. Only 38% of these cohorts completed



primary school. Assuming that the educational experience of these cohorts reflects the inefficiencies of the system, as such Kenya has a relatively big problem of over age children in primary school, but a relatively small problem with respect to access to school and relatively sustained enrolment rates.

### **2.5 Availability of Teaching/ Learning Materials**

The availability of textbooks and learning materials was perhaps the most constraining resource to educational quality, particularly in rural schools in Kenya. Textbooks, whether designed for use in activities led by the teacher or independently by the students, offer the most explicit instructional design formats. Thus, the availability of these materials has implications for immediate quality improvements in the educational system.

The Kenyan government has initiatives through which to provide learning materials to Kenya's rural schools. In late 1995, The Ministry of Education district office selected 100 of the 333 primary schools in Kenya's Busia and Teso districts to participate in the School Assistance Program (SAP), which was funded by a Dutch non-profit organization, International Christelijk Steunfonds (ICS). Schools included in the sample usually had textbooks for teachers, but only a few for students. A Ministry of Education survey in 1990 found a pupil-textbook ratio of 17 in primary schools. The program established that textbook provision only

improved the educational outcomes of academically stronger pupils than weaker ones.

Under the FPE policy the government continues to provide textbooks for all public primary school students each year. These are textbooks for each core subject: Kiswahili, English, Math, Science, Social Studies and Religious Studies. The policy's provision of textbooks is widely regarded as one of the policy's major achievement. The program has aimed at achieving 1:1 textbooks ratios with every student, but loss of books has prevented this from happening at certain schools (Ngugi, 2003)

The SACMEQ (2011) report of 2007 indicates only 78% of the Standard 6 pupils had at least one exercise book, a pencil or a pen, and a ruler. In other words, around one in every five (22%) pupils did not have all the three basic learning items that were considered necessary for effective participation in classroom activities. Furthermore there was a large difference between public (77%) and private schools (90%) in the provision of these three basic learning materials. This should be troubling to the SIMSCs in public schools, because it was expected that they would have considered basic learning materials a top priority for their schools.

The World Bank (2004) notes that even before the FPE policy implementation lack of teaching and learning materials had been identified as an issue negatively affecting education quality. In 2001, more than three quarters of the students surveyed by SACMEQ study reported lack of textbooks. The study also found that the availability of exercise books and notebooks was only 25 and 18% of what is required.

However, with the introduction of the SIMBA accounts to be disbursed to public primary schools there has been a significant improvement in the pupil-textbook ration in Kenya. Glewwe and Kremer (2005) found that the workbook-pupil ratio had significantly positive coefficients for both subjects, so that providing a workbook for each student in schools that have none increases mathematics and reading scores by 0.22 and 0.21 standard deviations, respectively. The only other school variable significant at the 5 percent level was lack of adequate furniture, which was associated with a drop of -0.32 standard deviations in mathematics and -0.29 standard deviations in reading.

Kosgey, Maiyo and Chepkurui (2006) note perhaps the hurdle ahead is in the mechanics of disbursement of funds and the management and audit of the purchased materials. The construction and development or expansion of schools have been a big problem or rather challenge to the government, as it requires a lot of funds. Again the disbursement of free primary funds also poses a challenge;

remote schools receive the government funds at the end of the term instead of beginning of the term.

In 2010, the government implemented a new formula for the disbursement of FPE funds for instructional materials. Under this new formula, schools which had fewer textbooks per pupil (which meant more pupils sharing per textbook) were to receive greater amounts of money than those schools that had more textbooks (less pupils sharing a book). For schools to receive these funds, they are required to submit their Textbook-Pupil Ratios (TPR) data to the District Education Officers (DEO) and Municipal Education Officers (MEO) each term. In addition, in an effort to control the unethical supply of instructional materials, schools are required to purchase these materials from approved booksellers. Moreover, the DEOs and MEOs are required to monitor schools in their areas to ensure the prudent use of instructional materials (MoE, 2010).

## **2.6 School infrastructure and implementation of Free Primary Education**

According to input-output studies based on cognitive achievements of students provide little evidence that school resources have any regular important effect on results. Some studies have shown such factors to be apparently effective, whilst others have shown the opposite and the total outcome of these studies throws doubt on the importance of school facilities in the learning process (Ayot and

Briggs, 1992). Physical facilities at rural schools are minimal; classrooms are often dilapidated and sometimes non-existent (Glewwe et al., 2007).

School physical facilities provide the basic teaching and learning environment. The learning environment including classrooms and other school facilities also has an impact on learning outcomes. The increase in classrooms brought with it the challenge of desks which is being addressed as part of the MDG Quick Wins Initiative. According to the Southern Africa Consortium for Monitoring Education Quality (SACMEQ) survey of 2001, the benchmark for classroom furniture included sitting and writing places, one per pupil; and a chalkboard, one per class. The findings of the survey show that school sitting and writing places are quite adequate. However, much furniture needs to be repaired. Schools also tend to be overcrowded with regard to small to average classroom space per pupil with extremely crowded sanitary facilities shared by pupils.

Musamas (2006) agrees that physical assets have a lot to do with moral education; that it is a fact that attractive environments lift the human spirit. That, it would be easier for a teacher in a neat , well-built school with adequate facilities, well trimmed grass, flowers and trees to encourage aesthetic aspects like beauty, joy, peace and general values such as tidiness, generosity, than a teacher in a poor and ugly environment.

The Ministry of Education Science and Technology (2005) hypothesizes that primary education continues to experience many challenges relating to access and equity. Key among them is overstretched facilities due to overcrowding in schools. Other problems in the quality of learning relate to poor resource management in primary schools, poor learning environment due to overcrowding and inadequate facilities. Lack of teaching facilities has often resulted in scenarios where the teacher only uses the chalkboard thereby creating an environment of rote learning which has proved to be unproductive.

The challenge however is that disparity exists between urban and rural public primary schools with regard to endowment of physical facilities. However it is important to note that there are 'public' schools that are well endowed with facilities and learning materials but are however still inaccessible to relatively poor households this is especially the case in Nairobi and other urban areas. In such schools free primary education is not really free as they actually charge some levies or fees. This is because it is difficult for such costly primary schools to maintain existing facilities merely using grants from the government (MoEST, 2003).

The link between poor sanitation and poor health is evident; for lack of adequate sanitation facilities is a major reason why many children, particularly girls, fail to attend school. Lack of sanitation facilities affects the performance and achievement of all pupils and is detrimental to the working conditions of teachers.

Girls and boys must have equal access to adequate sanitation facilities in schools and must be separated with their own wash basins and taps (Rwanda, MOE, 2009).

According to GoK (2001), a safe school must have sanitation facilities built up to the required standards and kept clean with high standards of hygiene. Pit latrines should not be less than 6 metres (2ft) deep and should be regularly disinfected. They should be at least 15 metres (50ft) away from a borehole or well or water supply point. In the construction of sanitary facilities, the following must be observed in relation to numbers. The first 30 learners: 4 closets (holes), the next 270:1 extra closet for every 30 learners, every additional learner over 270:1 closet per 50 learners.

## **2.7 Theoretical Framework**

### **2.7.1 Structural - Functionalism Theory**

Structural-Functionalism is a broad perspective in sociology and anthropology which interprets society as structure with interrelated parts. Functionalism addresses the society as a whole in terms of function of its constituent elements such as norms, customs, traditions, institutions. Social structures are stressed and placed at the center of analysis and social functions are deduced from these structures.

The theory tries to explain how the relationships among the parts of society are created and how these parts are functional (meaning having beneficial consequences to the individual and the society) and dysfunctional (meaning having negative consequences). It focuses on consensus, social order, structure and function in society. Sometimes also known as “social systems theory”, grows out of a notion introduced by Comte and others: A social entity, such as an organization or a whole society, can be viewed as an organism. Like organisms, a social system is a made up of parts, each of which contributes to the functioning of the whole. The view of society as a social system, then, looks for the functions served by its various components.

The structural-functionalist theory sees society as a complex system whose parts work together to promote solidarity and stability; it states that our social lives are guided by social structure, which are relatively stable patterns of social behavior (Macionis, 1997)

According to Robert K. Merton, social functions comprise three components. The Manifest functions which are the recognized and intended consequences of any social pattern. For instance the Manifest function of Education includes preparing for a career by getting good grades, graduation and finding good job. The Latent functions are the unrecognized and unintended consequences of any social pattern. (Objective consequences/functions) e.g. latent functions of Education include meeting new people, participating in extra-curricular activities taking



school trips or maybe finding a spouse. Dysfunction is the social pattern's undesirable consequences for the operation of the society are considered dysfunction. (Failure to achieve manifest function) e.g. Dysfunction of education includes not getting good grade, not getting a job.

Primary education points to the importance of maintaining equilibrium between the different parts which comprise the whole system. Although fee abolition affords the opportunity for more children to access education there are also other factors that contribute to the quality of education provided; for instance the availability of not only qualified teachers but those that are highly motivated; presence of an enabling environment which comprises of available and adequate physical facilities and learning materials also contributes to the maintenance of the complex system by supporting the manifest function of the parts (primary school institutions). Therefore the theory was best for the study as the introduction of Free Primary education came with unrecognized and unintended consequences thus resulting in undesirable results.

### **2.7.2 Conflict Theory**

Conflict theories examine the macro level of our society, its structures and institutions. Whereas functionalists argue that society is held together by norms, values, and a common morality, conflict theorists consider how society is held together by power and coercion (Ritzer, 2000) for the benefit of those in power.

Contemporary conflict theorists have argued that conflict emerges from other social bases, such as values, resources, and interests (Mills, 2000)

To conflict theorists social problems emerge from the continuing conflict between groups in our society—based on social class, gender, ethnicity/race—and in the conflict, the powerful groups usually win. As a result, this perspective offers no easy solutions to social problems. To overcome these requires a paradigm shift of the day to day running of the system which is often not forthcoming. Although certain reform would be undertaken within the structures those in power will still retain their control of the different structures of the system.

Free primary education was seen as a means through which education opportunities would be available to the poorest that comprise the majority of society in Kenya. Through basic education, individuals have a better chance of actively participating politically, socially, economically and financially in society. However achieving educational access and equity in Kenya under the FPE policy has remained tainted. This is because some classes in society (urban) continue to enjoy control over the educational structure thus limiting opportunities for quality education to the rural community.

Kinyanjui (1974) discussion on educational resources and opportunities in Kenya looks at the disparities in the education systems between provinces and in the rural-urban divide. He indicates that fewer students attend school, start at a young age, can afford school fees, and qualify with KCPE scores to secondary schools.

National educational aid is provisioned equally through central organizations like the Teacher Service Commission (TSC) and the Kenya School Equipment Scheme (KSES). Whereas urban areas are likely able to subsidize these rural areas still have to build school facilities and hire their own teachers. Even though the Kinyanjui report was written 30 years before FPE; the situation of the educational environment in Kenya today still remains similar with these inequalities that characterize the Free Primary Education policy in Kenya today.

Access to education is determined by a number of factors such as cost, proximity to educational facility and availability of appropriate physical amenities such school laboratories and adequate instructional material. Inequalities in relation to access to quality education are apparent in Kenyan educational landscape. Earning disparities create inequalities in the ability to access quality education at the Primary level of education as middle and upper income bracket earners are more likely take their children to lesser affordable but more competitive private schools.

The conflict perspective holds that socialization and allocation function of the education system is for the benefit of the elite rather than the society as a whole; this is because students have access to quality education according to social class. This set of arrangements creates a source of constant tension among competing status groups in schools, as the less advantaged challenge the elite in an attempt to gain a greater share of the society's relatively scarce resources. For instance urban

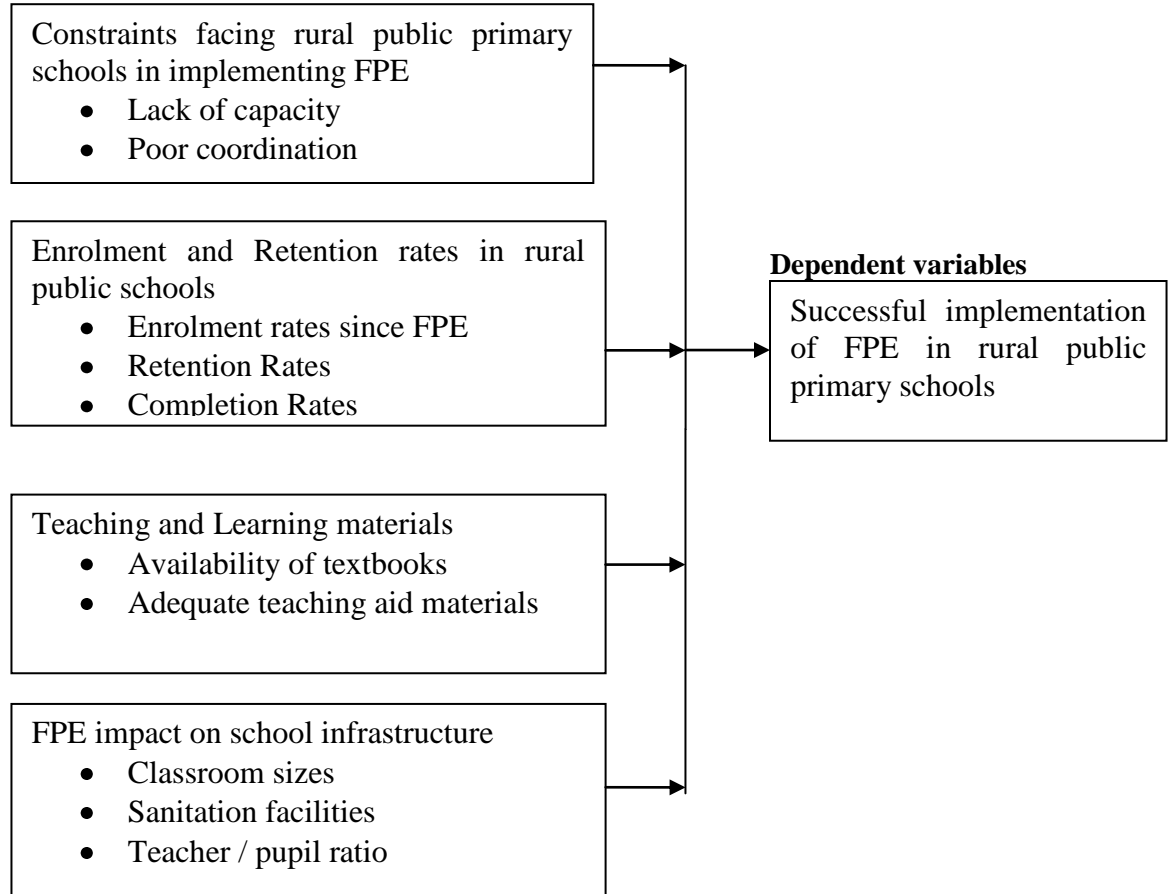
centered public schools have continued to enjoy more resource distribution since the inception of FPE compared to the rural public primary schools.

## **2.8 Conceptual Framework Description**

The purpose of the study is to identify the constraints facing implementation of free primary education in rural public primary schools where the perceived independent variables are deemed to have an effect on the implementation of free primary education. The independent variables are the internal constraints facing implementation of free primary education, the enrolment and retention rates in rural public primary schools, adequacy of learning and teaching materials in the schools and effect teacher motivation on the implementation of free primary education in rural public primary schools. The successful implementation of free primary education in primary schools can be indicted through improved enrolment, retention and completion rates of pupils and the provision of quality education opportunities for pupils.

**Figure 2.1 Conceptual Framework**

**Independent variables**



**Source:** Author (2012)

## **CHAPTER THREE**

### **RESEARCH METHODOLOGY**

#### **3.1 Introduction**

The chapter consists of the research methods incorporated into the study to improve on its objectivity. The chosen research design of the study was given and also defense for their use provided. The location, target population, sample and sampling procedures, data collection methods and instruments and data analysis techniques are also described.

#### **3.2 Research Design**

The researcher used the descriptive survey design of inquiry which involved incorporation of both qualitative and quantitative approaches. Quantitative methods rely on the collection of statistical data. It requires the specification of variables and scales collected through questionnaires. Qualitative methods are designed to capture social life as participants experience it. These methods included observation schedule, key informant interviews, or focus group discussions. Descriptive survey involves collection of data based on responses to a series of questions where a number of respondents are asked identical questions through a systematic questionnaire, observation or interview. The study was descriptive in nature as it sought to answer the fundamental question of social researcher “What” is going on?

### **3.3 Location of the Study**

The study was carried out in Kikuyu Division within Kiambu County which is characterized as a rural area. The Division has four educational zones namely, Karai, Kabete, Muguga and Thogoto. Under the four educational zones there are 54 public primary schools from which the sample was derived. The distribution of the 54 public primary schools in Kikuyu division was as follows Kabete Zone 17 schools, Muguga Zone 13 schools, Karai and Thogoto Zones have 12 schools each. These educational administration zones served as the basis of the strata as elaborated in the sampling procedures for the study.

### **3.4 Unit of observation and analysis**

Unit of analysis are the individual units about which/whom descriptive or exploratory statements are to be made (Doby, 1967). A unit of analysis is ‘the entity, object or events under study’. These include individual people, social roles positions and relationship, a wide range of social groupings as well as social artifacts (Singleton, 1988). In this study the unit of observation were physical facilities, teaching/learning resources in the sampled schools while the unit of analysis was implementation of free primary education.

### **3.5 Target Population of the Study**

The target population of the study constituted of 54 Headteachers, 717 Teachers, 54 chairpersons and the District Education Officer. The target population was therefore 825 respondents.

### **3.6 Sample Size and Sampling Procedures**

The study used the stratified sampling technique which involves dividing the population into homogeneous non-overlapping groups (strata), selecting a sample from each group, and conducting a simple random sample in each stratum (Cochran, 1963). The technique was chosen as it was more appropriate since the administrative boundaries of the educational zones provided an opportunity to select a random sample of a school from each of the zones. Four schools from each zone were used identified to be included in the final sample of the study.

A sample is a small proportion of a population selected for observation and analysis (Best and Khan, 2005). They further argue that 30% of the target population is enough for the study.



**Table 3.1: Sampling Procedures**

<b>Categories of Respondents</b>	<b>Target Population</b>	<b>Sample Percentage</b>	<b>Sample Population</b>
Headteachers	54	30 %	16
Teachers	717	30 %	215
Chairpersons	54	30 %	16
DEO	1	100%	1
<b>Total</b>	<b>826</b>		248

### **3.7 Data Collection Methods and Instruments**

The researcher used a mixed method approach to data analysis which comprises use of both secondary and primary data. A series of qualitative methods was used in order to generate the required primary data – data which is derived from the study instruments discussed herein. These included survey, key informant interviews and observation as discussed below.

#### **3.7.1 Questionnaire**

The survey questionnaire is a popular tool of collecting different types of data in a research problem. It is widely used in research to obtain information about certain conditions and practices, and to inquire into opinions and attitudes of individuals or groups (Koul, 1986). The survey questionnaire was self-administered and this was done simultaneously by interviewing the respondents. The survey

questionnaires included both open-ended and closed questions. In the former, the respondents were required to answer in their own words, and in the latter, they were to choose from a list of prepared answers. Pre-coding was undertaken for the closed-ended question items to allow easier data entry process.

### **3.7.2 Key Informant Interview Schedule**

Interviews involve a face to face interaction between two people: (the interviewer and the interviewee) on the questions under study. The key informant in the interview provided the opportunity to collect unbiased and in-depth information from respondents who had a wide knowledge of the problem under study. A key informant interview guide was developed to target the District Education Officer given their knowledge of the policy environment of the education sector and the chairpersons.

### **3.7.3 Observation Checklist**

Observation implies exactly what the term means: assessing what is happening in a particular setting that is of interest for a study. The researcher used an observation checklist to gather information on the status of learning materials and physical facilities of the primary schools sampled. An observation checklist was used to guide the researcher during the field observation process on the visit.

### **3.8 Validity and Reliability of Research Instruments**

Validity determines whether the research instruments truly measures what it was intended to evaluate or how truthful the research results are. Salkind (1997) defines reliability as the ability of an instrument to produce similar results as it may have done in the past. A reliable test or measure of behavior can measure the same thing more than once resulting to the same outcome. To ensure validity the researcher used expert judgment by consulting the university supervisor in the construction of the questionnaire items and the interview schedule based on the operationalized variables. To establish the reliability of the survey instrument the researcher undertook a pilot study to test the clarity of the questionnaire items. The researcher adopted the test – retest method among a selected population. The process involves administration of the same instrument to a similar group of the sample and taking a correlation analysis of the two sets of responses; the higher the correlation score indicates a higher reliability of the instrument.

### **3.9 Data Analysis Techniques**

This study incorporated both quantitative and qualitative methods of data and analysis. According to Creswell (1999) the process of data analysis involves making sense out of text and image data. It involves preparing the data for analysis, moving deeper and deeper into understanding the data, representing the data, and making an interpretation of the larger meaning of the data. The study generated both qualitative and quantitative data. Descriptive statistics was used to

analyze quantitative data. The researcher presented the data in frequencies, percentages, averages, tables, charts ad graphs. Qualitative data was arranged into themes as per the objectives and research questions. The Statistical Package for Social Sciences (SPSS) was used to generate frequency distributions using descriptive statistics in order to examine the patterns of the responses.

## **CHAPTER FOUR**

### **DATA ANALYSIS AND PRESENTATION OF FINDINGS**

#### **4.1 Introduction**

This chapter presents and discusses the findings of the study. The study investigated the factors affecting implementation of free primary education in rural public primary schools in Kikuyu Division, Kiambu County. The data were collected and interpreted in relation to the research objectives.

#### **4.2 Instrument Return Rate**

The researcher carried out the study in Kikuyu Division which is a rural area targeting 54 public primary schools. The sample consisted of 215 teachers, 16 headteachers, 16 chairpersons and the DEO Kikuyu district for the study and thus administered 231 questionnaires, a focus group discussion and an interview schedule. All the 16 questionnaires from the head teachers were returned (100%), all the 16 chairpersons discussions (100%) and 208 teachers' questionnaires (96.7%). A total of 222 questionnaires were returned from all respondents thus representing 96.1% return rate and therefore satisfactory for the purpose of the study.

**Table 4.1: Instrument Response Rate**

	<b>Expected</b>	<b>Returned</b>	<b>Percentage</b>
Teachers	215	208	96.7
Headteachers	16	16	100.0
Chairpersons	16	16	100.0
DEO	1	1	100.0
<b>Total</b>	<b>248</b>	<b>241</b>	<b>92.2</b>

### 4.3 Socio – Demographic Data of Respondents

The research sought to establish the respondents’ personal data that comprised of gender, age, education level and teaching experience to understand the characteristics of the respondents. The researcher sought to identify respondents’ gender to identify gender representation in the teaching profession. The responses were as shown on table 4.2.

**Table 4.2 Respondents gender**

<b>Gender</b>	<b>Head teachers</b>		<b>Teachers</b>		<b>Chairpersons</b>	
	<b>Freq</b>	<b>%</b>	<b>Freq</b>	<b>%</b>	<b>Freq</b>	<b>%</b>
Male	12	75.0	76	36.7	16	100.0
Female	4	25.0	132	63.3	0	0.0
<b>Total</b>	<b>16</b>	<b>100.0</b>	<b>208</b>	<b>100.0</b>	<b>16</b>	<b>100.0</b>

The study findings showed that 75% of the head teachers were male. Female teachers were more than male teachers in the teaching profession despite their underrepresentation in headship of public primary schools in Kikuyu district. The respondents' gender was not to answer any research question but to give insights into the respondents in the sample. The chairpersons in the sampled schools were all male.

Age is a factor that has been observed to affect the performance of teachers and also their working environment. Hence, the researcher sought to find out whether the age factor influenced the working capability of a teacher. The findings were as shown in Table 4.3.

**Table 4.3: Age of Respondents**

Age in years	Teachers		Chairpersons		Headteachers	
	Freq	%	Freq	%	Freq	%
26 – 30	25	12.2	-	-	-	-
31 – 35	65	30.6	-	-	-	-
36 – 40	34	16.3	-	-	-	-
41 – 45	42	20.4	-	-	4	25.0
46 – 49	25	12.2	4	25.0	8	50.0
Over 50	17	8.2	12	75.0	4	25.0
<b>Total</b>	<b>208</b>	<b>100.0</b>	<b>16</b>	<b>100.0</b>	<b>16</b>	<b>100.0</b>

Table 4.3 shows that all the headteachers were above 40 years of age. This suggests that elderly teachers who are believed to have better experience are promoted into headship and school management. Most of the teachers were below 36 years. These findings show that educational management requires expertise. Therefore, implementation of FPE program in schools required extensive experience. Further, the researcher then sought to find out whether the academic qualification of the respondents influenced their ability to implement Free Primary programme since the level of education is an important factor in the job competence of the employees. The findings were as presented in Table 4.4.

**Table 4.4: Highest Level of Education**

Level of Education	Teachers		Headteacher	
	Frequency	Percent	Frequency	Percentage
P1 Level	127	61.2	0	0.0
ATS IV	0	0.0	4	25.0
ECDE Diploma	21	10.2	0	0.0
Diploma	26	12.3	8	50.0
Graduate	21	10.2	4	25.0
Postgraduate	13	6.1	0	0.0
<b>Total</b>	<b>208</b>	<b>100.0</b>	<b>16</b>	<b>100.0</b>



Twenty five percent of the head teachers indicated that ATS IV was their highest academic qualification while most of the teachers were P1 Level holders (61.2%). The findings indicate the different levels of qualification found among primary sector teachers range from Early Childhood Development education to post-graduate holders. This was a clear indication that the head teachers and other teachers were qualified to carry out their duties in schools. From the findings, implementation of Free Primary Education programme was unlikely to be determined by the academic qualification of an individual since in-service courses on educational management are offered to teachers.

Ali (2003), states that ideally, education trains manpower for the economy, helps to fully develop the potential of individuals and helps such individuals consummate employment opportunities. Therefore, the research sought to establish whether respondents had attended in-service courses on educational management. The findings were as presented in table 4.5 below.

**Table 4.5 Attendance of In-service Courses by Respondents**

<b>Courses attended</b>	<b>Teachers Frequency</b>	<b>Percent</b>	<b>Frequency</b>	<b>Head teacher Percentage</b>
Refresher courses	191	91.8	16	100.0
Educational management	17	8.1	16	100.0
Institutional financial management	0	0	4	25.0
Institutional instructional material management	102	49.0	8	50.0

N = 208:16

Table 4.5 shows that all the head teachers had attended in-service courses on refresher courses and educational management, while only twenty five percent of the head teachers indicated that they had attended institutional financial management and half institutional instructional materials management. These findings clearly show that head teachers were well equipped with educational management and teaching skills. Little has been done in attending financial management and material management courses that would equip them with knowledge to implement Free Primary Education programme in their schools. Teacher respondents undertake refresher courses though they ignore the need of their knowledge on educational management and financial management. Further the researcher sought to find out the training agents who offered the in-service courses to teachers. Their responses were tabulated in Table 4.6 below.

**Table 4.6 Respondents' In-service Training Agencies**

<b>Training agent</b>	<b>Teachers</b>		<b>Headteacher</b>	
	<b>Frequency</b>	<b>Percent</b>	<b>Frequency</b>	<b>Percentage</b>
KEMI	102	49.0	16	100.0
MOE	208	100.0	16	100.0

Table 4.6 shows that all of the teachers indicated that they had attended in-service courses organized by the Ministry of Education on refresher courses and the 49% of the teachers who had attended material management courses indicated they were organized by Kenya Educational Management Institute. All the head teachers indicated that they had attended in-service courses on financial management from both Ministry of Education and Kenya Educational Management Institute. This was a clear indication that they were well equipped to be able to implement new financial management skills in their role as implementers of Free Primary Education programme.

The duration one has been in a profession determines the career competence of an individual and their ability to handle challenges. Thus, the researcher sought to establish the teaching experience of the respondents and presented the findings in table 4.7 below.

**Table 4.7 Respondents' Teaching Experience**

No of Years	Head teacher		Teachers	
	Freq	%	Freq	%
0 – 5	0	0	131	63.3
6 – 10	0	0.0	38	18.3
11 – 15	4	25.0	26	12.3
Over 16	12	75.0	13	6.1
<b>Total</b>	<b>16</b>	<b>100.00</b>	<b>49</b>	<b>100.0</b>

From the study findings, majority of the head teachers had been in the teaching profession for more than 10 years and majority of the teachers indicated they had a teaching experience of less than ten years. This shows that they were acquainted with the challenges and were able to come up with workable solutions in the educational leadership due to the duration of time they had been in the career. This was in line with TSC (2005), scheme of service whereby teachers with particular grades can be promoted to administrative posts.

#### **4.4 FPE and Pupils' Enrolment and Retention Rate**

The increase in enrolment as a result of FPE has had huge consequences for schools. From 2003 – 2008, the population of students attending primary school increased upto 2.3 million pupils, translating to a national increase of 39 %

(Barasa, 2009). Rural schools were more affected in that teachers even resulted to a multishifting structure because there were many too students to handle. Enrolment, retention, completion and progression rates are a major challenge and concern of the millennium development goal on education. Therefore the researcher sought to establish the enrolment of pupils and presented the findings in Table 4.8.

**Table 4.8: Pupil Enrolment in Sampled Schools**

School	No of boys		No of girls	
	2001	2013	2001	2013
Gatune Primary	385	980	213	714
Wangige Primary	631	1450	598	1098
HGM Kinoo primary	462	841	387	655
Kerwa primary	365	567	276	456

**(Source: DEO' Office Kikuyu, 2013)**

From the enrolment report from the DEO's Office, Kikuyu district, it was evident that the difference between the enrolment of pupils in the sampled schools in 2001 and 2013 shows that after the introduction of FPE enrolment levels of pupils increased. These findings concur with the Free Primary Education Assessment by UNESCO (2004) report that states that "new enrolments were primarily those who had never been in school before and/or those who had dropped out due to

lack of fees. The researcher then sought to establish from the teachers the factors that affected the enrolment and retention rates in public primary schools and the responses were presented in table 4.9.

**Table 4.9: Main Factors Affecting Enrolment and Retention Rates According to Teachers**

<b>Factors</b>	<b>Frequency</b>	<b>Percentage</b>
Age of children	13	6.1
Availability of Facilities	26	12.3
Free School Feeding	4	2.0
Location of the school	8	4.1
Teacher – Pupil Ratio	76	36.7
Domestic Problems	64	30.6
Repetition of classes	17	8.2
<b>Total</b>	<b>208</b>	<b>100.0</b>

According to the teachers, implementation of Free Primary Education was faced by various factors; most of them (36.7%) indicated that increased teacher pupil ratio has hindered effective implementation of FPE since teachers lacked enough time to give individual attention to pupils due to the increased numbers that could not match the available teaching staff. Pupil-teacher ratio refers to the average number of pupils per teacher at a level of education specified in a given school year, based on headcounts of pupils and teachers, while the recommended pupil to teacher ratio of 40:1 (MoE, 2007). Domestic problems also kept children away

from school due to high poverty levels in rural areas, they ended up preferring employment over learning. Other factors included age, feeding program, class repetition and distance from home to school.

The findings were in line with World Bank report, (2005b) which states that the greatest barrier to enrollment and retention was the direct costs of books and learning materials, followed by, opportunity costs, low value of education and poverty.

**Table 4.10 Number of Pupils Per Class**

<b>Number of Pupils Per Class</b>	<b>Frequency</b>	<b>Percent</b>
31 - 40	47	22.4
More than 41	161	77.6
<b>Total</b>	<b>208</b>	<b>100.0</b>

Table 4.10 shows that majority of classes (77.6 percent) had class sizes of more than 40 pupils while 22.4 percent indicated they had a class size of 31 - 40 pupils. This indicated that pupils were congested in classes more than the recommended average class size of 40 pupils. These findings agreed with Too (2005) who states that teachers had complained of increased pupil-teacher ratio. Many primary schools were understaffed as a result of the free primary education program. Such class sizes in public schools made it difficult for the teachers to teach effectively

as compared to their counterparts in private schools who handled smaller numbers of pupils.

Moving to the next class is an indicator of performance of teachers where there is a set pass mark for which pupils must attain in order to move to the next grade. Therefore, the researcher sought to establish the frequency of pupils' transition to the next class and the findings were presented in table 4.11

**Table 4.11 Rate of Pupils Moving to Next Class**

	<b>Frequency</b>	<b>Percent</b>
Some	34	16.3
Most	76	36.8
All	98	46.9
<b>Total</b>	<b>208</b>	<b>100.0</b>

As indicated in Table 4.11, most of the teachers indicated that all pupils in their classes (46.9 %) moved to the next class, while 36.8 percent indicated that most pupils moved to the next class and those who indicated only some were 16.3 percent. This was to show that the MoE policy on repetition was being effectively enacted. These findings are in line with UNESCO report (2005), which states that in Kenya, primary completion rates increased from 62.8% in 2002 to 76.2% in 2004. Also, after the government banned grade repetition, fewer pupils were repeating classes. The repetition rate declined from 13.2% in 1999 to 9.8% in



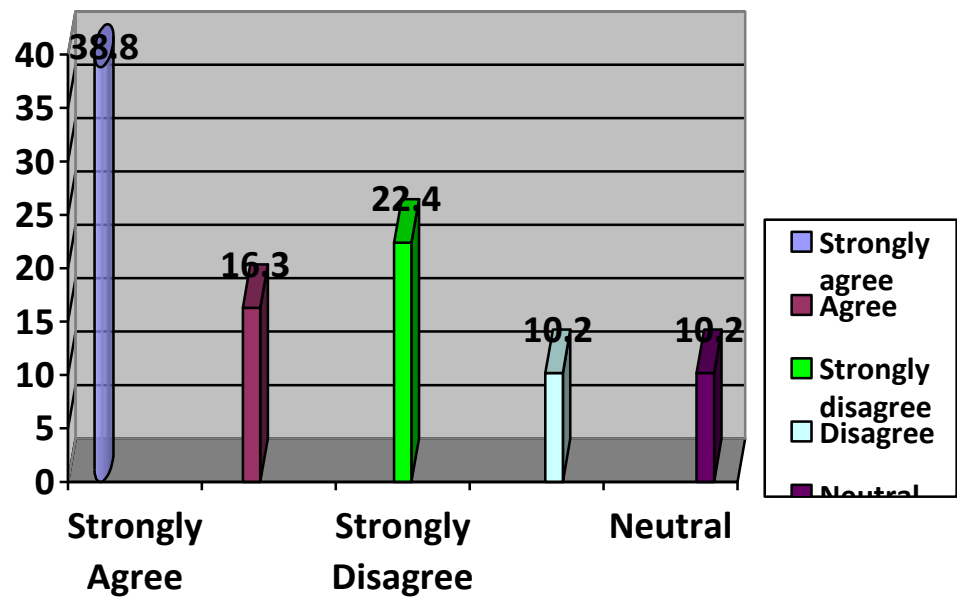
2003. Even though repetition was outlawed in Kenya, 8.1% of boys and 7.4% of girls had repeated their classes.

#### **4.5 Effects of FPE on Physical Facilities and Learning Materials**

The issue of congestion in classrooms, shortage of desks and lack of enough physical and social facilities to meet the increased enrolment were cited as major challenges in implementation of FPE. The study sought to establish the status and adequacy of physical facilities and learning materials in the selected primary schools. The study sought to establish whether the condition of school facilities hindered implementation of FPE, the responses were presented in Figure 4.1.

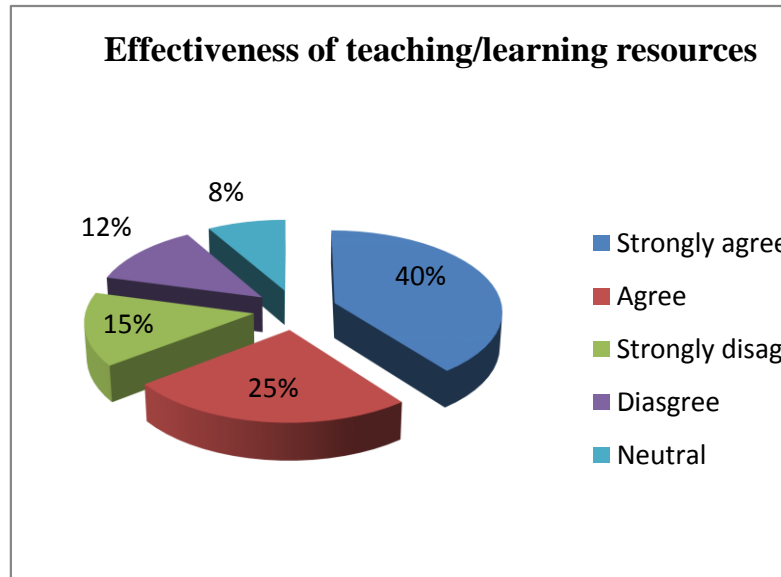
49.0 percent of the respondents indicated that they agreed with this notion. Those who disagreed were 32.6 percent whereas 16.3 percent were neutral. This indicates that school facilities were not in a good condition to facilitate provision of quality education.

**Figure 4.1 Condition of School Learning and Physical Facilities**



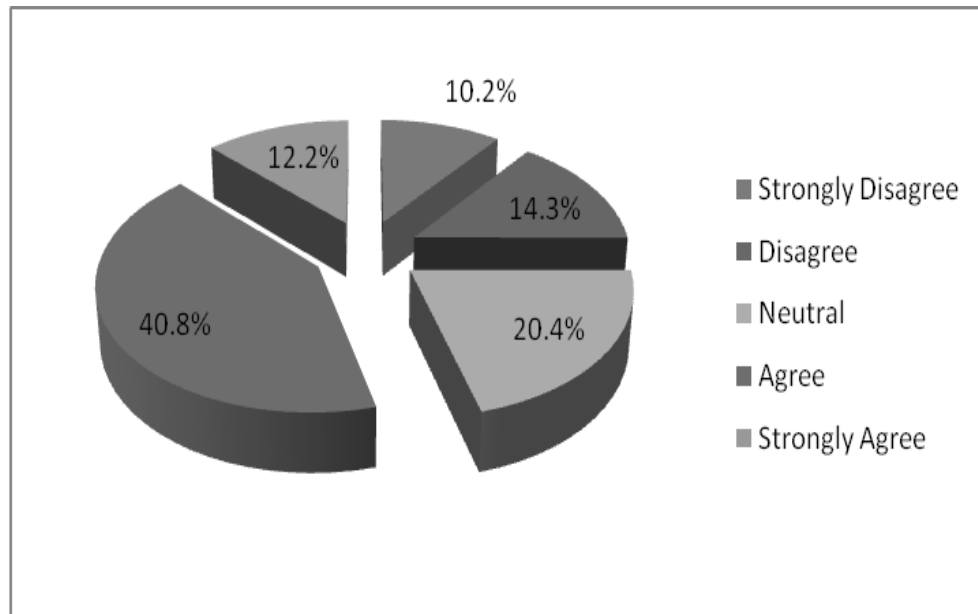
With regard to whether school physical facilities facilitated the process of effective learning and teaching in the sampled schools, the responses in Figure 4.2 63.3 percent of the respondents agreed that school infrastructure was effective for teaching and learning. However, 14.3 percent of the respondents acknowledged that they were not sure on whether they facilitated effective teaching and learning and 20.4 percent disagreed.

**Figure 4.2 Whether School Facilitates Allowed Effective Learning and Teaching**



An enabling environment is an important ingredient for effective teaching and learning. The learning environment including classrooms and other school facilities has an impact on the learning outcomes. Spacious rooms are required for easy movement and interaction during the teaching / learning process. Sitting facilities ensure learners' comfort in the classrooms for smooth learning. Learning is hampered if the facilities are inadequate or inappropriate. Among the respondents, 53.0 percent acknowledged that the school environment was conducive compared to 24.5 percent who disagreed and 20.4 were neutral on this matter.

**Figure 4.3: Respondent Perception of the School Enabling Environment**



The researcher sought to determine the adequacy of learning materials in the selected schools where the headteachers were identified as the best source of this information given their role in the management of primary schools. Head teachers were required to indicate the learning materials that were available in their schools for effective teaching and learning. Their responses are presented in Table 4.12. All the head teachers indicated all the above, 75.0 percent indicated textbooks, 25.0 percent chalkboards and 25.0percent textbooks, exercise books and chalkboards.

**Table 4.12: Availability Learning Materials among Respondents**

<b>Learning Materials</b>	<b>Frequency</b>	<b>Percent</b>
Textbooks	12	75.0
Chalkboard	4	25.0
All the above	16	100.0
Textbooks, Exercise books and Chalkboards	4	25.0

N = 16

These study findings reflect similar findings to those of the Southern and Eastern Africa Consortium for Monitoring Educational Quality (SACMEQ) report. On average, 79 percent of pupils in all the SACMEQ countries had basic learning materials. This implied that the overall situation in SACMEQ countries was generally the same as that in Kenya. These findings further showed that in 2007, only 78 percent of the Standard 6 pupils had at least one exercise book, a pencil or a pen, and a ruler. In other words, around one in every five (22 percent) pupils did not have all the three basic learning items that were considered necessary for effective participation in classroom activities. Adequacy of these materials was also of concern to the study where the respondents were asked to indicate the extent to which they felt that materials were adequate. The responses showed that head teachers were only satisfied to some extent showing little confidence 38.9 percent and 11.1 percent to a little extent. The respondents who indicated to a

very great extent accounted for 16.7 percent and 33.3 percent indicated to a great extent.

**Table 4.13: Adequacy of Learning Materials among Head teachers**

<b>Adequacy of Learning Materials</b>	<b>Frequency</b>	<b>Percent</b>
To a very great extent	35	16.7
To a great extent	69	33.3
To some extent	81	38.9
To a little extent	23	11.1
<b>Total</b>	<b>208</b>	<b>100.0</b>

The researcher also sought the headteachers' perceptions of the adequacy of learning materials, staff and physical facilities. They were asked the extent to which they agreed with the statement that funds disbursed to their schools for learning materials were sufficient. 50.0 percent disagreed compared to 8.3 percent who agreed that this amount was sufficient. However, interviews with the District Education Officer (DEO) revealed that enrolment in primary schools was high compared to the resources given by the government. The implication of this situation was that teachers were at odds to have smooth teaching process since pupils did not have access to teaching and learning resources. Lack of sufficient learning materials also affects teacher motivation since they did not have the necessary tools to impart the required quality education to their pupils.

School heads were also asked to report the extent to which FPE funds were disbursed efficiently to their schools. 66.6 percent disagreed compared to 33.4 percent who agreed with this statement as indicated in Table 4.15. Interviews with the DEO revealed that the FPE funds were not sufficient in schools and are not afforded to schools in time. The UNESCO (2005) report on FPE stated that the FPE grants disbursements were not done on time, as most schools started receiving the funds either in the second or third terms of 2003, implying most pupils had limited access to textbooks in the first term.

**Table 4.14: Disbursement of FPE funds**

FPE funds are disbursed efficiently	Frequency	Percent
Disagree	8	50.0
Agree	4	25.0
Strongly Agree	4	25.0

N = 16

The MoE (2010) revised the formulae to disburse funds to schools since they had fewer textbooks per pupil ratio so as to increase the resource funds. This required that schools submit their Textbook-Pupil Ratios (TPR) data to the District Education Officers (DEOs) and Municipal Education Officers (MEOs) each term. However study findings showed that schools did not undertake the exercise or submit this information to the authorities and therefore continued to lose on more

funding. However, for any funds allocated to the schools, the DEO visits the schools to make sure the funds were used for the intended purpose. Record keeping in the schools was also a challenge since school managements were not fully sensitized on accountability and transparency.

One objective of the study was to establish the adequacy of physical facilities and the learning environment of the schools for both teachers and pupils. These facilities include space and sanitary provisions for the girl child which was a factor that impacts on their attendance and overall performance. Study participants disagreed that physical facilities were adequate 50.0 percent. Respondents who indicated “neutral” and “agree” were 25.0 percent as illustrated in Table 4.15.

**Table 4.15: Adequacy of Physical Facilities According to Respondents**

<b>Adequacy of Physical Facilities</b>	<b>Frequency</b>	<b>Percent</b>
Disagree	8	50.0
Neutral	4	25.0
Agree	4	25.0
<b>Total</b>	<b>16</b>	<b>100.0</b>

Wachira (2011) states that the learning environment including classrooms and other school facilities has an impact on the learning outcomes. Learning is hampered if the facilities are inadequate or inappropriate. Sanitary units help in



the physiological well-being of the learners. In regard to whether the schools had an enabling environment for both teachers and pupils, 25.0 percent disagreed. Respondents who agreed and strongly agreed accounted for 75.0 percent of the sample as shown in Table 4.16.

**Table 4.16 Enabling Environment in School among Deputy Head Teachers**

<b>There is an enabling environment in school</b>	<b>Frequency</b>	<b>Percent</b>
Disagree	4	25.0
Agree	8	50.0
Strongly Agree	4	25.0
<b>Total</b>	<b>16</b>	<b>100.0</b>

Observation by the researcher in the selected schools indicated that the Constituency Development Fund (CDF) had been used to facilitate in building of classrooms and repairing old school structures to meet modern standards. This was in line with the government’s policy that primary schools can also access government funding for construction and improvement of facilities through the Constituency Development Fund (CDF). The DEO’s Interview revealed that the teachers’ work environment had not improved and was strenuous considering the availability of learning resources such as textbooks. However, the challenge remained due to the enrolment which put a strain on the teacher – pupil ratio and this affected the motivation vis – a – vis performance of primary school teachers.

## **CHAPTER FIVE**

### **SUMMARY, CONCLUSIONS AND RECOMMENDATIONS**

#### **5.1 Introduction**

This section presents a summary of findings and conclusions of the study. The researcher also gives recommendations based on the study findings.

#### **5.2 Summary of Findings**

Since the inception of the FPE in public primary schools, the enrolment rates of children attending school has continually risen over the years. Although their numbers have significantly increased the completion and transition rates have not been at par with the enrolment rates. The study sought to find out whether the number of students who enrolled in the beginning of the year completed school. Findings indicated that pupils who registered in the beginning of the school year were still in school. There were observed variations where students would leave the school and these factors varied from domestic problems/ poverty, distance from home to school, children's age, school population and availability of resources. School heads indicated that a large number of students were enrolled but did not complete class. They also indicated that enrolment was high during the inception of FPE but when parents realized they were to participate in school development activities by paying for some services, the numbers dropped.

However they indicated that the retention and completion rates had not improved compared to before the introduction FPE.

Study findings indicate that although teachers had the best of intentions to provide quality education to rural pupils they were limited in capacity due to the high number of students in their classes. Teachers lack of motivation, which meant that they might not implement the programme to the best of their ability. Teachers experienced reduction in teaching vigour due to their heavy workload.

Physical facilities and learning materials are an important component of a quality education. The study sought to determine the impact of FPE on the adequacy of these facilities where respondents indicated that these were a challenge. For instance provision of sanitary towels to improve the attendance of the girl child was observed to have been poorly implemented. The enabling environment was also indicated to be a challenge to fully implement FPE because schools lacked necessary facilities that would enhance the environment of the learners and teachers. Observation by the researcher however established that there were ongoing projects in the visited schools of improving the existing facilities. However some of these projects had stalled and some have been on-going for long durations with no sufficient impact to the school. Learning materials such as textbooks though available required that students share them in class and this limited teachers in giving home assignments. Teachers are forced by this

challenge to give assignments written on the chalkboard which pupils would copy and do at home.

The study sought to identify the challenges facing rural schools in implementing FPE where study findings indicate that late disbursement of funds as an issue that surfaces. First, late disbursement is associated with the bureaucratic process involved from releasing money from the treasury. Funds at most times arrived late when the term had commenced and led to pupils missing out on maximizing the use of learning materials. Secondly, the management capacity of the governance mechanisms in rural primary schools was also indicated as a factor that had impact on the management and use of the funds once in the responsibility of the school governance organs. For instance lack of record keeping skills for accountability purposes. Thirdly, the resources cannot comprehend the necessary facilities and materials required by the schools due to the high number of pupils enrolled. Fourth, lack of participation was also identified as a hindrance to implementing, for instance lack or poor participation of parents in the development activities of their local public primary schools.

### **5.3 Conclusions**

Free primary education was implemented by the Government of Kenya in 2003 in line with to achieve MDG Goal Number Two to ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling. The quality of education was an indicator of achieving this goal but

since its inception, the FPE has faced a myriad of challenges. These challenges can be observed among rural schools and marginalized areas which have continued to lag behind their urban counterparts. Delayed disbursement of funds and poor participation, poor management and governance has hampered the implementation of FPE.

#### **5.4 Recommendations**

Based on the study findings the researcher makes the following recommendations;

1. Stakeholders should be sensitized on their role in implementing and sustaining the free primary education policy in their local communities.
2. Disbursement of funds calendar should be implemented as per the schedule to avoid education inconveniences.
3. The government should undertake an education and awareness exercise among primary school management bodies on FPE implementation.
4. The government should carry out a thorough staff balancing exercise to ensure that all schools have enough teachers.
5. The government should provide clear policy guidelines on how parents and community could provide physical facilities like classrooms, toilets, desks and water points. Emphasis must be made that no child should be locked out of school because of parents' failure to participate in development activities.

6. Educationists should as a matter of priority develop the FPE policy that clearly defines what FPE is all about.

### **5.5 Suggestion of further studies**

1. This study should be replicated in other districts in the country for comparison of the results.
2. A study should be carried out to find out schools' administration preparedness on the implementation of Free primary Education.
3. A study should be done on the institutional factors that hinder effective implementation of Free Primary Education

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### APPENDIX I: OPERATIONALIZATION OF VARIABLES

Objectives	Variables	Indicators	Measurement	Type of Analysis	Tools of Analysis
1. To establish the impact of free primary education on pupil enrollment and retention rates in rural public primary schools	<b>Independent Variable</b> Pupil enrolment and retention rates <b>Dependent Variable</b> FPE Implementation	Gender of pupils Class size Completion Rates Repetition rates	No. of new pupils No. of pupils completing class 8 No. of repeititors per class	Mean Mode Median	Descriptive statistics
2. To establish the Adequacy of school learning materials and staff in rural public primary schools	<b>Independent Variable</b> Adequacy of school learning materials <b>Dependent Variable</b> FPE Implementation	Textbook-pupil ratio Textbook-subject ratio No. of qualified staff No. of instructional materials	No. of books /student No. of books/ subject Chalk, Boards, Textbooks	Mean Median Mode	Descriptive statistics
3. To identify the impact of availability of physical facilities in rural public primary schools	<b>Independent Variable</b> Adequacy of school structures <b>Dependent Variable</b> FPE Implementation	No. of desks No. of students No. of classrooms Sanitary facilities	Upper / lower primary Pupils per desk No. of streams Condition of sanitary facilities	Mean Median Mode	Descriptive statistics

## **APPENDIX II: QUESTIONNAIRE FOR HEADTEACHERS**

I am a Master of Arts in Rural Sociology and Community Development student at the University of Nairobi carrying out a study on the Constraints facing implementation of Free Primary Education in Rural Public Primary Schools. Your institution has been chosen to participate in the study and you are requested to fill the questionnaire to the best of your ability. Thank you in advance for your co-operation.

### **Section 1: Background Information**

1. Please indicate your age bracket?

26-30            ( )            31-35            ( )            36-40            ( )  
41-45            ( )            46-49            ( )            Over 50            ( )

2. What is Gender? Male            ( )            Female            ( )

3. Level of education qualifications?

P1 level            ( )            Graduate            ( )  
Post-graduate            ( )            Other (Specify) .....

4. Who is your employer?

Teachers Service Commission            ( )  
Parents Teachers Association            ( )  
Other (Specify) .....

5. Please indicate your teaching experience in years

1-3 years ( )    4 – 6 years ( )    7 – 9 years ( )    Over 10 years ( )

6. How long have you been a head teacher in your current station..... years

### **Section 2: Enrolment and Retention Rates**

7. Please indicate the size of your school

Single stream ( ) Double ( ) Tripple ( ) Four ( )

8. What is your actual school enrolment? ..... pupils

9. What is the classroom siting capacity in your school? .....pupils

10. Was there an increase in enrolment after the introduction of Free Primary

Yes ( ) No ( )

11. How do you rate your teaching staff? Not enough ( ) Enough ( )

12. In your opinion what is the teachers' attitude towards enrolment after  
introduction of Free Primary Education? Negative ( ) Positive ( )

13. To what extent has enrolment rates been affected since the inception of FPE?

To a very great extent ( )

To a great extent ( )

To some extent ( )

To a little extent ( )

To no extent ( )

14. To what extent has retention rates been affected since the inception of FPE?

To a very great extent ( )

To a great extent ( )

To some extent ( )

To a little extent ( )



To no extent ( )

15. How would you characterize these changes in both enrolment and retention rates?

Enrolment Rates Positive ( ) Negative ( )

Retention Rates Positive ( ) Negative ( )

Completion Rates Positive ( ) Negative ( )

**Section 3: Adequacy of Teaching/Learning Materials, and Physical Facilities**

16. What is the source of school funds?

Parents ( ) Government ( ) School projects ( )

17. Does your school experience delay in disbandment of free primary Education funds? Yes ( ) No ( )

b) If yes after how long? One month ( ) Middle of the term ( )  
End of the term ( )

18. Does your school have adequate reference books for all the subjects that you teach? Yes ( ) No ( )

19. How many pupils share a desk in your school? .....

20. Given below are some statements which refer to the adequacy of learning materials, staff and physical facilities in your school. Please rate them as per the

given scale of 1 = Strongly Disagree, 2 = Disagree, 3 = Neutral, 4 = Agree and 5

= Strongly Agree- with a (√)

<b>Statement</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>
a) Funds disbursed to my school for learning materials is sufficient					
b) FPE funds to the school are disbursed efficiently					
c) Library facilities are adequate to cater for the school capacity					
d) Physical facilities are adequate for the process of learning					
e) The school provides an enabling environment for both teachers and pupils. (E.g. space, sanitary provisions)					
f) My school is well endowed with support staff					
h) Text books and other learning materials are adequate					

**Thank you for your cooperation.**

### APPENDIX III: QUESTIONNAIRE FOR TEACHERS

I am a Master of Arts in Rural Sociology and Community Development student at the University of Nairobi carrying out a study on the Factors facing implementation of Free Primary Education in Rural Public Primary Schools. Your institution has been chosen to participate in the study and you are requested to fill the questionnaire to the best of your ability. Thank you in advance for your co-operation.

#### **Section 1: Background Information**

1. Please indicate your age bracket?

26-30      ( )      31-35      ( )      36-40      ( )  
41-45      ( )      46-49      ( )      Over 50      ( )

2. What is Gender? Male      ( )      Female      ( )

3. Level of academic qualifications?

P1 level      ( )      Diploma      ( )      Graduate      ( )  
Post-graduate      ( )      Other (*Specify*) .....

4. Please indicate your teaching experience    1 -5 years ( )    6 – 10 years ( )

11 – 15 years ( )      over 16 years ( )

5. Who is your employer?

Teachers Service Commission      ( )

Parents Teachers Association      ( )

Other (*Specify*) .....

**Section 2: Enrolment and Retention Rates**

5. On average how many students do you have in your class?

Less than 20            ( )

21 – 30                ( )

31 – 40                ( )

More than 41           ( )

6. How many students passed to the next class in the last year?

None                    ( )

Some                    ( )

Most                    ( )

All                      ( )

7. In your opinion give the extent to which you agree to the statement that students enrolled at the beginning of school year are still present in school

Strongly Disagree        ( )

Disagree                ( )

Neutral                    ( )

Agree                    ( )

Strongly Agree            ( )

8. In your opinion what factors affect enrolment and retention rates in your school?

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

9. How many classes do you teach in a day?

1 – 3 ( )

4 - 6 ( )

7 – 9 ( )

More than 10 hours ( )

10. Did your school experience over enrolment after the introduction of Free primary Education? Yes ( ) No ( )

b) Were the enrolled pupils overage? Yes ( ) No ( )

**Section 3: Adequacy of Learning and Teaching Materials**

11. How many pupils share a desk in your class? .....

12. How many pupils share a textbook in your class? .....

13. Given below are some statements which refer to the adequacy of learning materials in your school. Please rate them as per the given scale of 1 = Strongly disagree, 2 = Disagree, 3 = Neutral, 4 = Agree and 5 = Strongly Agree with a (✓) .

<b>Statement</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>
a) Pupils have the basic learning materials (Book, Pen/pencil and ruler.					
b) Learning and instructional materials are in good condition to facilitate learning					
c) Classrooms facilitate the process of teaching and learning					
d) There is an enabling environment that facilitates effective learning					
e) I am readily available to students for further consultation					
f) Pupils in the school have benefited from Free Primary Education					

#### **APPENDIX IV: KEY INFORMANT GUIDE FOR DEO**

1. What are some of the challenges that you face with implementation of the Free Primary Education policy?
2. What are some of the coping strategies have you had in place to counter these challenges?
3. What measures does your office undertake to facilitate the implantation of free primary education?
4. Since inception of FPE ho would you describe the teachers work environment and motivation?

## **APPENDIX V: OBSERVATION CHECKLIST**

1. School environment facilities and infrastructure
2. Learning materials in classrooms
3. Teachers facilities and offices
4. School on – going projects