

**A STUDY OF THE FACTORS AFFECTING THE IMPLEMENTATION OF THE
FREE PRIMARY EDUCATION PROGRAMME IN KENYA, A CASE STUDY OF
KEUMBU DIVISION OF KISII DISTRICT.**

**UNIVERSITY OF NAIROBI
EAST AFRICANA COLLECTION**

FOR USE IN THE LIBRARY ONLY

By

DANIEL MOGIRE ONDIEKI

**A PROJECT SUBMITTED IN PARTIAL FULFILMENT OF THE REQUIREMENT
FOR THE DEGREE OF MASTER OF EDUCATION IN EDUCATIONAL
ADMINISTRATION AND PLANNING,**

UNIVERSITY OF NAIROBI

2004



id 288069

AFR

LB

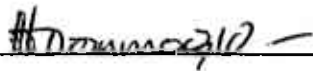
1565

.2406

C-6

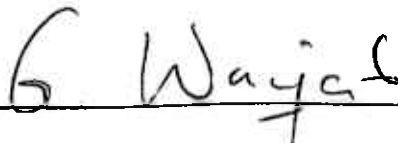
DECLARATION

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



DANIEL MOGIRE ONDIEKI

This project report has been submitted for examination with my approval as university supervisor.



DR. GENEVIVE WANJALA

Chairperson and Senior Lecturer

Faculty of Education

University of Nairobi.

DEDICATION

I dedicate this work to my wife Josephine and our children Sussy, Ken and Tom. Their love, support, patience and understanding gave me the determination that watered my quest to complete my post-graduate studies.

ACKNOWLEDGEMENT

I wish to acknowledge my sincere gratitude to the following people, without whose unwavering support this research work will not have been possible. My profound gratitude goes to my supervisor, Dr. Genevive Wanjala for her commitment and personal interest in the successful progress of this study. Her wise advice, encouragement, patience, constructive and innumerable suggestions made this work come to completion.

My heartfelt appreciation also goes to my sister Sheba Moraa for encouraging me through the programme, I am also particularly thankful to my teacher and father Thomas Ondieki, my mother Susan Nyaboke and my uncle Geoffrey Onchweri all of whom have been valuable assets in my academic endeavours.

Thanks to my siblings Kerosi Onchweri, Mokono, Gesicho, Joyce and Peris. To my friends Ombogo, Kimani and Nyachoti for their encouragement. I also appreciate the work of all the teachers who participated in the study. Lastly to cousin Rose Mocheche for typing this work. To all those who made this work a success I say, thank you very much. God bless you all.

ABSTRACT

**UNIVERSITY OF NAIROBI
EAST AFRICANA COLLECTION**

This study was carried out to study the factors that affected the effective implementation of the Free Primary Education Programme in Keumbu Division of Central Kisii District. The study aimed at identifying the various factors that were behind the public outcry in regard to the process of implementing the Free Primary Education Programme. In order for the schools and the community in the Division to respond adequately to the process of implementing the programme, this study was very vital.

The study was designed as ex post facto, hence the researcher did not manipulate any factors critical to the implementation of the programme. The study targeted 45 primary schools, in the Division whose head teachers, class teacher and chairpersons of the school committees participated. Three inspectors of education in the Division also took part in the study. Thirty-three schools were used and simple random selection was used to determine the schools to constitute the sample. In total 34 head teachers and 67 class teachers participated in the study alongside 3 inspectors of school from the Division and 33 chairpersons of schools committees. Data was collected through the use of questionnaires of teacher, head teachers, school inspectors, and chairpersons of school committees. The analysis of the data revealed several factors that affected the implementation of the Free Primary Education Programme. The factors were lack of facilities, equipments and materials for effective teaching, lack of enough class space to accommodate the increased student population. The respondents also viewed lack of teachers as another academic problem that affected the effective implementation in the sense that the teacher - student ratios were inadequate in most schools in the division. The other aspects which were found wanting included lack of financial management on the part of chairpersons of school

committees and school head teachers. The school inspectors instrumental in overseeing the programme implementation were in dire need of faster means of transport to adequately monitor the programme. Lastly it was realized that affirmative action provision were not adequately followed thus problems of the physically challenged and gender inequality provisions were not being seriously addressed.

Finally the study gives pertinent recommendations that will ensure effective implementation and suggestions for further study that will ensure that the programme is effectively implemented not only in Keumbu Division but even in other parts of the country.

The recommendations are: Recruitment of enough trained teachers to the Division, improvement of access to education through provision of adequate facilities, materials and equipments, training head teachers and school committee chairmen on matters of finance, prioritisation of intensified inspection to foresee the programme implementation, schools develop their own strategic approaches to the implementation process and lastly inter-sectoral co-operation involving all the stakeholders in the implementation process.

Lastly a suggestion was made on the following areas for further research, impact of participation of parents in the Free Primary Education Programme, impact of inservicing on effective implementation and management of the FPE Programme and finally the impact of funding on retention and drop out rates among pupils undergoing the FPE Programme.

TABLE OF CONTENTS

Content	Page
Title Page.....	(i)
Declaration	(ii)
Acknowledgement	(iii)
Dedication	(iv)
Abstract	(v)
Table of Contents.....	(vii)
List of Tables	(x)
List of Figure	(xi)
List of Abbreviations	(xii)

CHAPTER ONE

INTRODUCTION

1.0 Background of the Study	1
1.1 Statement of the Problem.....	6
1.2 Purpose of the Study.....	7
1.3 Objectives of the Study.....	8
1.4 Research Questions.....	8
1.5 Significance of the Study.....	9
1.6 Limitations of the Study	10
1.7 Delimitation of the Study	10
1.8 Assumptions Underlying the Study.....	11
1.9 Definition of Significant Terms.....	11
1.10 Organisation of the Study.....	13

CHAPTER TWO

LITERATURE REVIEW

2.0 Introduction	14
2.1 Evolution of Universal Education.....	14
2.2 The Global Challenge Towards Meeting Education for All.....	21
2.3 Justification for Universal Education in Developing Countries.....	28

2.4	The Primary Education Programme as a Strategy of Achieving UPE in Kenya.....	34
2.5	Conceptual Framework.....	49

CHAPTER THREE

RESEARCH METHODOLOGY

3.0	Introduction	52
3.1	Research Design.....	52
3.2	Target Population.....	53
3.3	Sample and Sampling Procedure	53
3.4	Data Collection Instruments.....	53
	3.4.1 Instrument Validity	55
	3.4.2 Instrument Reliability	56
3.5	Data Collection Procedures.....	56
3.6	Data Analysis Techniques	57

CHAPTER FOUR

DATA ANALYSIS AND INTERPRETATION

4.0	Introduction	58
4.1	Questionnaire Return Rate	58
4.2	General and Demographic Data of Respondents	58
	4.2.1 Demographic Data of Head teachers.....	59
	4.2.2 Demographic and Gender Information from Class Teachers....	61
	4.2.3 Demographic and Gender Information from School Committee Members	63
	4.2.4 Inspectors Distribution in the District	64
4.3	Head teachers and Class teachers Responses on Factors affecting the Effective Implementation of the Free Primary Education Programme in Keumbu Division.....	65
	4.3.1 Responses Regarding Adequacy of Facilities, Equipment, Space and Teachers.....	65
	4.3.2 Preparation of Teachers with Adequate Skills to Implement Free Primary Education.....	69

LIST OF TABLES

Table 1:	Projected Gross Enrolment Roles in Primary Education in Percentage	3
Table 2:	Projected Completion Rates of Primary School Level Figures in Percentage	4
Table 3:	Demographic Data of Head teachers.....	59
Table 4:	Age Distribution of Head teachers.....	59
Table 5:	Professional Experience of Headteachers.....	60
Table 6:	Academic Qualification of Headteachers.....	60
Table 7:	Gender Distribution of Class teachers	61
Table 8:	Training Status of Teachers.....	61
Table 9:	Teaching Experience of Teachers.....	62
Table 10:	Number of Class Enrolments	62
Table 11:	Gender Distribution of School Chairpersons.....	63
Table 12:	Education Qualifications of School Chairpersons.....	64
Table 13:	Availability of Materials, facilities and Equipment.....	66
Table 14:	Adequacy of Student-teacher Ratio.....	68
Table 15:	Preparation of Teachers with Adequate Skills to Implement Free Primary Education.....	69
Table 16:	Attitude of Parents Towards Cost Sharing in the FPE Programme	71
Table 17:	Adequacy of Disbursed Funds.....	73
Table 18:	Regularity of Inspection.....	77

LIST OF FIGURE

	Page
Figure 1: Conceptual Framework of the Study	50

LIST OF ABBREVIATIONS

- EFA - Education For All
- FPE - Free Primary Education
- UPE - Universal Primary Education
- ECA - Economic Commission for Africa.

CHAPTER ONE

INTRODUCTION

1.0 BACKGROUND TO THE STUDY

The attainment of literacy and provision of education for all, as a basic human right, has been a key theme/thrust throughout the world. This global emphasis on education has been deliberate because studies have shown that an uneducated child or adult is a large liability to the society (Wanabali, Daily Nation January 22nd 2003). Providing Free Primary Education often referred to as universal primary education (UPE) is an idea which traverses time and has been advocated by various organisations in various fora especially dealing with development and human rights. This has also been the reference point to various national policies, which have continued to guide the provision of education in many countries including Kenya.

The concern for UPE, according to UNESCO (2003), has had a lot of focus by the international community throughout the 1990's, notably at the world summit for children, (1990) the United Nations Conference on environment and development (1992), The International Conference on Women (1995), the mid term meeting at The International Conference on Child Labour (1997). The international discourse clearly highlighted by the United Nations millennium development goals signed by the 189 UN member countries also commits global community to achieving universal primary education by the year 2015. To achieve this, means ensuring that all boys and girls complete a full cycle of primary schooling.

The world conference on education for all (EFA) conference in Jomtien in 1990 sought to revive the international community's commitment to developing basic education for all as a fundamental human right. Education for all (EFA) is a goal and

strategy – global commitment with national outlook that addresses the provision of quality basic education for all children, youth and adult in a country. EFA is thus an inclusive concept that must encompass not only primary education, but also early childhood education, literacy and life skills programmes.

Using both formal and non-formal approaches, it must take into account the needs of the poor and the most disadvantaged, including working children, remote rural dwellers and nomads, and the ethnic and linguistic minorities, children, young people and adults by conflict, HIV/AIDS sufferers, hunger and poor health and those with special needs (a report by a task force headed by Eddah Gachukia makes a case for disadvantaged groups “without special attention to the handicapped, poverty pockets, culturally affected children especially girls UPE would be incomplete” (East African Standard March 10, 2003).

The 1990 Jomtien EFA declaration committed governments, the civil society, international donors and agencies to the development of quality basic education for all. This impetus created by the 1990 world conference on education for all has been reflected in a succession of international conferences supported by the UN in the last decade. These conferences included, The International Conference on Women (1995) and The International Conference on Child Labour (1997).

A decade later the world conference on education for all, held in Dakar, Senegal in April 2000 provided an opportunity to asses the progress made, since Jomtien and the prospects for developing quality education for all in the 21st century. The Dakar declaration noted that, despite notable efforts by governments to ensure the right of education for all, the targets set at Jomtien in 1990 had not been met. Progress since Jomtien had been much slower than anticipated in relation to virtually all of the major

targets for achieving quality UPE, records were showing declining trends. As was the case in the 1990, more children especially girls, still had no access to basic education. The problems of low quality of education, illiteracy, low completion rates, irrelevant, expensive curriculum, low achievement (attainment rates) high cost education and limited sources of financing education and low community participation have affected the attainment of EFA goals. This trend is clearly indicated in the Kenyan context. The following two tables show enrolments and the gross enrolment rates by gender. **Enrolment in primary school by gender between 1990-1999.**

Table 1: Projected Gross Enrolment Rates In Primary Education in Percentages

Year	Girls	Boys	Total
1980	105.7	115.0	110.4
1985	95.9	100.6	98.1
1990	99.6	104.0	101.8
1995	86.3	87.4	86.8
1997	86.6	88.7	87.7
2000	87.6	88.2	87.9
2005	86.6	86.0	86.3
2010	89.0	86.8	87.9

Source- Ministry of Education (2001)

Further analysis indicate that for the last five years, completion rates at primary school level have remained below 50%, with the rates for girls being worse than for boys (Abagi, 1995, 1999).

Table 2: Projected completion rates at primary school level Figures in Percentage

Year	Girls	Boys	Total
1980	-	-	36.7
1985	-	-	60.1
1990	40.5	45.7	43.2
1995	42.1	43.0	42.6
1997	45.8	46.3	46.1
2000	48.0	46.0	47.0
2005	52.0	45.5	48.7
2010	56.4	44.9	50.5

Source: Ministry of Education, Science and Technology- Statistics Section (2001)

In the East African region, UPE has been embraced albeit with a lot of bottlenecks. Uganda started the programme in 1997. The programme started without adequate schools and teachers but in quantitative terms there was an exponential explosion of school enrolment from 2.6. in 1996 to 5.8 million in 2000 and 7.2M in 2002. Though, quality was compromised, children learnt in poorly constructed classrooms and without qualified teachers the programme has taken off successfully. On its part, Tanzania which had been registering falling enrolment shot by 1 million. Still the country has to contend with children out of school due to lack of infrastructure (Aduda- Nation January 6th 2003). For both Uganda and Tanzania the mere declaration of UPE led to massive donor investments in education that led to expansion of classrooms and provisions of the requisite learning and teaching materials.

The Kenyan advance towards UPE has gone through a tortuous road up to date. The policy interventions put in place by the government have been aimed at achieving UPE, and with the global commitment following the Jomtien conference in 1990, to eventually attain education for all. Ideally the twin goals of UPE and EFA are driven from a rights perspective as well as the desire to reap the benefits that accrue from education but this road has not been easy. Other than the internally felt need for expanding educational opportunities at independence, the report on the conference of African states on the development of education in Africa of May 1991 under the sponsorship of UNESCO and the Economic Commission for Africa (ECA) committed African governments to achieving UPE by 1980. The independent government therefore had a continental agenda set for it. It therefore stated in the first ruling party's (KANU) manifesto that it is committed to providing seven years of free primary education. This theme was repeated in the Sessional Paper No. 1 of 1965. The policy measures put in place immediately after independence and after did not go far enough in facilitating the achievement of UPE as the government-mobilised resources for higher education. Even after 1980, by which time the country ought to have achieved UPE, policies put in place were to prove detrimental to this goal. In 1990 Kenya went to the Jomtien conference which eventually ended with the world declaration on Education For All (EFA), with impressive strides in achieving UPE as GER had shot to 95%. This was however before the effects of cost sharing started taking its toll on the education sector particularly on participations.

The children's act which acted as a catalyst to the introduction of free primary education by the NARC government. It stated that every child has a right to education. The act puts the responsibility on the Kenyan government and the parents. The act

spells out rights of children and recognises that education is a human right that every child must enjoy and has to be protected by law (MOEST 2003). The launching of the free primary education programme in January 2003, was a land mark policy decision by the new government.

UNIVERSITY OF NAIROBI
EAST AFRICANA COLLECTION

The necessity to carry out this study had been motivated by various reasons. Firstly, there had been a lot of outcry in the media, both print and electronic about the manner in which the FPE programme was being implemented. I had also been motivated by my own experiences. The onslaught on schools occasioned by over enrolments was another factor warranting a study to ensure a smooth implementation. Over enrolments also had strained school facilities not mentioning pressure on the inadequate teaching staff to handle the increased student population. Following provisions of affirmative action in the programme, this study sought to investigate how Free Primary Education Programme was being implemented and the factors that were hindering the effective implementation of the programme.

1.1 STATEMENT OF THE PROBLEM

The implementation of the FPE had witnessed a lot of logistical problems initially. For instance, The then, Director of Education Mrs Naomi Wangai had issued a circular giving guidelines on how the programme was to be implemented. For instance, she said that, the shift system was to be adopted in teaching of lower classes, education officials were to publish the number of places available in various schools, among other guidelines. In acknowledging the confusion, the minister for education Professor George Saitoti had this to say, "it is true the system is facing some problems, but we will handle them as they come. The system will have to work since the worst

will be telling Kenyans to wait,” (Nation January 9, 2003). Lack of adequate school places also became a bottleneck, for instance there was a rush to enroll students in city schools. The media had also had a lot of comment on the implementation of the programme and the various hiccups that faced the process.

The study on Keumbu division sought to identify some of the bottlenecks that could have hindered effective implementation of the programme. The division had registered a high enrolment in almost all the schools since the inception of FPE. Parents had struggled for school places and also some school committees had been dissolved. Arguments had also been advanced to the effect that learning facilities and equipments were not adequate and that the money remitted wasn't received on schedule. Though these sentiments had been voiced, there was no significant insight that had been provided into these allegations. Thus there was need to investigate and determine the various factors that were critical towards the effective implementation of the FPE in Keumbu division which is centrally placed near Kisii town and has a highly concentrated number of public schools, and a high student population.

1.2 PURPOSE OF THE STUDY

The purpose of this study was to carry out a survey on factors that were affecting the effective implementation of free primary education in public primary school in Keumbu Division of Central Kisii District. Specifically the study focused on the attitude of teachers towards FPE, the attitude of parents towards meeting their roles in FPE, ability of school committees to utilize allocated funds to the schools, the procurement process, the adequacy of the allocated funds and any problems schools faced due to FPE, monitoring and evaluation process carried out by school inspectors,

involvement of the community in the school management and the role of the education office in ensuring effective implementation of the FPE programme .

1.3 OBJECTIVES OF THE STUDY

The study aimed at achieving the following objectives:-

- (a) Assessing the availability and adequacy of facilities, equipments and materials in enhancing effective implementation of FPE.
- (b) To determine the extent to which teachers were prepared to implement the FPE.
- (c) To assess the parents attitude towards their roles in the FPE programme.
- (d) To assess the capability of school committees and administrators in utilising funds allocated to the schools for implementing FPE.
- (e) To find out if there were any affirmative action provisions in the FPE and to what extent they were being followed.
- (f) Determine the extent to which school inspectors were monitoring the implementation of FPE.

1.4 RESEARCH QUESTIONS

The following questions formed the basis for the study:

- (a) Did the schools have adequate facilities, equipment space and teachers to offer quality education?
- (b) To what extent were the teachers prepared with the adequate skills to implement FPE?

- (c) How did parents perform their roles, in ensuring effective implementation of FPE?
- (d) How adequate and effective was the disbursement of funds and resources to the schools by the government?
- (e) How were children with special needs catered for?
- (f) Were the school inspectors adequately monitoring the implementation of FPE?

1.5 SIGNIFICANCE OF THE STUDY

The findings of the study would provide a basis in new paradigms of implementing the FPE programme. The study sought to give an insight into the implementation of FPE, hence the information would be a basis for recommendations for relevant adjustment aimed at making the process effective and improving the quality of education offered in achieving the target of UPE by the year 2005. The viability of the study also lied in the necessity to assist in human resource planning and allocation of funds all of which were critical towards the effective implementation of FPE. It was also intended that the study would have provided information on the roles of the various stakeholders in the implementation process. The study could also form the basis for proper monitoring and increasing knowledge upon which future researches on the same topic could be built.

1.6 LIMITATIONS OF THE STUDY

The greatest hiccup was to result from the fact that FPE was a newly launched programme, hence lacked extensive data to support findings for research. Poor record keeping on the progress of the FPE programme was another draw back that inhibited the study. The research could not limit the responses to items on the likert scale, for this was affected by factors such as suspicion by teachers and other adults. Fear on the part of pupils and general socio-cultural norms in the Gusii community was another limitation. Respondents gave socially acceptable responses in order to avoid offending the researcher (Mulusa, 1988). Lastly, the research was carried out in a rural setting and transport was a major problem especially during rains.

1.7 DELIMITATION OF THE STUDY

Delimitation is the process of reducing the study population and area to a manageable size. The research had been delimited in terms of the scope that it covered.

Firstly it covered the primary level of education for this was where the FPE programme was being implemented; thus other levels of education were not considered. Secondly the research was carried out in Keumbu division of Central Kisii, social-culturally delimited to the Gusii rural community though the area under study was characteristic of many Kenyan country side, differing economic abilities and varying perceptions towards FPE from community to community was a delimitation. The study focused on public primary schools only and excluded the privately sponsored schools (academies) which also had an influence on primary education in the area under study.

The study also focused on the FPE programme implemented a year before, thereby overlooking other school factors that could have also been vital in achieving effective implementation.

1.8 ASSUMPTIONS UNDERLYING THE STUDY

The researcher made the following assumptions while carrying out the research.

1. That the respondents could provide truthful and honest responses to the items in the questionnaires and interviews schedules.
2. That all the schools had proper policy guidelines and had a clear insight on how they were to implement the FPE programme in their stations.
3. That school administrators and committees had been properly in-serviced on financial management particularly on procurement, record keeping and auditing of the funds allocated to them.
4. That the school inspectors and education officials had a consistent monitoring schedule and could give a true picture in the schools without suspicion.

1.9 DEFINITION OF SIGNIFICANT TERMS

Access- addresses the open nature of education which is recognized as a basic right of every child, youth and adult. It embraces the concept of inclusiveness of all potential learners both horizontally and vertically.

Affirmative action- is a development strategy used as a short term measure for correcting gross disparities, it assumes the political will, long term measures for eliminating all forms of discrimination and equity indicators for monitoring equitable development.

Attitude- positive or negative pre disposition to think, feel, perceive and behave in a certain way towards a given situation.

Basic education- this is the ministry of education's package that every Kenya must have for progressive existence in society. This comprises of pre-primary, primary and secondary education. The package includes communication skill, functional literacy and numeracy, relevant life skills, motivation towards knowledge acquisition and self confidence in the utilisation of knowledge acquired in formal and non-formal stages.

Equity- recognises the right of all to education , introduces the value of fairness and social justice in the way educational opportunities and resources are allocated or shared. It justifies the short-term use of affirmative action programme as a viable strategy for correcting gross disparities and injustices.

Effective implementation- putting in place programmes and strategies to ensure proper functioning of free primary education.

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

EFA- education availed on an equal basis without any discrimination of any kind.

Public primary school- the lowest level of education from standard one to eight. Funded and staffed at government expense.

UPE universal primary education. Basic education which should be given at the primary school level.

1.10 ORGANIZATION OF THE STUDY

The study is organised into five chapters. The first chapter highlights the background and statement of the problem under study, purpose, objectives, research questions, significance, delimitations and limitations, basic assumptions of the study and definitions of significant terms.

Chapter two dwells on literature review. The related literature is reviewed under the sub-topics; Historical evolution of universal primary education, the global challenge towards UPE, the Kenyan context towards UPE achievement and implementing process and its attendant scenario.

The third chapter covers the research methodology employed. This is under research design, target population, sample and sampling procedure, research instruments, validity of the instruments, reliability of the instrument, data collection and data analysis techniques.

Chapter four presents the data analysis and discussion of research findings, while the last chapter focuses on the summary of the findings, conclusions and recommendations emanating from the study.

CHAPTER TWO

LITERATURE REVIEW

2.0 INTRODUCTION

The review shall focus on various critical issues pertinent to the provision of universal education. The review is geared towards throwing some light on yet still insufficiently understood corners of this very complex issue, while making reference to other studies that have been done on the whole topic. Emphasis will be on the evolution of universal primary education, the global challenge towards meeting education for all, the various arguments advanced to justify universal education in the developing countries will be explored before zeroing in on the Kenyan context in relation to FPE as a strategy of realizing UPE by the year 2005.

2.1 EVOLUTION OF UNIVERSAL EDUCATION

Previously education was not open to all. In the earliest days of existence in ancient Egypt, Mesopotamia and India, Formal schooling was an exclusive preserve of a priestly class which supplied scribes needed in government. Later with the development of trade and commerce, agriculture and irrigation systems, there was a necessity for more learned people. The aristocracy needed to learn the art of reading and writing to be able to manage their own affairs, and those of the state, then becoming increasingly complex. In this case education was a preserve of the priests and the aristocracy. In ancient Greece and Rome the sons of the aristocracy had to go to school or be taught elementary literacy in the family. This went on until the onset of the dark ages in Europe after the fall of the Roman empire between the 6th and 11th centuries. During this time the aristocracy lost touch with learning.

According to Mukathe (1999), the tendencies, which developed, to the idea of universal education gleaned during the renaissance. The same was realized through three movements.

- (1) The movement towards the deliverance of education through state power, from the church control.
- (2) The movement towards a wider dissemination of opportunities for education.
- (3) The movement towards the provision of both religious and secular education.

However it should be noted that these tendencies had little impact on renaissance education and its orientation which still remained elitist. Martin Luther was the most articulate advocate of universal education, disenchanted with the corrupt Roman Church with its hierarchy of priests and anxious to free the Christians from its tyranny in Ansbro (1986), Luther argued that,

“Personal salvation from the wrath of God comes in a direct and mystical relationship between God and man without the intermediary of any external church or priest or sacrament whatsoever.”

In his sermons to the German people Luther emphasized that, Education was essential for the ordinary duties of life in the home, the state and the church. There was therefore need for good schools for both boys and girls so that there might be men to govern the country well and women to look after their households well. The prosperity of the city, he argued consists in clever, capable, wise, honorable and well educated citizens who can acquire, hold and utilize every treasure and possessions. He argued further that schools were to be provided by municipalities at public expense. The city magistrates were to use their authority to secure the attendance of children in the schools. He further asserted that the state was to organize a system of free education

that was indifferent to the distinctions of sex or social class. However the rulers were not converted to the idea. Universal education was to wait for another 200 years, before it was implemented.

Rubinstein (1970) notes that, in the 17th Century John Amos Comenius, called for UPE, but despite his influence and the influence of some of his works, particularly the **Great Didactic** his call for universal education was a voice in the wilderness. The idea of universal education gained more currency during the 18th century. French philosophers impressed by scientific achievements of their century and the previous one, viewed UPE as the surest means of delivering man from the age –long shackles of superstition by advancing reason. Their belief in progress brought about by human reason made them formidable advocates of universal education. These thinkers included Diderot, Montesquieu, Condorcet, Rousseau, Voltaire among others. They floated the ideas, which were to have great influence upon the main actors in the French Revolution. Not all of them had articulate views with regard to universal education, Rousseau for instance was not in favour of girls' education. Those who championed education reform by virtue of their position as members of the constituent assembly included Mirabeau, in his report to the constituent assembly concerning public Instruction or the organization of a teaching body. In 1790, he argued that it was necessary for all men to acquire worthy moral habits. Since morality, education and customs are closely linked, education of the people would improve both their moral habits and customs, popular education would free people from ignorance and this would ensure lasting progress.

Talleryland in his report on public instruction introduced to the French constituent assembly in September 1791, proclaimed in the strongest terms, a belief in

reason, progress, liberty and the right of man. Education he affirmed was an instrument of achieving these. Condorcet, in his report argued that without education, liberty could not endure. Anarchy and despotism, would inevitably be the lot of a people that had become free before becoming enlightened. Education was an instrument of liberty and equality as well as the source of public morality and progress. All the vices of humanity he emphasized, sprang from intellectual impotence. He certainly shared Socrates' view that, men are wicked through ignorance, no one does wrong intentionally. Hence the more reason why people should be educated.

According to Mukathe (1999), the view that education was an absolute necessity both for the improvement of public morality and maintenance of liberty and equality was shared by another enlightenment thinker and one of the founding fathers of the American Republic Thomas Jefferson. He believed that the general enlightenment brought about by UPE was the strongest guarantee for the survival of a democratic form of government. Only if the whole citizen body was enlightened would it be able to oppose vigorously and successfully any encroachments upon its liberty. He proposed a scheme of elementary education for all and liberal or advanced studies for "Those persons whom nature had endowed with genius would be called upon to guard the sacred deposit of the rights and liberties of their fellow citizens. The liberally educated guardians of liberty would form a new aristocracy, an aristocracy of talent as opposed to the old aristocracy whose merit consisted solely in the accident of birth.

Albeit all, it is worth noting that, neither the ideas of the French enlightenment and revolution nor those of Jefferson were realized for nearly a century, when the French revolution, The child of enlightenment was derailed and turned into a reign of terror, then counter revolution and finally Napoleonic wars of conquest. Hopes of

improving society through universal enlightenment were left in abeyance if not completely neglected. Jefferson's ideas could not be achieved for in his nation people were seen as tools, he himself was a slaveholder, he didn't include slaves in his general scheme of UPE. Education offered to slaves was of the inferior quality and was geared towards making them servants. Du Bois argued that, "Negroes should endeavor to give all their children the largest possible amount of general training and intelligence for the objective of true education is not to make carpenters but better men". He advised parents to give their children the broadest and highest education possible and to train them to limit their ability. The objective of the school system he insisted "is to carry the child as far as possible in its knowledge of the accumulated wisdom of the world".

The Prussian King Fredrick William III was the first Monarch to be converted to the idea of popular education. The desire to promote the prosperity of his people led him to transform the state of popular education. To him education was the only means by which poor children would be rescued from vagabondage and moulded into good citizens. He pointed out that the transforming effects of popular education had not been accomplished in the past because large sections of the peasantry had remained deprived of the advantages of formal education. To achieve this ends he appointed the ministry charged with the responsibility of inaugurating a state system of education.

Spain made an attempt to introduce a system of universal education in her colony Philippines in the 18th century. A plan which called for a national system of schools supported at public expense and free to indigent students at which attendance should be compulsory between the ages of 9 – 15 was devised.

Though not fully implemented through it a national system of education developed and put Philippians ahead of all colonized people in terms of educational opportunity available throughout the 19th century.

UNIVERSITY OF NAIROBI
EAST AFRICANA COLLECTION

The old view which saw compulsory schooling as a consequence of industrial capitalism that was to provide skills to the population and to occupy children's time so that they did not contribute to an over supply of labour and undercut union organizing effort. Francisco and Bennet (1981), they show convincingly that if these popular arguments were correct, it should be expected that compulsory school laws were enacted in those countries that first became industrialized like Britain, Belgium, France, The Netherlands among others. On the contrary, they point out that compulsory schooling first appeared in countries that developed relatively late or not at all. Compulsory schooling was put in place in various countries as follows; German states between 1724 – 1806, Prussia in 1806. Austria 1814, Greece in 1844. Compulsory schooling was not obviously established in the core of the pioneers of industrialization until the last two decades of the 19th century or even later. France in 1882, the Netherlands in 1900, Belgium 1914, Britain around 1900 and Japan in 1872 during the Meiji Revolution. Even in the USA where the first general schools law was passed in Massachusetts in 1642, most of the states didn't follow suit until after 1854. This is according to Mukathe (1999).

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

Otiende and Sifuna (1992) say that the Greek were the first to realize that society can best be enriched by the development of the talents and personalities of the individuals who make up the society. They were also the first to realize that the preservation of the status quo alone was inadequate. Socrates (497-399 BC), Plato (428 – 348 BC) and Aristotle (386 – 322 BC) tried to find the solution to the problem of developing a stable society which also fostered the creative talents and freedom of individuals within it. Consequently from Greece the model for the educated citizen was transplanted through the Hellenistic World. Otiende and Sifuna (1982), further argue that the Roman influence in education is evident in the idea of a universal empire. The concept of the law and the Pax Romana (Roman Peace) which to this day underlies and guides global civilization, this is also held a lot in regard to universal education.

Decisive changes in human opinions in political, religious and scientific issues involved corresponding changes in the purpose and methods of education. In making each human being responsible for his own salvation, the reformation made it necessary for every one to read and the logical consequence of this was to make instruction universal. The school accordingly has to be progressive. Education, said John Dewey (1959 – 1952) is the fundamental method of social progress and reform, by means of it society can formulate its own means and resources and thus shape itself with definitives and economy in the direction in which it wishes to move. This is realized in two ways, firstly by guiding children towards new values and secondly by assisting the development of the individual intelligence thereby increasing society's potential for its own transformation. This is clearly illustrated in Will and Durant (1967).

In conclusion, it should be noted that the ideology of education as a human right is an outgrowth of the revolutionary changes in thinking that have spread globally since

the end of the Second World War. A key challenge is to ensure that the broad vision of education for all as an inclusive concept is reflected in national government and funding agency policies. Education for all must encompass not only primary education, but also childhood education, literacy and life skill programmes using both formal and non-formal approaches, it must take account of the needs of the poor and the most disadvantaged, including the working children, remote rural dwellers, nomads, ethnic and linguistic minorities, HIV/AIDS victims, hunger and poor health sufferers; and those with special learning needs. This thus calls for governments to explore more actively, alternative and innovative ways of increasing the resources available to support education for all and to develop clearly defined strategies for achieving EFA goals, for which they take real and sustained ownership.

2.2 THE GLOBAL CHALLENGE TOWARDS MEETING EDUCATION FOR ALL

The Dakar Framework for action, geared towards the attainment of EFA underlines the importance of a literate citizenry for any country. It acts as a catalyst to government and various global bodies to redouble their efforts towards the achievement of EFA despite various hiccups which militate against this noble undertaking.

It should be noted that education is a fundamental human right, it is the key to sustainable development peace and stability within and among countries. Thus education is an indispensable means for effective participation in the societies and economies of the 21st century, which are affected by rapid globalization. Achieving UPE and EFA should be postponed no longer. The basic learning needs of all can and must be met as a matter of urgency.

The global challenge according to UNESCO (2002) is the commitment of ensuring that by 2015 all children particularly girls and children in difficult circumstances and those belonging to ethnic minorities have access to and complete free and compulsory primary education of good quality. The vision of Jomtien remains pertinent and powerful. It provides a broad and comprehensive view of education and its critical role in empowering individuals and transforming societies. Its very points and principles includes universal access to learning, a focus on quality, emphasis on learning outcomes, broadening the means and scope of basic education, enhancing the environment for learning and strengthening partnership. Tragically reality has fallen far short of this vision, millions of people are still denied their right to education and the opportunities it brings to life; safer, healthier, more productive and fulfilling lives. Such a failure has multiple causes; weak political will, insufficient financial resources and inefficient use of those available, the burden of debt, inadequate attention to the learning needs of the poor and the excluded, a lack of attention to the quality of learning and an absence of commitment to overcoming gender disparities.

The right to education imposes an obligation upon states to ensure that all citizens have opportunities to meet basic needs. Primary education should be free and of good quality. The education system of tomorrow however diversified they may be, will need to be accountable and transparent in how they are governed, managed and financed. The indispensable role of the state in education must be supplemented and supported by all and comprehensive partnerships at all levels of society. Education for all implies the involvement and commitment of all to education. The world declaration on education for all Article I Paragraph I states; Basic learning needs; comprise both essential learning tools and the basic learning contents... required by human beings to

be able to survive, to develop and to improve the quality of their lives, to make informed decisions and to continue learning” (UNESCO, 2003).

The global challenge thus, is a commitment by government to ensuring that by 2015 all children, particularly girls, children in circumstances and those belonging to ethnic minorities, have access to and complete free and compulsory primary education of good quality. In this regard all states must fulfil their obligation to offer free and compulsory primary education in accordance with the United Nations Convention on the rights of the child and other international commitments. The international agreement on the 2015 target date for achieving UPE in all countries will require commitment and political will from all levels of government. For the millions of children living in poverty who still suffer multiple disadvantages, there must be an unequivocal commitment that education be free of tuition costs such as those for learning material, uniforms, school meals and transport. Wide and social policy, interventions and incentives should be used to eliminate indirect opportunity costs of attending school, no one should be denied the opportunity to complete a good quality primary education because it is unaffordable, child labour must not stand in the way of education. The inclusion of children with special needs, from disadvantaged ethnic minorities and migrants populations, from remote and isolate communities and urban slums and others excluded from education must be an integral part of strategies to achieve UPE by 2005 and EFA by 2015 (UNESCO, 2003).

Better governance of education in terms of efficiency, accountability, transparency and flexibility is another challenge. This will ensure that governments can respond more effectively to the diverse and continuously changing needs of the learners.

Reform of educational management is urgently needed to move from highly centralized, standardized and common driven forms of management to more decentralized and participatory decision – making, implementation and moving to lower levels of accountability. These processes must be buttressed by a management information system that benefits from both new technologies and community participation to produce timely, relevant and accurate information. UNESCO report (2003) points out that the experiences of the decade have shown that HIV/AIDS pandemic has had and will increasingly have a devastating effect on education systems, teachers and learners with a particularly adverse impact on girls. Stigma and poverty brought about by HIV/AIDS are creating new cases of children excluded from education and adults with reduced livelihood opportunities. A rights based response to HIV/AIDS mitigation and on going monitoring impact of the pandemic on EFA goals are essential. This response should include appropriate legislation and administrative actions to ensure the rights of HIV/AIDS affected people to receive education and to combat discrimination within the education sector.

Shiundu and Omulando (1992) point that learning environments should be healthy and safe and protective. This should include adequate water and sanitation facilities, access to or linkages with health and nutrition services, policies and codes of conduct that enhance the physical, psycho-social and emotional health of teachers and learners, education content and practices leading to knowledge, attitudes, values and life skills needed for self esteem, good health and personal safety. UNESCO (2003) stresses that the status, morale and professionalism of teachers should be enhanced.

This is necessitated by the fact that teachers are essential in promoting quality education whether in schools or in more flexible community based programmes.

Teachers are advocates for and catalysts for change. Kilemi Mwiria (Daily Nation, Feb, 15 2003) states that no education reform is likely to succeed without the active participation and ownership of teachers. Teachers at all levels of the education system should be respected, adequately remunerated and be professionally trained. Participation in local and national decisions should be another level at which the teachers are involved. Teachers should also accept their professional responsibilities and be accountable to both the learners and the communities.

An experts meeting on improving performance in primary education, held prior to the Dakar forum for EFA, identified the following four critical areas essential in achieving the UPE targets; According to Ministry of Education (2001);

- Improving the pedagogy of teachers (focusing on the adoption of the curriculum at the classroom level).
- Local governance (strategies and options)
- Care and education for all children (the school as a supportive environment).
- Monitoring progress and evaluation in primary education performance in efforts to achieve EFA.

The findings of the EFA 2002 assessment, thus noted that the performance of primary education fell below desired levels. Many gains in primary education had diminished due to national and international conflicts, natural disasters and extreme poverty. It was also noted that the HIV/AIDS was seriously affecting education and had a negative impact for the future.

It was noted that thousands of teachers, educational personnel and students had died or had been destabilized by AIDS, malaria and other chronic diseases. Adding to the external problems, the educational system has itself faced persistent challenges. These challenges will be discussed under the four critical areas pointed to earlier. Teachers, who are core to the achievement of EFA, should receive support from all levels of society and the education system. Their commitment, competence and creativity continue to be central to the success of children; their preparation and continuing support are fundamental to the achievement of EFA. Angela (2002) says that teachers should be inculcated with the requisite skills that are necessary for competent performance of their chores. She goes on to say that teachers should be able to cope with the rapid technological changes and be adequately trained to utilize the latest innovations their area that will ultimately assist them to render a competent pedagogy to their students.

In regard to an enabling environment, it is observed that all children can and will learn, however an appropriate level of inputs including personnel, materials and facilities must accompany the learning process. According to Wickens (2002) in many developing countries, hardly any financial resources remain to provide learning materials after teachers' salaries have been paid. Little has been done to address the problem, so children's performance has been hampered because of the paucity of the learning environment. This situation has its greatest negative effects on children who are above and below the class average or who need special attention. At the level of the overall system, UNICEF is supporting child friendly schools; the World Bank promotes school-based management, while UNESCO encourages the use of the environment as a source of teaching and learning aids.

Technological advances will open new avenues for improving the learning environment. More programmes should be adopted to ensure sustained access, retention and performance in primary education. Sujatho (2003) observes that throughout the years, it has been accepted that giving community members a stronger voice in school management can strengthen schools accountability to communities. It also increases teacher student attendance, improve the efficiency of resource use, mobilize increased community support for schools and improve student learning, Global experience shows that community involvement in school governance can be a positive force for school improvement. However in many countries, political and technical obstacles block such decentralization of resources and decision-making by school level councils. In those cases where school based management is introduced, it is important that the education system continue to play key-equity promotion and pedagogical quality assurance roles centrally, effective capacity building for school council members and clear definition of the roles and responsibility of all parties. The strategies for introducing school based management reforms and maximizing their benefits is geared towards the achievement of UPE. The assessment and evaluation of education are seen as being another pertinent issue. The Dakar commitment stressed that the promotion of quality education was integrally linked to educational outcomes and learner performance. The role of measurement is recognized as a tool of ensuring that the aims set for education for all are achieved and the scarce resources are allocated efficiently. The education system must serve all learners and in so doing adopt a flexible approach, offering alternative channels and promoting the active participation of communities, parents and other members of the civil society in its planning, programming, delivery and evaluation (UNESCO, 2003).

Education must respond to the differing learning needs of children and promote a balanced and holistic development of their personalities. This is particularly significant in an era of globalization and technological enthusiasm purported by educators to be important contributors to humanistic and in education. The challenge is to provide the upcoming generation with the awareness, abilities and mental strength it needs to take responsibility for its lives and make a contribution to society. This challenge is fundamental to meaningful development.

2.3 JUSTIFICATION OF UNIVERSAL EDUCATION IN THE DEVELOPING COUNTRIES.

The arguments used to justify universal education in the developing countries are classified into three broad categories; these are the political, economic and moral arguments.

The proponents of the political argument stress that a national education that is open to all contributes to political stability and national unity in pluralistic societies and enhances the capacity of the government to perform its functions. Coleman (1990) has noted that the relationship between education and politics has not escaped the scrutiny of philosophers and all of them have affirmed the principles embodied in the phrase "As is the state, so is the school, or what you want in the state you must put into school. Early scholars in educational thought like John Dewey hold that the school is a microcosm unit of society and hence the development in the school reflect what goes on in the society. Some philosophers like Plato over the centuries argued for compulsory state controlled education as the means of enhancing social stability. All citizens would be exposed to the reigning ideology for a long stretch of time at the most

malleable age and would therefore learn to respect and revere the established school order. It was in line with this argument that the Franco – Prussian war of 1870 – 71 was won in the classrooms of Prussia. Universal education had enabled the Prussian State to reach all her citizens so that they all had learned discipline, respect and the importance of self-sacrifice for the state.

Mill (1988) argues that a minimum of education is a prerequisite for a democratic order. Universal education raises people's cultural level enhancing their consciousness and this raised awareness creates "the conditions for greater mass participation in the democratic process." This argument is behind the vigorous war against illiteracy waged on two fronts; expansion of the school system to make it open to all children irrespective of their background and social status. This was the rationale behind the popular literacy campaigns in Cuba Vietnam. Nicaragua and Tanzania. Popular education is viewed as one of the best means a revolutionary government can use to move its ideals. Vivaly popular education will enable the government message to reach the people more easily. In countries where there are antagonistic ethnic groups, universal education is used to foster national unity. This was one of the reasons given by those who supported the launching of UPE in Nigeria in 1976. Indeed this point was expressed poignantly by a Malaysian minister of education in 1967 when he said;

“ Our entire educational policy is dictated by the need to mould a single united nation out of a plural society. Our task is a tremendous one. Common ideals, ambitions and loyalties must be fostered and not enforced and the schools are our most powerful tools of peaceful persuasion.”

Mukathe (1999) argues that universal education is expected to do the task pointed to above, by first reducing the regional, urban-rural and male-female imbalances so that no one would feel cheated. Secondly a common curriculum, will teach same values to all the children so that they learn to identify with the whole nation instead of their ethnic group. Education helps to integrate individuals into the society, social structure children are initiated into the national society, since the state organizes society the individual must be an effective agent of the state if the social structure is to function well. The individual must be a citizen who learns to identify with the national symbols and programmes so as to help ensure the success of the state action.

Finally, it is argued that school literacy programmes are very popular and are often embarked on in order to gain political support. They can be used to de-radicalize popular pressure for changes in the social structure by strengthening the belief that, with a just system of education all social ills will be solved. Thus the aim of UPE programme in Tanzania launched in 1977 was “to combat social stratification” UPE was part of a larger programme to revolutionize society, running side by side with an adult literacy campaign. In Cuba, Libya, Nicaragua and the peoples Republic of Congo UPE and adult education went hand in hand with radical transformation of the social-economic structure. For Nigeria National Unity was the chief aim of the UPE programme launched in 1976 especially after the Biafra War. It was believed that that if enrollment became universal then regional imbalances, with the corresponding political tensions, which arise from them, would be reduced. The school would inculcate a national outlook among the pupils.

The proponents of the economic argument view education as an investment in human capital that is essential for development. This argument is often termed as the human capital theory. This theory was advanced in the 1960s by the pioneering work of economists like Schultz, Bowman, Dewitt, Bowen, Dennison, Harbison among others. The argument was that investment in education was the single most investment because educated workers were more productive than the illiterate ones. Returns on education are higher than those on capital and material resources. They argued further that investment in education developed the human resources – knowledge and skills, therefore poor countries should invest in development of human resource because investment in human capital pays high returns than investment in physical capital. Money spent on education is an investment both for the society and the individual. For the developing countries education is necessary for rapid social and economic progress. For the advanced countries, education is vital in their continued development. For the underdeveloped countries the argument is that investment in education is the surest way of preparing for industrial take off, for without manpower there could be no economic development.

Harbison (1973) aptly puts it that “Human resources, not capital nor income or material, resources constitute the ultimate basis for the wealth of nations. Capital and natural resources are passive factors of production, human beings being active agents who accumulate capital, exploit natural resources, build social, economic and political organizations”. They carry forward national development”. Clearly, a country which is unable to develop the skills and knowledge of its people and to utilize them effectively in the national economy will be unable to develop anything else. Economists like Psacharopoulos (1973) argues that education like other forms of investment in human

capital can contribute to economic development and raise the incomes of the poor. He stresses that arguments for UPE, based on human rights and equality, are supported by economic criteria as the most profitable educational level, viewed from the returns standpoint, is the primary one. The contribution of education to growth is even stronger if the complementary between education and other forms of investment are taken into account. Foster (1982) argues that most post colonial states seem committed to national policies in which the principle of Free Education at the primary level is unquestioned since the evidence suggests that private and social rates of return are higher at the Primary school level rather than other levels.

An economic argument can be advanced for the provision of free primary school along with the most standard rationale based on the public need for a literate citizenry.

Colcough (1980) indicates that the interactive or strengthening effects of schooling on various aspects of socio-policy including family size, health, nutrition, literacy and awareness of national culture reinforce the economic case of investing in primary education.. The principle task of primary schools in developing countries should be to contribute towards rural development. Given the realities of this level of schooling in poor nations, the most that can be expected, is that young people acquire the basics of literacy and numeracy, or degree of general knowledge. It is suggested that a major consequence of primary schooling and UPE *per se* might be to engender attitudinal transformation. Children acquire for example modern attitudes that are more conducive to the acceptance of change and the requirements of development. Jallade (1982) further suggests that an analysis of basic needs may provide investments in basic education with a host of new justifications from other fields like demography, health,

nutrition and rural development where development can only be achieved only when basic educational needs are met.

Lastly the architects of the social moral justification, advance the following two pronged argument. Firstly, the argument stemming from the post second world war ideology of education as a human right. Enshrined in chapter 16 of the UN declaration of human rights of 1948. Education is seen as a basic need, therefore every individual is entitled to a minimum level of education, essential to make him functionally literate, thus, education is seen as a social service to which all are entitled.

Here education is portrayed as having an intrinsic value and therefore should be provided to all individuals. Secondly, education is viewed as the surest route for the disadvantaged individuals and groups to follow to achieve social mobility and social justice. Therefore universal education to quote Farrell (1990) would naturally almost automatically produce greater social and economic equality in poor societies. This argument especially in societies characterized by greater inequalities in wealth and where there is no political will to bring about radical changes in the socio-economic structure. Abernethy and Coombe (1965) have argued that the political significance of education (implications of politics for education and vice versa) in contemporary societies increases with the changes the society is undergoing. When a new regime takes over, the will to reform is strong, decision making hierarchies change and the capacity of the bureaucracy to resist innovation should be reduced. Revolutionary regimes tend to pursue two goals simultaneously namely; equality of access to education and the integration of the young into the economy.

The case for universal education for developing countries can be put in a nutshell by Mbeki in (1999) “If the next century is going to be characterized as a truly African century, for social and economic progress of the African people, the century of durable peace and sustained development in Africa, then the success of this project is dependent on the success of our education systems. For nowhere in the world has sustained education, without universal and sound primary education, without an effective higher education and research sector, without equality of educational opportunity”.

2.4 THE PRIMARY EDUCATION PROGRAMME AS A STRATEGY OF ACHIEVING UPE IN KENYA

The Dakar Framework for action had as its vital stress, the commitment to ensuring that by 2015 all children particularly girls, children in difficult circumstances and those belonging to ethnic minorities, have access to and complete free and compulsory primary education of good quality education. In this it was held that all children must have the opportunity to fulfil their right to quality education or alternative programmes at whatever level of education considered ‘basic’. Further it asserted that all states were to fulfil their obligation to offer free and compulsory education in accordance with the United Nations Convention on the rights of the child and other international commitments. The international agreement on the 2015 target date for achieving universal primary education (UPE) in all countries will hence require commitment and political will from all level of government. For the millions of children living in poverty, who suffer multiple disadvantages, there must be an unequivocal commitment that education be free of tuition and other fees and that

everything possible be done to reduce or eliminate costs such as those for learning materials, uniforms, school meals and transport. Wider social policies, interventions and incentives should be used to mitigate indirect opportunity costs of attending school. No one should be denied the opportunity to complete a good quality primary education because it's unaffordable, child labour must not stand in the way of education. The inclusion of children with special needs, from disadvantaged ethnic minorities and migrant populations, from remote and isolated communities and from urban slums and others excluded from education must be an integral part of strategies to achieve UPE by 2015.

While commitment to attaining universal enrolment is essential, improving and sustaining the quality of basic education is equally important in ensuring effective learning outcomes. In order to attract and retain children from marginalized and excluded groups, the education system should respond flexibly providing relevant content in an accessible and appealing format. Education systems must be inclusive, actively seeking out children who are not enrolled and responding flexibly to the circumstances and needs of all learners. It is in the above light, according to the ministry of education science and technology (2002) that the introduction of FPE in Kenya should be seen. The children's act, which came into force in 1st March 2002, spells out the right of all children and recognizes that education is a human right that every child must enjoy and has to be protected by the law.

The NARC Government's introduction of free Primary Education (FPE) is a commitment to realize universal primary education (UPE) by 2005 and education for all (EFA) by 2015. Achieving UPE by ensuring all boys and girls complete a full course of primary schooling is also one of the millennium development goals as

pledged by 189 United Nations States. Launched by the ministry for education on 6th January 2003, FPE is a response to the world conference on education for all, held in Jomtien, Thailand in 1990 and the world education forum held in Dakar – Senegal, in 2000. The government of Kenya having accepted and signed the recommendations of these two international meetings considers the attainment of UPE as a development strategy.

It is well understood that a literate population is key to the overall development of any nation. The government posits that, providing free primary education is a shared responsibility and requires partnership between the government, parents, teachers, communities, political leaders, religious organizations, civil society, trade unions and private investors MOEST (2003) says that the universal primary education idea, was first mooted in “The Kenya Education commission, 1964” (commonly known as the Ominde Commission). This therefore was not implemented until 1974, covering the first four classes of primary education and extended from five to seven in 1979. This led to massive enrolments at this level. The importance of universal education was further reinforced by, the sessional paper No. 10 of 1965 on “ African Socialism and its application in Kenya” which singled out poverty, ignorance and disease as major impediments to national development. Education was seen as an avenue through which the three identified enemies could be dealt with, both at the individual and national levels.

As such, education and training were not only seen in terms of empowering the individual but also as serving the nations development need through the provision of qualified and specialized human capital.

Aduda (Daily Nation 6th, Jan 2003) argues that, the provision of FPE ordinarily referred to as UPE is an idea whose time had come. Back in 1963 KANU made the pledge in its election manifesto which helped it to win and stay in power for four decades. Earlier in 1961, African Education Ministers held their first conference in Addis Ababa under the auspices of UNESCO to chart out the plan for development of education for their countries just coming out of colonial rule. The key resolution for this gathering then, was that all African countries would strive to provide UPE by 1980, but KANU was never able to implement this pledge.

UNIVERSITY OF NAIROBI
EAST AFRICANA COLLECTION

In Dec 1973 Kenyatta declared that the programme will start in 1974 but from standard 1 – 4. It was only after Moi came to power in 1978 that the government extended FPE to standard 7.

The increased enrollments occasioned by Moi's order for free education began to dwindle after 1988. In response then to the concerns in education, regarding the increased expansion the focus was on the following areas:

- Enhancement of quality and relevance
- Focus on efficient utilization of resources
- Expansion of training opportunities for those who could not proceed with formal education; and
- Address the issues of the rising costs of education.

In response to these concerns, the government appointed a “presidential working party on education and training for next decade and beyond”, (Kamunge Report 1988”. The report focused on issues of education quality and relevance cost and financing, enhancement of inspection and supervision services decentralization and concerns on wastage in the sector. As a result of declining government between the

government, parents and communities. The implementation of the cost sharing policy in the force of rising poverty led to adverse effects on access, retention and quality.

Faced with the foregoing scenario, the NARC government introduced the FPE with the aim of allowing children access to education without discrimination. The government according to MOEST (2003) removed major obstacles that hinder children of school going age from accessing and completing primary education as is the case in many urban slums, rural areas and the Arid, semiarid lands (ASAL). Accordingly the government's understanding of free education as explained in MOEST (2003) entailed of the following:

- The abolishment of fees and other levies for tuition in primary education. In this regard the government and its development partners are to meet the cost of basic teaching and learning materials, wages for non—teaching staff and co-curricular activities. For the year 2003, the government and the development partners were to pay Kshs.1029 for the primary education of every child.
- Free primary education is a joint responsibility – the government considers the provision of primary education as central to poverty reduction and is implementing FPE in the spirit of partnership, where everybody has clear roles to play. Parents for example, are still required to meet the cost of the following; exam fees for std eight, school uniforms, school meals, transport to and from schools, boarding facilities and health care.
- The government will continue to supplement parents' efforts in managing low cost boarding schools and the school-feeding programme in Arid and Semi-Arid lands (ASAL).

- Primary schools are expected to enroll all children of school going age without discrimination. Schools have to be all inclusive and cater for children from various backgrounds including children with special needs. Street children who have been exposed to drugs or have emotional stress will need to be rehabilitated so as to fit into regular schools. This will be done in collaboration with the children's department.
- Overgrown children who show up at schools should be enabled to attend by establishing one class to serve over age children of a particular area or cluster of schools where necessary.
- Double shifts, that is morning and afternoon for class I – III are encouraged for school, which have enrolled more pupils than they have the capacity to handle. Everything should be done to keep all those who have enrolled in school.
- FPE does not require parents and communities to build new schools. The government has stopped the building of new schools and is encouraging communities, where necessary and possible, to use locally available materials.
- FPE does not stop community initiatives where schools have to maintain certain facilities and services for pupils (such as hot lunches, swimming lessons, computer lessons, bus and transport, boarding facilities etc. and have to charge for maintenance and sustainability. This should be discussed and agreed by parents. The ministry's approval through the District Education Board, is required before only changes can be made.

The take-off of the FPE has been marred by a lot of confusion and lack of adequate information, which the ministry of education has been forced to clarify from time to time in its quest to make FPE programme a success Kamau (writing in talking

point, Daily Nation of 5th Jan 2003) says that the parents must be ready to pay for their children. He says that free education as contained in The Children's Act, shall be free and compulsory and thus puts a duty and obligation on both the government and the parents. He argues that education should be seen as a free public service and not as a traded service. What Kenya needs is a right education policy and education strategy.

It needs a blue print that would specify the key aims of education, identify priorities including the elimination of financial obstacles assign responsibilities and detailed instructions and procedures for monitoring and enforcement of the right to education. That way the right to FPE as provided for in the universal declaration of human rights of 1945, will be respected.

The task force appointed by the government to look into FPE, under Eddah Gachukia, makes the following suggestions as reported by (East African Standard of March 10, 2003); That:

- For proper utilization of teachers, rationalization and redistribution need to be carried out to facilitate teacher sharing between neighbouring schools and that the multi-shift and multi-grade teaching style should be adopted in schools.
- The recruitment of all cadres of staff including teachers, education officers, inspectors, auditors and other non-teaching staff is crucial in the realization of FPE.
- That there should be staff capacity building through in-service training in order to cope with challenges posed by FPE.
- The government should purchase vehicles and motor cycles for school inspectors and that the inspectors terms of service be improved to motivate them.
- Renovate the existing facilities and accommodate the 1.5m-enrolled students in existing facilities.

- Attention be focused on the handicapped, poverty pockets, culturally affected especially girls, without who FPE could be incomplete.
- There is need for a comprehensive policy framework that will encourage and accelerate the decentralization in management of primary education with clear delineation of responsibilities between the ministry , parents and communities, religious organizations, local authorities and the civil society.
- There is need to revise the education act to support mechanisms and authority of enforcing guidelines for implementation of FPE with particular reference to the removal of fees and other uses charges.

Commenting on the Gachukia Report, Ramani (East African Standard Wed, 17 Sep. 2003) says, “The financial implication of the report would jolt the government to seek alternative means of funding. However, any move by the government on FPE could have serious economic ramifications. It is possible for the government to consume close to 30% of the total revenue collected by the government established to be 200 billion per year if the quality of education is to be assured. This would put the government on a collision course with the Bretton wood institutions and bilateral donors who have in the past demanded cost sharing in education.

In lieu of the various arguments advanced touching on FPE, the challenges to meeting FPE are myriad. These challenges facing the education sector and which impede the attainment of sectors goals, with particular reference to, universal primary education (UPE) by 2005 and education for all EFA) include issues on;- Access, retention, equity, relevance and finance. Abagi (1999) observes that analyses that have been done by IPAR have identified the following as the pertinent issues bedeviling the education sector in Kenya. Firstly, there is lack of a clear vision and philosophy for

development, education in particular, inappropriate policy framework, lack of a national gender policy in education, inadequate or inefficient management and supervision mechanisms and over-reliance on donors for some crucial programmes. Based on the problems and challenges facing education and training in Kenya there is need for transform the education sector to make it serve the needs of the people and the country in the 21st century.

Ogula (2003) notes that the existing legal framework clearly needs urgent overhaul. The exercise must address the challenges facing the education sector in the 21st century and bring the same in cognizance with the introduction of FPE. For example the obligations of parents in respect of the educational needs of the persons under 18 years of age should be a creature of the basic law, not of the children's act. The children act should concern itself predominantly with matters of enhancement of the rights where of those obligations are created consequently all legislation impacting on education would have to be screened and synchronized with the new basic law. UNESCO's medium strategy 2002-07 provides that; "Advancing the right to education as enshrined in the universal declaration of human rights, is central to UNESCO's mission. Free, compulsory and UPE for all is among the most clearly defined of these rights which governments have duty and responsibly to make a reality. Prof. George Saitoti, in his address to the 32nd session of UNESCO's general conference in October 2003, stated thus 'in order to enhance access, the government has introduced free primary education to achieve a life long education for all and has implemented the children act to safeguard the rights of children including the right to education. This was done rights of the children including the right to education. This was done in the

firm belief that education is the prime mover for the social cohesion, which is in turn crucial for peace.

The international covenant (1999). Requires each state which has not been able to secure compulsory primary education, free of charge to undertake within two years to work out and adopt a detailed plan of action for the progressive implementation, within a reasonable number of years, to be fixed in the plan of the Kenyan draft constitution, (2004) Article 58(2) provides that the government shall institute a programme to implement the right of every child to free and compulsory primary education. The national convention on education and training (2003) held that policy is one of the challenges facing the educational sector for there is lack of a comprehensive and coherent policy of education backed by the legal framework. There is need for a comprehensive education policy consisting of authoritative statements covering formal, non formal and informal dimensions, which will serve as a guideline for the practitioners as well as the theoreticians. The ministry of education should facilitate the integration of many scattered and in some cases contradictions are visible in the policy cost sharing being at cross-roads with that of providing FPE and school feeding programs.

Access and transition is another challenge that needs redress. Over the years there has been a general decline of enrollment levels in primary education, from as high as 105.4% in 1989 to 88.8% in 1998. After the implementation of FPE the gross enrolment rate rose to 104% while the net enrolment rate (NER) is 89%. However despite the government and community efforts to enhance access to education, the statistics show that about 300,000 primary school age-going children are out of school Director of Education, Wangai (2003), notes that physical facilities to cater for the

increasing numbers of Kenya certificate of Primary Education (KCPE) graduates are inadequate.

This will remain a critical challenge in a move towards the maturation of free primary education. In order to combat the challenge Matsuura (2001), Director-General of UNESCO notes that “we must concentrate on building effects and imaginative strategies for educating the poor, the excluded and the disadvantaged, as poverty remains the greatest obstacle of realizing the right access and risks of exclusion in fields of languages, science and technology are also critically important”. Adequate national level responses are needed to UNESCO’s medium term strategy (2002 – 2007) which provides that “particular emphasis will be placed on ensuring that education becomes truly inclusive in particular by affecting reaching the unreached, especially the poor, women and girls, rural populations, minorities, refugees and countries or population victims of disasters and people with special needs. The EFA (2000) report on Kenya states unequivocally that in order to achieve UPE and EFA there must be concrete action plans which should indicate the number of new schools to be built new streams to be added, effect of community factors on enrollment such as the level of household income, health and nutrition, social-cultural and values on access.

The challenge of equity of access, retention and completion is very critical. There should be an attempt to overcome the existing gender and geographical inequities. Parity of boys and girls should be the long term target. Focus should be on retention throughout each year and progressing to successive classes. At the moment Kenyan primary schools are characterized by high drop out rates and low progression rates. What can the country do to avert this situation? What are the school factors and out of school factors that if addressed can help avert this trend? “Unless these are

identified and dealt with, no amount of political rhetoric, donor support or fees waiver will enhance retention and access “(Muya Daily Nation 2 Feb 2004).

The challenge of gender disparities are very endemic in Kenya education system Obura (1994) observes that this needs to be addressed by infusing in education a policy on gender mainstreaming that will entail the use of different strategies including use of role models and affirmative action provisions. Barker (1985) notes that the complex nexus of society perceptions has infused into the thinking of parents attitude towards equity in providing education to the girl child making girls see their lives in every traditional and romanticized forms. This outlook should be negated and girls be given equal chances as their male counter parts. The report on the sector review and development (2003) has noted that cultural preferences in some communities that discriminate against girl children result in low enrollment. There is a need to have the parents and the provincial administration to enforce the rights of the girl child as stipulated in the children’s Act. An added aspect that affects girl enrolment is lack of basic facilities such as latrines, clean drinking water, and furniture. This tends to affect the girl child most. It is therefore imperative that schools be made more learner friendly through the provision at such basic requirements.

There must be deliberate efforts towards enhancing efficiency, quality relevance if the FPE programme is to succeed. In this regard teacher salaries should be motivating. The critical issue here though is to increase the non-salary share of recurrent budgets, especially for books and other teaching materials and equipment through improved teaching service utilization rates and deployment. The World Bank (2003) reports that across 47 countries in the low income brackets studied with respect to achieving UPE by 2015, there is wide variation in the average annual salaries,

ranging from 0.6 to 9.6 times per capital GDP, Kenya's figure is around 5.3 in per capital GDP units.

The average figure for the observed highest UPE completion countries is around costs is around 3.5 times per capital GDP. Thus managing recurrent costs to strike a better balance between salary and non salary spending will be by far the most daunting financial challenge for Kenya because the average level of teacher salaries is the most politically sensitive of all the parameters. The strategy should be to manage the pace at which it is controlled. The government should also ensure the right pupil teacher ratios have been met. The World Bank (2004), gives the right pupil teacher ratio at 30:1. It should be ensured that there are no disparities in the human resource allocation either in regard to religious or urban-rural differentiation.

The average repetition and drop out rates need to be checked, if a quest to ensure the success of FPR. A study on the quality of primary education in Kenya by Nzomo, Kanuki and Guantai (2001) estimated the primary school completion rate to be around 47.2 in 1998. The study attributed high rates of repetition and drop out to factors such as the inability of household to meet the costs of education, girls pregnancies and limited access to education. The observed average repetition rates in the UPE achieving countries are around 9.5% Kenya with repetition rate of above 10% will have to adopt policies to bring repetition gradually down to 10 if FPE goals are to be achieved.

The recurrent spending on inputs other than teachers is another concern area. Studies suggest that books and other learning materials are highly cost – effective complementary inputs in the learning process which influence education quality, teacher motivation, development and supervision, system management, student learning assessment and evaluation and school maintenance.

The pressure for other items has constantly been squeezed. The World Bank study (2003) by Bruns, Mingat and Tomalala set the recurrent budget share for spending of items other than that for teachers salaries at the target level of 33% a figure which was significantly higher than the observed average for the high UPE attaining countries which was around 25.2%. If UPE is to be attained, Kenya needs to prioritize the improvement of quality complementary inputs and upgrade its management functions like school supervision, student assessment and teacher development at additional cost. Additional costs will also be needed to address the needs of children at risk like HIV/AIDS orphans, the poor and children whose families need intermittent labour. Kigotho (a former education editor with the East African Standard, commenting on 15/04/2004 in the East African Standard) says that; Kenya may have introduced FPE, but it will require extra effort to achieve UPE. He says that according to an ILO, research there are about two million children aged between 5 and 14 who are still locked out of school. The ILO estimates that 760,000 children in Kenya are engaged in hazardous occupations. This group lives and works in the streets of Nairobi, Mombasa, Kisumu and other urban centres in Kenya. Labour specialists say that the children drop out of school in order to supplement household incomes. An ILO study, *investing in every child, An economic study on the costs and Benefits of Eliminating child labour*, predicts that it will not be easy for the 9m children in Kenya aged between 5 and 14 to be enrolled in school, unless the economic benefit in the fight against child labour is won. Hagemann, the principal researcher who coordinated the study, says that the government will have to address schooling opportunity costs in relation to school. Education is a wise investment because each extra year of UPE up to the age of 14 results in an additional 11% of future earnings a year. It calls for the government to

ensure a teacher pupil ratio of 1:40, make schools more attractive, reduce units costs in education which are high in Kenya and ensure adequate supply of books and other teaching materials.

In a nutshell the reform agenda for the Kenya government is a tall order The Elimu Yetu coalition (2003) says that the aim should be to expand and improve comprehensive basic education especially for the vulnerable and disadvantaged children. Secondly it should be ensured that by 2015, all children particularly girls children in difficult circumstances and the minorities have access to and complete free compulsory education of good quality. UNESCO (2002) holds that UPE will be achieved by improving all aspects of the quality of education and ensuring excellence of all so that recognized and measurable learning outcomes are achieved by all especially in Literacy, numeracy and essential life skills.

Siringi (2003), has pointed out that for the NARC government to realize UPE as focused, it should strive to do the following; Firstly it should incorporate UPE within the broad vision of EFA, an obligation that all countries committed themselves to at the world education conference of 1990 in Jomtien Thailand and at the education forum of 2000 in Dakar Senegal. Secondly it should complete the education sector plan and move to develop an education sector policy and should convene a national education forum to examine the educational documents and adopt them.

The vision of the Kenya government in its quest, should be in line with UNESCO's (2004) assertion that; confidence and growth are returning to the African continent. The factors necessitating this, varying from better government policies to the active involvement of non-governmental organizations and local communities in education development. African governments are showing purpose and determination

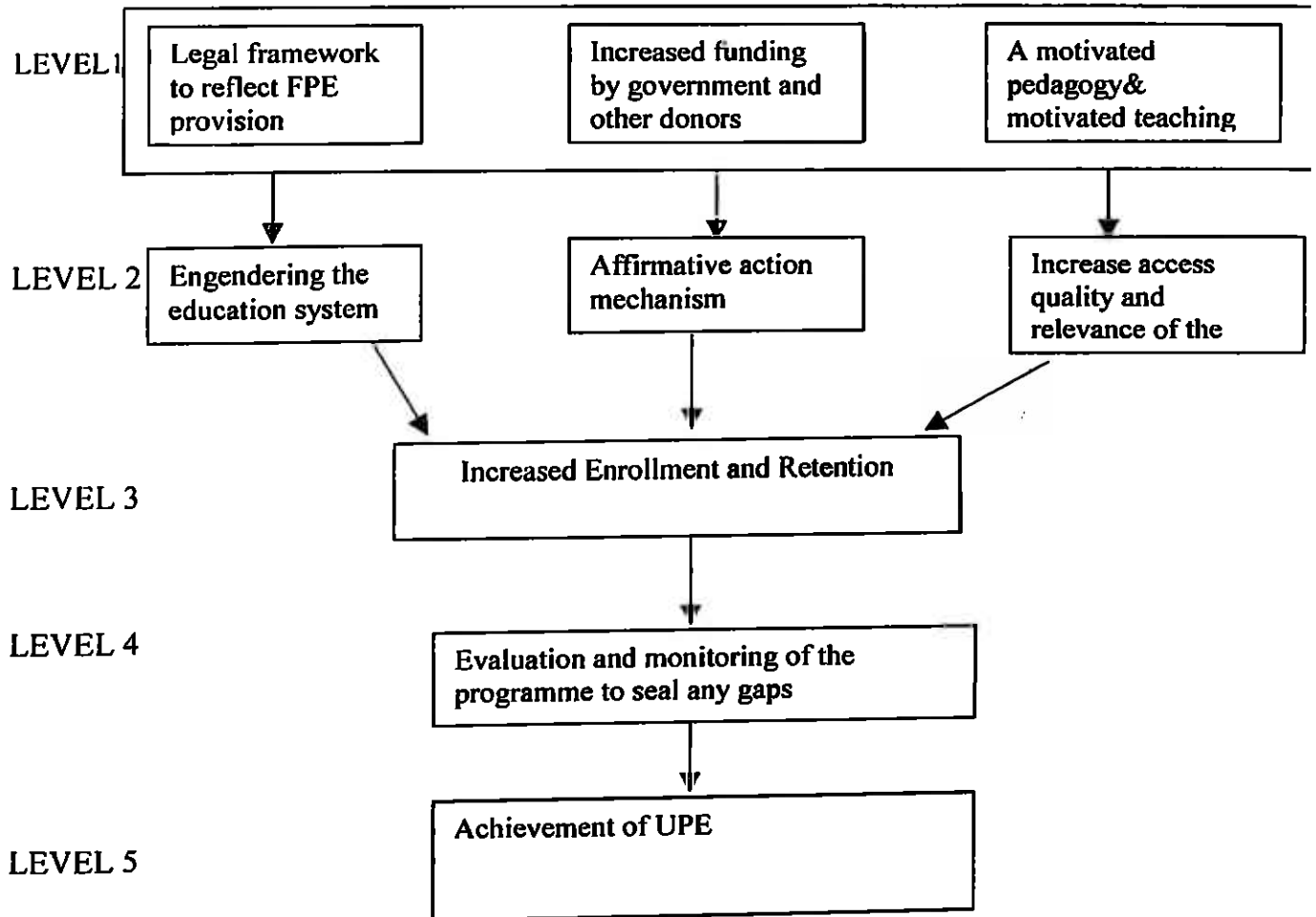
to start again and put anew stamp on institutions and programmes intended to improve the daily lives of Africans. This is surely what people mean when talking about a new Afro-optimism or African Renaissance, recently expressed by South African president Mbeki (2004)“That we are liberating ourselves and now reside in mental universes of our own making, for our own progress and prosperity”. pp 11

2.5 CONCEPTUAL FRAMEWORK

The conceptual framework was based on the systems approach which explains the relationship between parts of a system, and their contribution to the achievement of the whole.

It shows the relationship between various variables essential for the success of FPE as a strategy of achieving UPE in Kenya.

Figure 1. Conceptual framework for the study



NOTE:

LEVEL ONE:

The educational act should put in place a legal framework to accommodate the provision of FPE. The government and other donors should increase funding and meet the cost of learning materials. The pedagogy should be motivated to implement the programme.

LEVEL TWO

UNIVERSITY OF NAIROBI
EAST AFRICANA COLLECTION

Ensure that engendering education of the system is put in place, have affirmative action provisions for special children and disadvantaged areas like the ASALs. Finally, make education accessible, of a high quality and ensure that the education system is relevant to the learner's needs.

LEVEL THREE

Strive for increased enrollment and retention of the learners in the education system

LEVEL FOUR

Evaluate and monitor the programme to make necessary changes seal to any gaps.

LEVEL FIVE

Achievement of UPE by 2005.

CHAPTER THREE

RESEARCH METHODOLOGY

3.0 INTRODUCTION

This section deals with research design, population, sample and sampling procedures, research instruments, instrument validity, instrument reliability, data collection procedures and data analysis techniques.

3.1 RESEARCH DESIGN

This study used an ex-post facto research design Kerlinger (1992), has defined an ex post facto design as a systematic empirical inquiry in which the scientist doesn't have direct control of independent variables because their manifestations have already occurred or because they are inherently not manipulatable inferences about relations among variables are made without concomitant variation of independent and dependent variables (Kerlinger, 1967). According to Cohen and Manion (1986), an ex-post facto research is a method of eliciting possible antecedents of events, which have happened and cannot, because of this fact be engineered or manipulated by the investigation. The study was therefore ex-post facto in design because variables such as the number of student enrolment, money distributed to the schools, number of classrooms, number of teachers, number of inspectors and other school related factors, all of which affected the implementation of the FPE programme cannot be manipulated. The research relied on records of events that had already taken place. Hence, the research could not manipulate any casual factors to effective implementation of the FPE programme.

3.2 TARGET POPULATION

The study targeted the 45 primary schools in the division, whose head teachers, class teachers and school committee participated in the study. School inspectors were also involved. The schools mainly get their students from the local community and they admit both boys and girls. The total targeted population was 45 head teachers, 285 class teachers, 45 school committee chairmen and 4 school inspectors from the division.

3.3 SAMPLE AND SAMPLING PROCEDURE

The Krecjie and Morgan's table (Mulusa, 1988) was used to sample the schools. Out of 45, 33 schools were selected. From this sixty-six class teachers were involved two from each sampled school, and 33 school committees and all the four school inspectors in the division. The teachers selected were teachers of lower primary and upper primary teachers. They were appropriate in giving data on the enrolments.

3.4 DATA COLLECTION INSTRUMENTS

Questionnaires were used to obtain information from head teachers, teachers, school committees and school inspectors.

Questionnaires were preferred in the study because all those taking part in the study were literate and very capable of answering the items adequately. The questionnaire items of the instrument had some overlapping elements.

a) Head teacher's questionnaire

The type of questions used here required yes/no answers, filling in blank spaces, explaining, ticking the applicable answers. The instrument sought information concerning school enrolment in regard to gender, number of teachers, facilities available, the teacher/ student ratios, number of new enrolments with the implementation of FPE, the learning materials and other school related factors. It also sought the opinion of the head teachers on which effective ways were to be employed in implementing FPE.

b) The teachers questionnaires

The questionnaire utilised questions that required yes/no answers, filling in blank spaces, explaining, ticking the applicable answers and a scale from which to choose the applicable answers.

The teachers completed the questionnaires providing information about their gender, enrolments, adequacy of learning materials, classroom facilities, as well as suggestions that were to make the FPE programme efficient.

c) School inspectors questionnaires

Utilised questionnaires that required yes/no answers, filling in blank spaces, giving their opinions, ticking applicable answers and a scale from which to choose the applicable answers. The questionnaire sought information on the schedule of supervision, funding, opinions on the programme, discipline cases related to FPE and suggestions to make the programme successful.

d) School committee Questionnaires

The questionnaires utilized questions requiring Yes/no answers, filling in blank spaces, information on school finances, training on financial matters, procurement procedures and information on school needs, repairs and their opinion regarding the funding given by the government.

e) Document analysis

This was done at the district education office in Keumbu and also at the respective zones in the division. The documents which were sought were on enrolments, before and after, the implementation of FPE the money disbursed, and any issues related to the implementation of the FPE programme. The analysis was done from circulars from MOEST, policy papers, newspaper reports, statements touching on FPE. Strategic papers, ministry handbooks on FPE and executive directives on FPE also formed the basis of analysis.

3.4.1 INSTRUMENT VALIDITY

Validity is the degree to which a test measures what it purports to measure, Borg and gall (1989). In this regard consulted with my supervisor for appraisal of the instruments. A pilot study was carried out to appraise the questionnaires', soundness of the items and to estimate time required to answer the items. The results of the pilot study were discussed with the respondents and hence made necessary adjustments.

3.4.2 INSTRUMENT RELIABILITY

Instrument validity measures the consistency of instruments Best and Kahn (2001) consider the reliability of the instruments to be the degree of consistency that the instruments or procedure demonstrates. Whatever it is measuring it does so consistently. In this research the result of the pilot study (which was carried out before the main research) was computed and correlation calculated. The researcher employed the split-half technique to determine the degree of consistency.

The research used the Spearman- Brown prophecy formula.

$$R_e = \frac{2r}{1+r}$$

Where r_e = reliability of the entire test

R = reliability co-efficient.

3.5 DATA COLLECTION PROCEDURES

Data was collected from the sampled schools. Prior to the collection of data permission was sought from the relevant authorities. Before collecting data, a brief introduction on the nature and importance of the study was given to all the respondents. After the filling of the questionnaires, each was studied to ensure that each item was scored ready for analysis. The questionnaires were taken to all those who participated in the research and they were collected when they were duly filled.

3.6 DATA ANALYSIS TECHNIQUES

Conclusive data analysis was done using descriptive statistics such as percentages and frequencies. Detailed descriptions and use of appropriate tables and figures was employed where necessary.

The data gathered was analyzed by use of descriptive statistics. This involved the use of frequency distribution, percentages and measures of central tendency. The Statistical Package for Social Science (SPSS) was vital in data analysis.

CHAPTER FOUR

DATA ANALYSIS AND INTERPRETATION

4.0 INTRODUCTION

The purpose of this research was to study the effectiveness of the implementation of the free primary education programme in Keumbu Division of central Kisii District. To achieve this purpose, several objectives and research questions were laid down, which are being analysed and interpreted in this chapter vis-à-vis the data collected from the field.

4.1 QUESTIONNAIRE RETURN RATE

The study involved thirty-three primary schools out of the forty-five primary schools in the division, thirty-four head teachers were involved, sixty-six class teachers were involved, two from each sampled school. Thirty-three school committees' chairmen from the sampled schools and the four school inspectors in the division. All the questionnaires were returned fully completed except one for school inspectors thus representing a 97% return rate. This was achieved due to the fact that the questionnaires were delivered to the schools completed and then delivered to the researcher in person. The area Educational Officer was also very helpful and encouraged the teachers to complete the questionnaires. The return rate was considered very high and fully adequate for the study.

4.2 GENERAL AND DEMOGRAPHIC DATA OF RESPONDENTS

The following data reflects the demographic details of the head teachers, class teachers, school committee's chairmen and school inspectors who took part in the

study. The data is analysed using simple descriptive statistics frequencies and percentages.

4.2.1 DEMOGRAPHIC DATA OF HEAD TEACHERS

Table 3: Gender distribution of head teachers in Keumbu Division

Gender	Frequency	Percent
Male	32	94.1
Female	2	5.9
Total	34	100

The data revealed that the high number of head teachers were male representing 94.1% while women were representing 5.9% the finding were collaborated by the data from the DEO's office Kisii District that showed that Keumbu Division had fewer female head teachers vis-à-vis their male counter parts.

Table 4: Age distribution of head teachers

Age in years	Frequency	Percent
25 – 34	2	5.9
35 – 44	7	20.6
45 – 54	22	64.7
Over 54	3	8.8
Total	34	100

From the data majority of the head teachers (64.7%) were found to be aged between 45 – 54 years 20.6% were in the are bracket 35 – 44, 8.8% in the over 54 age bracket, while 5.9% were in the 25 – 34 age bracket (the significant decrease in this age bracket was attributed to the freeze on employment that the government put in place from 1997).

Table 5: Professional Experience of head teachers

Experience in years	Frequency	Percent
Less than 5 years	18	52.9
Between 10-20 years	15	44.1
Over 20 years	1	2.9
Total	34	100

According to the data many head teachers 52.9% had served in that position for less than 5 years, 44.1% between 10 – 20 years and 2.9% had served as head teachers for over 20 years. The study also found out that 41.2% of the head teachers had served as teachers for between 10-20 years, while 58.8% had served for over 20 years.

Table 6: Academic Qualification of Head Teachers

Academic qualification	Frequency	Percent
Certificate holder	27	79.4
Diploma holder	5	14.7
Degree holder	1	2.9
Others (ATS II)	1	2.9
Total	34	100

The data revealed that most head teachers are P1 certificate holders, representing 79.4% at the respondents, 14.7% were diploma holders, 2.9% degree holders and 2.9% were approved teachers.

4.2.2 DEMOGRAPHIC AND GENDER INFORMATION FROM CLASS TEACHERS

Table 7: Gender distribution of class teachers

Gender	Frequency	Percent
Male	44	65.7
Female	23	34.3
Total	67	100

The findings showed that the number of male teachers was higher at 65.7% as compared to 34.3% for female teachers indicating that there were more male to female teachers hence a gender disparity existed.

Table 8: Training status of teachers

Grade	Frequency	Percent
P2	4	6.0
P1	56	83.6
Others	1	1.5
Diploma	2	3.0
ATS 1	3	4.5
S1	1	1.5
Total	67	100

From the gathered information the highest number of primary school teachers had P1 college training representing 83.6% of teachers, 6% had P2 training, 4.5% had the approved teacher status, while 1.5% had other qualifications.

UNIVERSITY OF NAIROBI
EAST AFRICANA COLLECTION

Table 9: Teaching experience of Teachers

Experience in years	Frequency	Percent
1 – 5 years	6	9.0
6 – 10 years	24	35.8
16 – 19 years	17	25.4
20 years and above	20	29.9
Total	67	100

The highest number of teachers 35.8% had worked for a duration of between 6 – 10 years, followed by 29.9% who had worked for 20 years and above, 25.4% who had worked between 16 – 19 years, and finally 9% who had worked for between 1-5 years. All teachers interviewed indicated that they were class teachers in the respective classes they taught. When asked about the number of pupils in their classes they responded as follows:

Table 10: No. of class Enrollments After the FPE Implementation (Std.1-8)

Students	Frequency	Percent
20 students	6	9.0
30 students	17	25.4
Over 40 students	44	65.7
Total	67	100

In this regard, data availed indicated that 65.7% respondents had more than 40 students in their classes, 25.4% had 30 students, while 9% had 20 students, this indicated that there was a high number of students as opposed to the number of teachers, thus straining the number of teachers students ratio which should be 1:40.

4.2.3 DEMOGRAPHIC AND GENDER INFORMATION FROM SCHOOL COMMITTEE CHAIRPERSON

GENDER DISTRIBUTION OF SCHOOL COMMITTEE CHAIRPERSONS IN THE DIVISION

Table 11: Gender distribution of chairpersons

Gender	Frequency	Percent
Male	27	81.8
Female	6	18.2
Total	33	100

The data revealed that most school committees were headed by male persons who represented 81.8% while female chairpersons only represented a paltry 18.2%. This thus reflected a very high gender disparity in regard to the school committees management and composition.

In as far as the qualification of the chairpersons is concerned, data available showed this:-

Table 12: Education qualifications of school chairpersons

Education level	Frequency	Percent
Standard 8	6	18.2
Form	22	66.7
Form 6	1	3.0
University graduate	3	9.1
K.J.S.E.	1	3.0
Total	33	100

From the information it was seen that the highest percentage of these chair persons 66.7% had the form four level of education, 18.2% had standard 8 level of education, 9.1% were university graduates while 3% had both K.J.S.E. and form 6 level of education. This thus indicated that the majority of the chairmen could offer sound management of the programme, if they were also given some in servicing on various aspects concerned with the implementation of the FPE program.

4.2.4 INSPECTORS DISTRIBUTION IN THE DIVISION

The data indicated that there were four inspectors of education in the division all of whom were male; of these inspectors, one had diploma level of education, while two were graduates, thus representing 33.3% and 66.7% respectively. The inspectors had served in that position for a period ranging between 5 – 10 years. However, one inspector went for in-service and hence could not give a feedback on the questionnaire given to him.

4.3 HEAD TEACHERS AND CLASS TEACHERS RESPONSES ON FACTORS AFFECTING THE EFFECTIVE IMPLEMENTATION OF THE FREE PRIMARY EDUCATION PROGRAMME IN KEUMBU DIVISION

The interview with head teachers and classroom teachers, on the factors affecting the FPE programme had touched on the following areas: preparedness towards the implementation of the FPE programme, availability of materials, equipment and facilities for implementing the programme, implementation of the affirmative action provisions in the respective schools, roles of school committees in administering the FPE programme, appropriateness of the in-service given in regard to FPE implementation, responses of parents towards their assigned roles in FPE implementation, problems affecting the implementation of the program Enrolment rates, retention rates and their suggestions on what should be done by the government and other stake holders to make the programme successful.

4.3.1 RESPONSES REGARDING ADEQUACY OF FACILITIES EQUIPMENT, SPACE AND TEACHERS

The research question was aimed at identifying whether the facilities, equipments, space and teachers were adequately provided for effective implementation of the free primary education. The question was put to the different stakeholders these groups gave varying responses which are discussed below.

In response to the question regarding materials, facilities equipments and space, adequacy the headteacher's responses were as shown in the table 13.

Table 13: Availability of materials, facilities and equipment

Responses	Frequency	Percent
Yes	6	17.6
No	28	82.4
Total	34	100

82.4% of the headteachers noted that materials, equipments and facilities were inadequate while 17.6% of the respondents felt that they were inadequate. The respondents who responded to the contrary noted that there was lack of money to start new projects and to maintain the existing ones. 8.7% at the respondents felt that materials provided could not cope with the student enrolments. 11.5% of the head teachers interviewed noted that the lack of teachers was another bottleneck that hindered the implementation 5.9% of the respondents said that the schools did not have adequate space to be utilised for the purpose of teaching and learning process. 11.7% of the respondents noted that the materials supplied by the government were adequate, because the needy cases for the first time had access to primary education and that the textbooks availed were adequate in facilitating the learning process as opposed to when the programme had been implemented.

The class teachers when asked to rank the availability of facilities (desks, classrooms and other learning material(s) vis-à-vis the number of students. 22.4% said that they were adequate, while 77.6% said that they were inadequate. This was linked to the increased enrolment which strained the available resources thus acting as an impediment to the effective learning and teaching process.

The school committees chairpersons on being asked whether the facilities in their school were adequate to sustain the FPE programme, 6.1% said yes as opposed to 93.9% whose response was to the contrary on explaining their responses those with negative responses said that desks, classrooms, facilities (like toilets) were inadequate in relation to the increased enrolments.

The major problem identified by all the stakeholders dealt with lack of space which had led to congestion in the classes previously aimed to serve a smaller number of students as opposed to the increased numbers thus the feeling was that adequate funding was vital especially targeting the improvement of class room space. They further argued that the government should set a side a vote head aimed at starting of new classes, this owed to the fact that government had no provision for starting new classes in its programme as it was. In ranking problems facing the implementation of the FPE programme, lack of space was the second most identified problem with a 32.4% response rate, which the stakeholders felt needed to be solved if the programme was to succeed. Lack of materials and facilities was been to be problematic in as far as, they were delayed in being remitted to the schools, were far inadequate vis-à-vis the student enrolled, not covered supplementary and reference materials.

The problem of staff is also clearly shown to be an impediment towards the efforts of offering quality education when the class teachers were asked to describe the adequacy of the student teachers ratios in their schools, their responses were as follows (whether the teacher student ratios were adequate in their schools)

Table 14: Adequacy of student - teacher ratio

Observation	Frequency	Percentage
Agree	19	28.4
Disagree	46	68.7
Undecided	2	3.0
Total	67	100

From the responses it was apparent that the staffing situation was wanting and thus needed a redress. The stakeholders in their opinion felt that recruitment of more trained teachers to schools could be very vital in making the implementation of the FPE successful.

In the nutshell the responses of all the stakeholders interviewed indicated a lack of enough facilities, for plus an acute shortage of staff as being some of the drawbacks needing serious consideration for the FPE programme to succeed.

30.3% of the respondents indicated that they were not at all trained. This represented the members who were elected to the committees after the inservicing had been carried out. Most members were for the idea that this inservicing should be on going, so that when new members are elected they are given the skills necessary for the implementation process.

From the responses it was clear that with the inservicing given to the head teachers and class teachers, the implementation process was being done from a point of

knowledge and that the complementary training rendered to school committee chairperson was adequate for the implementation of the programme. The skills gained by teachers in the process of inservicing were very vital in the process of implementation. Though it was noted that it was vital for the inservicing to be on-going so as to bring the teachers in line with the changing trends in the process of implementing the programme.

4.3.2 PREPARATION OF TEACHERS WITH ADEQUATE SKILLS TO IMPLEMENTING FREE PRIMARY EDUCATION

The head teachers' responses towards the teachers' preparedness towards the implementation of the free primary education programme, the responses were as follows;

Table 15: Head teachers preparedness towards FPE programme implementation

	Frequency	Percent
Prepared	30	88.2
Ill prepared	4	11.8
Total	34	100

From the responses 88.2% said that they were adequately prepared for the implementation of the programme while 11.8% responded that they were not prepared for the implementation of the programme. The high response on the part of the head teachers was due to the fact that materials detailing the implementation procedures and circulars from the Ministry of Education were availed which clearly shed light on how

the programme was to be implemented at school level. The head teachers were also inducted through seminars and conference meetings where education officials gave them directions on how they were to go about implementing the programme. Booklets were also offered by the Ministry of Education in collaboration with UNESCO which detailed on how the implementation was to be done. The 11.8% of the respondents who were ill prepared noted that materials for the implementation process and disbursements for materials came to them belatedly hence making the head teachers experience a problem which was occasioned by the high enrolments.

The class teachers on their part when being interviewed concerning the adequacy of the in-service given to them, 71% of the respondents said that the in-service that was given to them was inadequate, while 25% felt that the necessary skills had been inculcated in them to enable them implement successfully the FPE programme while 3% of the respondents were not sure the inadequacy was linked to the fact that it was done hurriedly and that it was not conclusive on all the matters critical to the implementation of the FPE programme. The school committees chair persons' response in regard to the implementation process, was as follows: 63.6 of the respondents said that they had undergone training in regard to the FPE implementation while 36.4% of the respondents indicated that they had not been inserviced. This showed that there was a need to bridge the gap in regard to those members who had not been inserviced to ensure the success in the implementation process 63.6% of the respondents indicated that the training took over one month.

4.3.3 PARENTS PERFORMANCE OF THEIR ROLES IN THE FPE IMPLEMENTATION

The headteachers in response as to whether the parents were adequately performing their roles in ensuring the effective implementation of the FPE, was as follows;

Table 16: Attitude of parents towards cost-sharing in the FPE programme

Response	Frequency	Percent
Most willing	2	5.9
Willing	4	11.8
Indifferent	4	11.8
Unwilling	24	70.6

From the response it is apparent that 70.6% of the parents were unwilling to participate in contributing towards the children's needs especially in regard to cost sharing. The respondents attributed this to the fact that most parents had taken it literally that it was the onus of the government to provide fully and meet the total cost of primary education. The headteachers thus stressed on importance of the parent's sensitisation in regard to meeting their roles in the FPE programme.

The school committees' chair persons' response as to what needed to be done by parents to ensure the sustainability of the programme indicated that parents had a negative attitude towards cost sharing, which was to supplement government funding. The focus of the respondents was that the parents had to honour their roles in so far as

the FPE programme was concerned by providing children with uniforms, food and other needs not taken care of by the government. The various committee chairpersons identified parents' indifference as a major problem facing the effective implementation of the FPE programme, they responded that parents were not co-operative in meeting their roles and be made to understand that they also had to contribute towards meeting the cost of primary education.

4.3.4 THE ADEQUACY AND EFFECTIVENESS OF FUNDS AND RESOURCES DISBURSEMENT TO SCHOOLS BY THE GOVERNMENT

In response as to what were the major problems facing schools in regard to FPE implementation 23.5% response rate indicated that inadequate funding was a major problem, in this regard money given could not conclusively meet the schools needs hence with the strain imposed by the increased enrolments the head teachers identified inadequate funding as being a serious set back. 40% of the respondents went further to argue that the funds availed to the schools were not very adequate especially in the area of maintenance, quality assurance and salaries for the support staff. The argument was that the government should set aside some vote heads to improve on buildings and other aspects not catered for by government allocations given the fact that most parents are not willing to fully participate in the implementation of the FPE in their schools.

When the head teachers were asked whether the money allocated by the government was adequate to purchase facilities, materials and equipments for the implementation of the FPE programme they responded as shown below.

Table 17: Adequacy of Disbursed funds

Responses	Frequency	Percent
Yes	6	17.6
No	28	82.4
Total	34	100

The 82.4% of the respondents noted that the materials equipments and facilities were inadequate while 17.6% of the respondents felt that they were adequate. The respondents who responded to the contrary noted that there was a lack of money to start new projects and to maintain the existing ones. 8.7% of the respondents noted that money was not sent in time, a further 5.9% of the respondents said that schools did not have adequate space to be utilised for teaching high enrolments culminating from the FPE programme introduction. Thus government should increase funding to ensure timely and adequate funding in implementing the FPE programme. 22% of the head teachers interviewed maintained that the funds disbursed could not adequately be enough in purchase of equipments and materials for the physically challenged pupils, as such a further 5.8% of the head teachers noted that the implementation of these provisions was impractical due to the fact that money disbursed to them was inadequate. The general consensus hence held that the government needs to send more funds which will be vital in purchase of the most important equipments vital for the learning process of all pupils across the board. To make the implementation successful 30% of the class teachers interviewed maintained that there was need for increased funding and adequate provision of materials, equipments and a sound legal back up to ensure smooth implementation and subsistence of the programme.

The school committee's chairpersons in response to what the government needed to do with its funding process 70% of the respondents felt that government needed to ensure proper co-ordination between the stake holders in ensuring proper utilisation of funds allocated through properly in-servicing head teachers and school committees on accounting matters to ensure proper utilisation and accounting for funds disbursed. They further posit that the funds disbursed for various vote heads are adequate and a mechanism of sustainability ensured to reduce dependence from government donations. A significant 24% of the respondents were for the view that the government needed to review the amounts disbursed to various voteheads with a view of adjustments with the changing conditions in the learning institutions.

The school inspectors held that disbursements to school through their respective accounts was effective 67% of the inspectors responded that the school committees and school administrators were not managing resources given to them adequately thus called for more government directions in regard to the disbursement and management of the funds sent for purposes of FPE implementation. 33% of the respondents were of the opinion that the disbursement and management of the funds was being done properly. The negative arguments held mostly that since most head teachers lacked a sound background in financial management the government should adequately utilise trained accountants to ensure conformity to government guidelines in the use of the allocated funds.

Lastly, the respondents were of the view that the inspectors had to be increased in number to ensure efficiency in the monitoring process.

4.3.5 NEEDS FOR SPECIAL CHILDREN

The interview with school heads showed that 43.2% of the teachers were satisfied that the gender provisions and the needs of the physically challenged were being addressed properly because materials provided enabled all children plus the needy (physically challenged) to be integrated into the normal school system. About 15% of the headteachers felt that some changes needed to be done to improve the conditions of the physically challenged's lot, 5.8% of the respondents did not understand the provisions that were to be implemented. 17.4% of the headmasters noted that the provisions were not being adequately implemented for parents were unco-operative, they had a negative attitude which made them not to bring the physically challenged children to school. Further they were not ready to give money for purchase of other instruments, facilities needed by the needy children. Nearly 22% of the head teachers revealed that there were no facilities for the needy cases neither were these provisions adhered to as there was an acute shortage of teaching staff with requisite skills to handle the needy and other children needing special attention. They thus urged no increase to the vote heads in regard to the implementation of these special cases. A further 5.8% of the headteachers noted that the implementation of these provisions was impractical due to the fact that the money disbursed to them was inadequate.

The teachers on being asked whether the physically challenged were being taken care of 20.9% said yes, 6% were not sure, 71.6 said no. This was due to the fact that in most schools the facilities and materials needed by the physically challenged were not readily availed and their numbers were not so many in the normal schools hence making it hard for the schools to adequately take into cognisance the physically

challenged's needs in addressing the process of procurement and even in the models of construction adopted in most of these schools. The general assertion was on the importance of clearly having a true policy framework that will take into account the needs of the physically challenged and in coming up with ideal measures that will ensure their amalgamation into the normal school programmes. The fact that most of the schools catering for the physically challenged were not adequately catered for in terms of equipments and materials led to a call that the government should accordingly increase allocations to the some to ensure that the needs of these children were properly addressed.

4.3.6 INSPECTION OF THE FPE PROGRAMME BY THE SCHOOL INSPECTORS

The inspectors interviewed noted that they had been adequately inserviced in regard to the implementation of the FPE programme. The three available inspectors indicated that they had been trained for varying duration 66.7% had been trained for one week, while more than one week training represented 33.3%. This thus was a good indicator showing the fact that the inspectors were properly aware of the particular aspects to check for corrections and further advice to ensure the success of the programme.

The inspectors in response to how regular they inspected the schools, responded as shown in the table below;

Table 18: Regularity of Inspection

Duration	Frequency	Percent
Monthly	1	33.3
Termly	2	67.7
Total	3	100

The dominant responses showed that schools were inspected termly, while 33.3% of the responses indicated that they inspected the schools monthly showing that monitoring was mostly tied to the disbursement of funds while constant monitoring on daily and weekly basis was not keenly followed. Further it emerged that other aspects of learning critical to achievement of the programme like number of teaching, staff the teaching process and school's based factors critical to learning were being ignored at the expense of the financial considerations of the programme.

The school inspectors noted that they were being faced by various set backs in their roles of effectively monitoring the FPE programme in the order given below. Communication (transport) problem was the most identified problem with a 67% response rate. This was attributed to the fact that the inspectors were travelling long distances especially to schools located in remote areas, this thus was a hindrance in the sense that there was no adequate transport (vehicles and motor cycles) and also there was the problem of impassable roads which made the exercise very vigorous. They further argued that the available motor cycles provided by government were not adequate and often could not venture into some impassable roads, this thus was identified as being a very serious set back in their inspection role. Secondly, inadequate man power to carry out the monitoring was identified as a serious set back.

The respondents noted that there was a lot of work that needed to be done but the numbers of the inspectors available could not adequately monitor the implementation of the FPE programme. Thus this occasioned a backlog of unattended work which resulted in the monitoring process not being done properly. Hence the stress was on the increasing of this numbers to adequately monitor the process of implementing the FPE programme. Thirdly 6% of the respondents decried lack of qualified auditors to effectively monitor the finances as another problem inherent in their role of schools inspection. This was explained that school inspectors did not have the requisite skills for auditing to adequately monitor the utilisation at the funds allocated for the FPE implementation, this thus acted as a hindrance in their roles of inspecting the allocated funds. The stress was on the government to hire experts or to adequately train the inspectors so as to enable them adequately monitor the utilisation of the allocated funds.

When requested to give their opinions as to what needed to be done to make the implementation of the FPE successful, majority of the respondents held that more training needed to be done to headteachers on financial management so that they can properly keep records to ensure the success in the inspection process.

Secondly 100% of the inspectors interviewed stressed that more inspectors and administrators needed to be recruited so as to tackle the increased work load attributed to the increased enrolments. Lastly 80% of the inspectors were for the opinion that more resources had to be given to enable them access the schools and be able to effectively ensure the implementation of the programme.

4.3.7 CONCLUSION

The responses given by the interview teachers, head teachers, committee chairpersons and inspectors all acknowledge that the introduction of the FPE had resulted into increased enrolments and more access to universal primary education for denied groups. The respondents also point to acute shortage of teachers, inadequate funding shortage of materials and equipments, a poor parental attitude as being the major drawback militating against effective implementation of the FPE programme. The government along side other donors are challenged to look for more innovative means of making the programme self-sustaining and tenable for purposes of continuity and improvement.

CHAPTER FIVE

SUMMARY AND RECOMMENDATIONS

5.0 INTRODUCTION

This chapter focuses on giving a summative insight into what the research portends. Further it will give in a nutshell areas that warrant a further research.

5.1 SUMMARY OF THE STUDY

The Free Primary Education Programme has had a great impact in relation to the enrolments which have greatly increased thus ensuring access to basic education. The government's anticipated projection of using the FPE programme to enable it achieve UPE by the year 2005 in line with international standards was thus a very noble idea, which though had wide ramifications in the whole policy framework in the Education sector. This study on the factors affecting the implementation of the free primary Education in Keumbu Division, thus sought to identify the critical areas of concern and how far these particular aspects of the implementation process either assisted or inhibited the effective takeoff and sustenance of the Free Primary Education Programme. The study as such assessed the availability and adequacy of facilities, equipments and materials essential in the effective implementation of the Free Primary Education Programme, secondly the study focused on the extent to which teachers were prepared to implement the free primary education programme. The other concern of the study was on the assessment of the parents attitude towards their roles in the programme. The implementation also being a shared responsibility, the study zeroed in on assessing the capability of school committees and administrators in the utilisation of the funds allocated to the schools for the implementation of the programme. The study

further examined the availability of any affirmative action provisions and the extent to which they were being followed. Finally, the study attempted to determine the extent of which school inspectors were monitoring the implementation of the free primary education. To show the interconnectedness of the various variables vital for the implementation of the free primary education, a conceptual framework was used to illustrate the relationship between the various variables that were instrumental in the quest to achieve universal primary education by the year 2005.

The questionnaires designed by the researchers were administered to the primary school head teachers, classroom teachers, chairpersons of the school committees and to the inspectors of schools within the Division. The validity of the instruments used (the questionnaires) was established through consultations with the supervisor and through a pilot study which was carried out to appraise the questionnaires validity in regard to their items' soundness and time required to respond to the items. The result of the pilot study alongside suggestions given by the supervisor assisted in making of adjustments which were made on the final versions of the instruments.

The data collected identified several factors that were profoundly having an impact in the implementation of the Free Primary Education. From the study, the interviewed stakeholders held that equipments, facilities and materials for the implementation of the programme were not adequate books given, classroom space and the number of teachers availed were not commensurate to the high enrolments that had been occasioned by the introduction of the programme. From the study's findings it was recommended that the government had to increase its allocations to the schools, build enough classrooms to adequately cater for the increased student populations,

employ enough teachers to ensure the maintainance of the right teacher student population. It was a commonly shared view that the government had to send the money in time and to ensure that proper mechanisms were put in place to ensure that proper mechanisms were put in place to ensure that funds were used for the desired purpose.

The study also found out that there was a need for both the headteachers and class teachers to be in-serviced regularly so as to make them efficient in implementation of the programme. The study indicated that to a great extent parental attitude in regard to meeting their obligations in implementing the programme was negative, hence there was a concern that they needed to be properly encouraged and informed with the aim of making them co-operative in ensuring the success of the implementation process.

However, the study found out that the disbursement of resources and funds to schools was wanting thus the view shared by a majority of the respondents was that the government needed to streamline this process by adequately preparing seminars and inservice training to the teachers, inspectors and school committees, on matters of financial accounting and auditing with an aim of ensuring a smooth functioning of the whole exercise. Further it was held that the government should provide more policy directions which will be vital for the proper functioning and self-substance of the programme. The shared feeling was that the stakeholders needed to own the programme and honouring their roles in the whole implementation process to ensure its success. The study realised the fact, that children with special needs were not being properly catered for, in as far as the purchase of books and other equipments were concerned, amalgamation into normal school system and putting up special considerations and affirmative action provisions to physically challenged children.

Using frequencies of responses from the school inspectors, the following were identified as being the problems affecting effective inspection of schools by the inspectors, communication problem (transport) which had a response rate of 67%, inadequate manpower for the exercise as there was a big workload vis-à-vis a small workforce, 6% of the respondents decried lack of auditors to effectively monitor the exercise as a major hiccup needing a redress to ensure success of the implementation of the programme. It was noted that increased recruitment of the teaching staff, increased funding and proper training of teachers and other school based managers was a vital aspect that could ensure the success of the implementation of the FPE programme.

5.2 CONCLUSIONS OF THE STUDY

From the study it was observed that the free primary education programme's implementation in Keumbu Division faces some hiccups though some positive gains were also noted. The hiccups noted included inadequate staff to match the increased student enrolments, lack of space to accommodate the pupils, hence needing a redress, parents had a negative attitude towards meeting some roles assigned to them. Delayed remittance of funds by the government was a factor identified, which inhibited the effective implementation. Lack of financial knowledge among the headteachers and school committee chair persons also needed to be addressed to ensure smooth management of the allocated funds. Non-adherence to affirmative action provisions was also regarded as being a major factor to be improved in the sense that gender parity had to be achieved, secondly the physically challenged needed to be well catered for in terms of their facilities, equipments and welfare. Therefore the feeling was that the concerned parties had to address the problem collectively.

The gains realised were that many children of school going aged had been given a chance to access education, secondly though limited funds were availed the books, chalk and other materials crucial to learning were being availed and this ensured that the admitted pupils were retained in the schools. Further the school committees and local communities was being greatly involved in the running of the FPE kitty hence ensuring amity between the schools and their catchment areas.

5.3 RECOMMENDATIONS OF THE STUDY

In light of the findings and conclusions of the study, the following recommendations were made:-

1. Enough trained teachers should be recruited to the primary schools, so as to cope with the increased enrolments that have been occasioned by the implementation of the Free Primary Education Programme. It was further recommended that serving teachers in the primary schools need to be regulatory inserviced so as to make them cope with the changing trends in the education system and more especially in dealing with increased enrolments and retention of the enrolled pupils.
2. Improving access to education through providing adequate facilities, equipments and materials that are essential to the teaching learning process. In access also the disadvantaged groups like the physically challenged, girls and rural poor should be given a chance to access education. A deliberate attempt should be put in place to put up more classes, and other essential facilities like toilets which will accommodate the high pupil enrolments. This recommendation is made in view of the fact that, 77.6% of the class teachers

responded that the facilities and equipments were adequate while only a paltry 22.4% said they were. This thus means that effort must be made for cover the pitfall.

3. Training on aspects of finance is very vital. It was held that teachers and school committee persons needed to be trained on all aspects dealing with use and monitoring of the funds allocated to their schools. In fact school inspectors posit that training of teachers on financial management should be given the first priority to ensure proper utilisation of funds. Further the school committee members who are always replaced need to be trained so as to ensure consistency and a smooth management of the school accounts.
4. Intensification of inspection should be prioritised. The study revealed that due to problems associated with transport, inadequate manpower and lack of enough funds, some school teachers and committee members were not adhering to proper policy guidelines in regard to the Free Primary Education implementation. As such the intensified inspection will check some of these anomalies and ensure that the responsible agents are adhering to direction regarding the implementation of the FPE Programme.
5. Schools need to develop their own strategic approaches to the implementation process, the aim should be to use the resources within their localities and putting up school based strategies that will make up for short falls from government funding. The schools for instance should enlighten the parents on the roles that they are supposed to play in the FPE programme and to ensure that they (parents) have a positive attitude essential for the effective implementation process.

6. Lastly, inter-sectoral co-operation should be forged, the purpose of these will be to ensure that all the stakeholders plus other players from the other sectors be well co-ordinated to ensure the success of the FPE programme and its eventual self-sustenance.

5.4 SUGGESTIONS FOR FURTHER RESEARCH

The research recommends the following areas for further study.

1. Impact of parents' participation in the implementation of the Free Primary Education Programme.
2. A study on the impact of in-service training to the effective implementation and management of the Free Primary Education Programme in Kenya.
3. The impact of funding on enrolments and drop out rates among primary school pupils undergoing the Free Primary Education Programme.

BIBLIOGRAPHY

Abagi O. and Olweya J. (1999) Achieving Universal Primary Education in Kenya by 2015- where the reality lies challenges and future strategies. A discussion paper from the Institute of Policy Analysis and Research. Colour Print Limited, Nairobi.

Abagi Okwach (1999) Educational Reform in Kenya for the next decade. Implementing Policies for adjustment and Revitalisation Special Paper No. 3. A Discussion Paper No.3 from the Institute of Policy Analysis and Research.

Abernethy D and Coombe (1965). Implications of Politics for Education, London DDA.

Aduda David (2003 6th January), In an article "UPE an idea whose time had come" Daily Nation.

Angela Little (2002), Informed Pedagogy Perspectives, Boston: Allyn and Basen Inc.

Alexander S. (1978), Educational ideal from America (A documentary History) David Mc Kay Company Inc New York

Baker M (1985), What will Tomorrow Bring: A study of the Aspiration of adolescent women. Ontario Canadian advisory council in the status of women.

Best J.W and Kahn J.W (2001), Research in Education, New Delhi, Prentice Hall of India

Borg. W.R. (1998), Applying Educational Research: A practical guide for teachers: London Longman.

Coleman J. (1990), Education and Politics, New York. Klinston Inc.

Colcough C (1980) Effect of Primary Schooling to Development, London Oxford University Press.

David Rubinstein (ed) Education and equality. (Harmonds worth: penguin, 1970) p 21 quoted in Mukathe DM, 1999, universal education evolution and justification in developing countries.

East African Standard, (2003), Free Education to Cost Government KShs 22 billion Standard Media Group, Nairobi.

Elimu Yetu Coalition (2003), Reform Agenda for Education sector in Kenya: Setting Beacons for Policy and Legislative Framework Nairobi: Elimu Yetu Coalition pp10-15

Farrel J.P. and Oliveira J.B (1991), Teachers in Developing Countries; Improving Effectiveness and Managing Costs: Washington DC World Bank EDI Seminar Series.

Farrell (1990)

Francisco O. Romirez and John Boli Bennet (1985) Global patterns of Educational institutionalisation! In Philip G. Altach et al (eds) Comparative Education (New York: Mac Millan, 1985).

Fredrick Harbison, (1973), Human Resources as the wealth of Nations (New York: oxford university press, (1973).

Gachukia Eddah,(2003), Task force report, findings, East African Standard of March 2003

Gall M.D., Borg, W.R. and Gall J.P(1996), Education Research 6th Edition New York Longman

George PsacharoPoulous, (1954), Returns to Education (San Francisco: sosse-Bass, 1973).

Government of Kenya (2002) The Children's Act, Government Printer Nairobi

James Coleman, (1965), education and political development Princeton Princeton university press, 1965).

John C back, in "education and development: conflict of meaning" in Alt borch et al.

John J. Ansbro, (1986) Martin Luther King, Junior: The making of a mind. Mary Knoll, New York: Orbis Books, (1986).

Kamau J. (2003) Talking point daily national of 5th January, Nairobi

Kerlinger, F.N. (1992) Foundations of Behavioural Research (3rd edition) Fort Worth: Itart court Brace College Publishers.

Khair Johari, Minister of education of Malaysia, in a speech delivered at penang free school on October, 17, 1967.

Mbeki Thabo, in his opening address to the Sub-Saharan conference on EFA, in Johannesburg on 15th November 1999.

Ministry of Education Science and Technology (2003). Free primary education; every child in school. Government printer, Nairobi.

Ministry of education (2001) National Action plan on Education for all. Jomo Kenyatta Foundation Nairobi.

Ministry of Education and Technology (2001), Education for all (EFA) in Kenya: a National Handbook for 2000 and beyond MOEST Nairobi

MOEST (2003), Report of the Sector Review and Development, Jomo Kenyatta Foundation Nairobi.

Mukathe D.M (1999), Universal Education, Evolution and justification in Developing Countries. Unpublished Report on UPE, University of Nairobi.

Mulusa T. (1998), Evaluating Education and community development programmes, Nairobi. CADE University of Nairobi Press and Deutsche Stiftung, Fur intentionale Entwicklung.

Mugenda O.M. and Mugenda A.G/(1999), Research methods qualitative and quantitative approaches Nairobi: Acts press

Nzomo et al (2001), A study on the quality of Primary Education in Kenya, Government Printer, Nairobi.

Obura, P.A. (1994), A reflection of curriculum opportunities. Paper presented to the National Symposium on Education for girls, Machakos.

Ogula prof (2003), Provision of Education Services, paper presented to the National Conference on Education and Training, KICC on 27th-29th November 2003.

Okumbe J.A. (1987) Effectiveness of supervision and inspection in selected secondary schools in Kiambu District Central Province Kenya. MEd, Thesis, Kenyatta University.

Philip Foster (1982), Postcolonial states experience with Education, London: Routledge and Kegan Paul.

Plato (Trans 1974) The Republic, Indianapolis Hackett

Rousseau, JJ (trans 1979) Emile. New York, Basic Books.

Republic of Kenya (1978), Master Plan on Education and Training 1997-2010, Government Printer, Nairobi

Republic of Kenya: Sessional paper No. 10 of 1965 on African Socialism and its Application to Planning in Kenya; Government Printer, Nairobi

Republic of Kenya (1998), Report of the Commission of Inquiry into the Education System of Kenya (Koech report), Government Printer, Nairobi.

Republic of Kenya (1964), The Kenya Education Commission (Ominde commission), Government Printer, Nairobi

Republic of Kenya (1988), Presidential Working Party on Education and Training for Next Decade and Beyond (Kamunge report 1988) Government Printer Nairobi.

R. Dore, The Diploma disease: (1972) Education qualification and Development (London Allen & Uniwin, 1972)

Saitoti G. (2003), Speech by Minister of Education on the occasion of the national seminar on challenges for education for the century and beyond, seminar held at KICC Plenary hall

Saitoti G. (2003), Meeting the Challenges of Education and Training during the 21st century. Paper presented to the National Conference on Education and Training, KICC Hall held on 27th –29th November 2003.

Sifuna D.N, Otiende J.N. (1992) Introducing history of education Nairobi, Nairobi university press.

Shiundu J.S. and Omulando S.S (1992), Curriculum Theory and Practice in Kenya: Oxford University Press

Siringi S. (2003 February 15th) Strategies to Achieve UPE the Daily Nation.

Sujatho K. (2003), Towards an Informed Citizenry, London, Cassel

UNESCO, Enhancing Efficiency, Improving Quality and Relevance, a Paper Presented to the National Conference on Education and Training during the 21st century, held at KICC between 27-29 November 2003.

Thomas Jefferson (1960), Basic Writings of Thomas Jefferson, edited by Philip S. Foner (New York: Willey Book Company, 1944).

UNESCO (2002), Kenya and UNESCO. information magazine No. 3 Editions Afrique Oceanie (eds) UNESCO Nairobi

UNESCO (2001) Legal Framework and Right to Education, Comminiale from the High Level Group on Education for All first meeting, UNESCO, Paris 29-30 October 2001.

UNESCO (2003), Improving Performance in Primary Education, "A challenge to the Goals of Education for all" Paper presented during the world Education Forum in Dakar Senegal, from 9-13th July 2001.

UNESCO (2003): The Dakar Framework of Action

Will and Ariel Durant, Rousseau and Revolution: A History of civilization in France, England and Germany from 1756 and in the remainder of Europe from 1715 to 1786 (New York: Simon and Schster, 1967).

Wickens J (2003) Educational Advancement in the Developing World; Oxford Basil Black well.

World bank report (2004) International capital and economic development world development indicators. Washington DC oxford University Press.

UNIVERSITY OF NAIROBI
EAST AFRICANA COLLECTION

Wachira Kigotho (2004, April 15th) Free Education fails to reduce child labour. East African standard.

APPENDIX A
LETTER OF TRANSMITTAL

Daniel M. Ondieki

P.O. Box 268

KEROKA

THE HEAD TEACHER

-----PRIMARY SCHOOL

Dear Sir/Madam

I am currently doing research to study the factors affecting the implementation as the free primary education programme in public primary schools, in Keumbu Division, Kisii District. You are kindly requested to fill the questionnaire, which will be confidential. You are not required to write your name or that of your school.

Yours faithfully

Daniel Mogire Ondieki

APPENDIX B

QUESTIONNAIRE FOR HEAD TEACHERS

The items require you to respond by ticking the spaces () the appropriate option, or just filing in the spaces provided.

1. What is your gender?
 - (i) Male
 - (ii) Female

2. What is the age bracket applicable to you?
 - (i) 25-34
 - (ii) 35-44
 - (iii) 45-54
 - (iv) Over 54

3. For how long have you served as a teacher?
 - (i) Less than 5 years
 - (ii) Between 10-20 years
 - (iii) Over 20 years

4. For how long have you served as a head teacher?
 - (i) Less than 5 years
 - (ii) Between 10-20 years
 - (iii) Over 20 years

5. Tick the appropriate (what is your academic qualification)?

(i) Certificate holder

(ii) Diploma holder

(iii) Degree holder

(iv) Any other (specify)

6. (Indicate below) how many members of staff are there in your school?

(i) Male

(ii) Female

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

Academic qualification	Male	Female	Total
1. Certificate holder			
2. Diploma			
3. Degree holder			
4. any other (specify)			

8. Please place a tick ()¹ against the response of your choice for the questions listed below. How can you describe the teacher's preparedness towards the implementation of the FPE programme?

(i) Highly prepared

(ii) Prepared

(iii) Ill prepared

9. In your opinion are the materials, equipments and facilities provided by the government for the implementation of FPE adequate?

(i) Yes ()

(ii) No ()

10. Explain your answer for the question above (if yes explain and no, explain too).

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

11. What can you comment in regard to the affirmative action provisions in your school, in regard to the implementation of the Free Primary Education?

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

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

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

13. Do you consider the in service given to committee members in regard to utilizing money allocated to FPE appropriate? (Tick the appropriate)

(i) Yes

(ii) No

14. Explain your answer for the above question.

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

15. what is the parent's response towards being assigned some roles in meeting their student's needs (cost sharing)

(i) Most willing ()

(ii) Willing ()

(iii) Indifferent ()

(iv) Unwilling ()

16. Which one of the following problems in order of seriousness affect most implementation of the FPE in your school?

(i) Lack of facilities, materials and equipments ()

(ii) Inadequate finding ()

(iii) High drop outs ()

(iv) Lack of class space ()

17. How can you describe the enrolments in your school after the implementation of the FPE programme? (Tick one)

(i) High

(ii) Moderate

(iii) Low

18. What is your school doing to retain student in school? (Explain).

19. What can the government do to improve the implementation of the FPE? (Explain)

.....

.....

.....

.....

20. In your opinion what needs to be done by all the stake holders to make the FPE successful? (Explain)

.....

.....

.....

.....

Thank you for your participation.

APPENDIX C

QUESTIONNAIRE FOR SCHOOL INSPECTORS

The information given will be treated with utmost confidence.

Tick the response of your choice

1. What is your gender?
 - (i) Male
 - (ii) Female

2. What is your training status?
 - (i) P3
 - (ii) P2
 - (iii) P1
 - (iv) Diploma
 - (v) Graduate
 - (vi) Other (specify)

3. (tick the appropriate) For how long have you served as a school inspector?
 - (i) Less than 5 years
 - (ii) Between 5-10 years
 - (iii) 10 years and over

4. Have you undergone any in-service training in regard to the inspection of the FPE programme?
YES
NO

5. If your answer to question 4 is yes, how long was the duration of training in-service course?

- (i) One week
- (ii) More than one week
- (iii) Two months
- (iv) More than three months

6. How often do you inspect schools, to check one the implementation of the FPE programme?

- (i) Weekly
- (ii) After two weeks
- (iii) Monthly
- (iv) Termly
- (v) Yearly

7. In your opinion are the school committees and school administrators managing the resources given to them adequately?

YES

NO

8. If your answer to question 7 is NO, explain.

.....

.....

.....

.....

9. What setbacks do you encounter in your roles as school inspectors that affect your effective monitoring of the FPE programme? Explain

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

10. in your opinion, what needs to be done to make the implementation of the FPE successful?

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

Thank you for your participation

APPENDIX D

QUESTIONNAIRE FOR SCHOOL COMMITTEES

The responses given will be treated with utmost confidentiality.

1. What is your gender?
 - (i) Male
 - (ii) Female

2. What is your academic qualification (tick one)
 - (i) Standard 8 (eight)
 - (ii) Form 4 (four)
 - (iii) Form 6(six)
 - (iv) University graduate

3. How often do you meet, a committee to review the progress of the school in regard to implementing school programme?
 - (i) Weekly
 - (ii) Monthly
 - (iii) Quarterly
 - (iv) Yearly

4. Have you been given any training in regard to the implementation of the FPE programme in your schools?
 - YES
 - NO

5. If your answer to question 4 above is yes, how long did the training take
(take one)

(i) One day

(ii) One week

(iii) One month

(iv) Over a month

6. In your opinion are the facilities in your school adequate to sustain the FPE programme?

YES

NO

7. If your answer in 6 is NO, explain.

.....
.....

8. What are the major problems that your committee face in implementing the FPE programme? Explain

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

9. In your opinion, what needs to be done by parents, government and other stakeholders to make the implementation for the FPE successful? Explain.

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

Thank you for your participation.

APPENDIX E

QUESTIONNAIRE FOR TEACHERS

Please complete each section as instructed. Do not write your name or any other form of identification on the questionnaire. All the information given will be confidential.

Tick the appropriate.

1. State your gender

(i) Male

(ii) Female

2. what is your training status?

(i) P3

(ii) P2

(iii) P1

(iv) Graduate

(v) Other (specify)

3. State your teaching experience

(i) 1-5 years

(ii) 6-10 years

(iii) 16-19

(iv) 20 years and over

4. Are you a class teacher in any class?

YES

NO

5. In your answer to question 4 above is yes, how many students do you have in your class?

(i) 20 students ()

(ii) 30 students ()

(iii) Over 40 ()

6. How can you describe the number of enrolments in your class after the implementation of the FPE programme? (Choose one)

High ()

Moderate ()

Low ()

7. In your opinion, how can you rank the availability of facilities (desks, classrooms and other learning materials) vis-à-vis the number of students?

(Tick one)

(i) Highly adequate ()

(ii) Adequate ()

(iii) Inadequate ()

Please for questions 8-14, answer all the questions by writing either 1, 2,3, 4, or 5 in the brackets after a very question depending on the alternative you have

chosen. The alternatives are:

(i) Strongly agree ()

(ii) Agree ()

(iii) Undecided ()

(iv) Disagree ()

(v) Strongly disagree ()

8. Teachers are not adequately in-serviced in regard to the implementation of the FPE ()
9. Adequate learning materials are available for the implementation of FPE ().
10. The number of student ratios is adequate in your school ()
11. Most teachers are not well motivated to teach ()
12. The number of boys and girls enrolled in the class in the same ()
13. The physically challenged pupils are well taken care of ()
14. There are few drop out rates among students who enrolled after the implementation of the FPE. ()
15. In your opinion, what needs to be done to make the implementation of FPE successful?

.....

.....

.....

.....

Thank you for your participation.