

**CONSTRAINTS AFFECTING IMPLEMENTATION
OF FREE PRIMARY EDUCATION IN PUBLIC
PRIMARY SCHOOLS IN NAIROBI PROVINCE**

UNIVERSITY OF NAIROBI
EAST AFRICANA COLLECTION

BY
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**A Research Project Report submitted in partial fulfilment for the Degree
of Master of Education in Educational Administration and Planning**

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DECLARATION

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



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



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DEDICATION

***This work is dedicated to
my dear friend***

and loving husband

Yatich Kangugo

and my lovely children

Kipruto, Jerono and Kandie.

***Your encouragement, understanding
patience and support***

saw me through

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The start and completion of this work would not have materialised without the input of various individuals some of whom I may not be able to mention here. But nonetheless I thank them.

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I am greatly indebted to my devoted supervisor Mr Edward Kanori, for the guidance, encouragement and intellectual critique of this work. He was always available, ready and willing to assist within and outside office hours, on phone and in person. I am very grateful for his unrelenting support. I extend this gratitude to all the Faculty members in the Department of Educational Administration and Planning, University of Nairobi. In particular, Dr Reche, Dr Kimani, Dr Nelson, Dr Nyaga, Dr Kinyua, Dr Kasiera and Mr Wanafula, all their input formed a foundation for my research work.

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To almighty God, thank you Lord. I am treading the path that you have charted for me.

ABSTRACT

This research aimed at investigating the constraints affecting the implementation of Free Primary Education in Nairobi province in Kenya. It focused on five constraints namely, ability of headteachers to manage the Free Primary Education (FPE) Funds, availability of physical facilities and materials to implement the programme, community participation in the implementation of the free primary education programme, the integration of pupils with special needs into regular schools and teachers availability and willingness to implement the programme. Literature was reviewed on the basis of the above constraints.

The study was carried out in Nairobi province. The sample size was 20% of the target population. 32 public primary schools participated in the study. The data was collected by use of questionnaires administered to headteachers and class one and two classteachers of the participating schools. Analysis was done using statistical package for social sciences (SPSS) and presentation done in frequencies and percentages.

The major findings of this study indicated that most of the headteachers had undertaken courses in financial management. Hence this may not be a major constraint in implementation of the Free Primary Education programme. The integration of pupils with special education needs into regular schools was hampered by lack of trained teachers for special education and lack of special education facilities. Besides availing pupils in school the community had not been very supportive in implementation of the programme in schools.

The facilities and materials have not been sufficient for the implementation of the programme. The study revealed that the classroom space, toilet facilities, field and

Physical Education (P.E) facilities, desks, and textbooks were in short supply. Besides pre-service training, the research revealed that most teachers had not undertaken any in-service courses.

The researcher recommends training of all headteachers on financial management procedures to enable them effectively manage the FPE funds. In servicing of regular teachers should be continuous to enable them cope with emerging issues in education. While pre-service training should include units in special education to enable them handle pupils with special needs. The government and the community should invest in provision of learning facilities and materials. These should include facilities for special needs education for successful integration of special needs pupils in regular schools. The community should be sensitised on their role in implementation of the programme. The schools should organise public relation sessions with the local communities and the latter be involved in running the schools.

For further research the researcher recommended that a similar research should be conducted in a rural setting to present a balanced view of the findings. Also a training needs assessment should be carried out to establish which areas of school management headteachers require training and finally this research to be repeated three or more years after this to establish new constraints.

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LIST OF ABBREVIATIONS AND ACRONYMS

ATS:	Approved Teacher Status.
B. Ed:	Bachelor of Education
C.P.E	Certificate of Primary Education
CSR:	Corporate Social Responsibility.
EFA:	Education for All.
FPE:	Free Primary Education.
GER:	Gross Enrolment Ratio.
K.A.C.E:	Kenya Advanced Certificate of Education.
K.C.E:	Kenya Certificate of Education.
K.C.P.E:	Kenya Certificate of Primary Education.
K.C.S.E:	Kenya Certificate of Secondary Education.
K.J.S.E:	Kenya Junior Secondary Education.
KISE:	Kenya Institute of Special Education.
LEA:	Local Education Authority.
MOEHRD:	Ministry of Education Human Resource Development.
MOEST:	Ministry of Education Science and Technology.
NER:	Net Enrolment Ratio.
NGO:	Non-Governmental Organization.
P.E:	Physical Education.
PRSM:	Primary School Management.
PSF:	Private Sector Forum.
PTR:	Pupil Teacher Ratio.
SAPs:	Structural Adjustment Programmes.
TIQET:	Totally Integrated Quality Education and Training.
T.S.C:	Teachers Service Commission.
T.T.C:	Teacher Training College.
UN:	United Nations.
UNESCO:	United Nations Educational, Scientific and Cultural Organisation.
UPE:	Universal Primary Education.

CHAPTER ONE

1.0 INTRODUCTION

1.1 Background Information

Education in general is meant to promote human dignity and afford equal opportunity and equity in the distribution of wealth. Primary school education has remained high in the global agenda for education. Its importance for economic and social development makes it a basic right for every child. The primary school curriculum has the broad objective to impart literacy, numeracy and manipulative skills to the learners. It is also intended to imbue learners with the abilities of self-expression, logical and critical thinking as well as provide a foundation for further education, training and work (UNESCO, 1992).

Many developed countries laid emphasis on primary education in their early stages of development. Denmark for example achieved Universal Primary Education (UPE) in 1814, Sweden in 1842 and Japan in 1875. Many countries that have developed fast and have shown consistent annual growth in per capita income have almost 100% primary literacy levels. Economists have shown that there is a positive correlation between the level of primary Education and economic growth (East African Standard Feb 8th 2004).

In part, the United Nations (UN) charter states that everyone has a right to Education. According to the declaration of human rights article 28 of 1979, Education should be at least free in the elementary and fundamental stage. UNESCO like other agents of the UN attached particular importance to this section of the Declaration of the Rights of the child (UNESCO, 2002).

Coombs (1968) notes that in the early sixties, in the developing countries many of which consisted of a sea of mass illiteracy, priority was given to Universal Primary Education (UPE) following the historic model of the developed countries where education pyramids had been built from the ground up. Hence Education Ministers of Africa, Asia and Latin America adopted the uniform goal of working towards attainment of UPE.

In 1961, Ministers of Education of African member states (MINEDAF), held the first conference in Addis Ababa Ethiopia, under the auspices of UNESCO to chart out a plan for development of education for their countries just emerging from colonial rule. They resolved that all African countries should strive to provide UPE by 1980. Come 1980, developing countries were still along way from UPE goal and it was doubtful whether many countries would reach it by year 2000 (UNESCO, 2003).

The International community has made a commitment to Education and especially basic education through various conferences particularly in the 1990's such as: The World Summit for Children (1990), World Conference on Human Rights (1993), The World Conference on Special Needs Education Access and Quality (1994), The International Conference on Population and Development (1995), Mid-term Meeting of the International Consultative Forum on Education For All (1996), International Conference on Child Labour (1997) and The World Education Forum in Dakar Senegal in the year 2000. The Government of Kenya is a signatory to the recommendations passed in the above conferences by virtue of being a UN member state.

The government of Kenya has since independence attempted amidst meagre resources to provide UPE. This followed the realization at independence that education was important

for social and economic development. The attainment of UPE was first articulated in sessional paper number 10 of 1965 on African socialism. The government committed itself to eradicating ignorance poverty and disease as indicated in the Kenya Education Commission Report (Republic of Kenya, 1964).

The government of Kenya declared Free Primary Education (FPE) in 1974 from standard one to four. The report of the National Committee on Educational Objectives and Policies (Gachathi report of 1976) recommended Universal Free Primary education for the entire primary school cycle. Following this recommendation the government abolished fees in all primary schools in 1978, this saw the gross enrolment ratio (GER) soar by over 100%.

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Following the recommendation of the Presidential Working Party on Education and Training for the Next Decade and Beyond (Kamunge report 1988) and the subsequent sessional paper number 6, the government of Kenya formally embraced cost sharing in Education. The policy shifted the burden of funding Education to the parents and the community in form of school levies and other expenses. This was in response to the recommendation by the donor community for Structural Adjustment Programmes (SAPs) The SAPs grossly affected the enrolment and hindered many children especially from economically marginalized groups from accessing Education. This policy worked to the detriment of the UPE goal (East African Standard 11th January 2003).

In a report spelling out the strategies for the attainment of UPE, (Preparation of a Country Assessment Report 1999), the government of Kenya once again reaffirmed its commitment of achieving UPE.

In 2001, parliament enacted the children's Act, which came into force on 1st March 2002. This Act 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 law (Republic of Kenya 2003).

The Children's Act vests responsibility of providing Education on the government and the parents. The enactment of the Children's Act by parliament was of fundamental importance to Education. For the first time ever, government bound itself legally to ensuring access to Education for every child. It also bound the parents, by spelling out the consequences of non-enrolment. It is the responsibility of the parent to ensure that all children are in school (Republic of Kenya 2003).

In January 2003, the Kenya government introduced FPE in a commitment towards the realisation of universal primary education (UPE) by 2005 and Education For All (EFA), by 2015. On launching the FPE programme, the Minister for education Hon, Prof. George Saitoti said the programme was in response to the world conference on Education For All in Jomtien Thailand in 1990 and the World Education Forum in Dakar Senegal in 2000 (Daily Nation Jan 6th 2003).

The Minister further noted that Kenya has had momentous achievement in Education since independence. The number of primary schools increased from 6,058 in 1963 to 17,600 in 2003. Student enrolment rose from 892,000 in 1963 to 7.2million in 2003. The enrolment ratio at primary level rose from 50% in 1963 to 86.7% in 2000. With the introduction of FPE, Gross Enrolment Ratio (GER) has risen to 104% while Net Enrolment Rate (NER) rose to 89% (Daily Nation 6th Jan 2003).

In its commitment to FPE, the government of Kenya appointed a taskforce on 10th January 2003. The main assignment of which was to assist the government to develop appropriate responses for implementing FPE and to outline concrete guidelines for smooth and effective implementation of the program. The task force forwarded recommendations on various key areas such as curriculum support, human resources, physical facilities media relations, public communication and advocacy and management of financial and other resources (Republic of Kenya 2003).

The introduction of UPE in other African countries has not been without constraints particularly in the initial stages of implementation. In Tanzania, Free primary education was introduced way back in 1964 in the Island of Zanzibar. School enrolments rose dramatically more than doubling in primary level and increased by 400% in the secondary level. Due to this, some of the children registered could not be fully accommodated. Only 59.9% of the 7-13year olds were enrolled in primary schools by 1990. Besides, a large number of untrained and unskilled teachers were recruited, there were no education policies, due to increasing costs and budgetary constraints most schools were provided with inadequate supplies and learning materials (United Republic of Tanzania 1993).

In Nigeria Universal Primary Education was attained in the 1970's. There was inadequate preparation done in terms of teaching staff required for implementation of the programme. Courses were therefore devised for persons who had failed in secondary schools or even those who did not complete secondary education to cater for shortage as a result of increased enrolment. This saw the bringing into education programmes, persons who were unlikely to become teachers due to their temperaments, aptitude and ability to learn (Obanya P, 1999)

In Uganda, the drive to achieve UPE with all the free primary education policy in place is seriously threatened by poor pay, lack of housing for teachers while the education quality is seriously in doubt given that there are classes with as many as 100 pupils. The failure to recruit teachers has resulted on a pupil teacher ratio of 300:1 in some areas. Disadvantaged districts are hard hit, as they are unable to attract and retain quality teachers (Republic of Uganda, 1999).

In Kenya the implementation of the FPE has not been without constraints either. It is important however to note that prior to implementation of any programme, preparation should be made in terms of both human and physical resources. Failure to prepare adequately would lead to hiccups in the process of implementation. All the stakeholders should understand the role that each needs to play for its successful implementation. The headteacher at the school level receives policies and information from the higher ranks and translates it into operational terms.

Although headmasters are appointees of the Teachers Service Commission, (T.S.C), They represent the high authorities in the hierarchy of Education management. Government policies and those of the ministry of Education are implemented at the school level under the guidance and supervision of the headmaster (Olembo, 1992 pp24). Most primary school head teachers have an uphill task in carrying out their management duties. Most of them were appointed from the classroom teachers, they have no further management training besides what they were taught in college under Education administration. The introduction of the FPE programme poses more challenges to them. They are expected to utilise effectively the available financial, human and material resources for efficient implementation of the programme (Iravo, 2002).

Misappropriation of funds has been cited as one of the challenges to the programme. Some headteachers have been accused of deliberately refusing to buy required materials. Others have been accused of diverting funds to unintended purpose. Still, some head teachers collude with suppliers to deliver only half of the materials paid for. It is instructive that members of the school committees be trained on accounting procedures to enable them put into proper use the FPE funds. Unfortunately most of them in rural areas are illiterate leaving the burden of management solely to the head teacher (Sunday Nation, 19th Oct 2003).

Introduction of FPE saw the integration of disabled children to normal school system. Teachers are not well prepared to handle such cases, as they require a lot of patience in learning. They move at a lower pace compared to able children. Besides the teachers are not well prepared to cope with increased enrolment slowing the implementation of the programme. The government has acknowledged that the FPE initiative does not adequately address the needs of the disabled. Despite allocating an extra Ksh 2000 more for a disabled child, the money is not enough to cater adequately for their special equipment (East African Standard, Aug 2nd 2002).

Some headteachers imposed unnecessary conditions before admitting new pupils, a trend that is threatening smooth implementation of the new programme. Although the ban on levies is clear, many schools have capitalised on the government's inability to immediately channel funds to schools to charge money for learning and teaching materials. He further notes that, Head teachers previously used to a system whereby they fixed levies arbitrarily, seem determined to stifle the implementation of the new programme (Daily Nation, Feb. 6th 2003 pp 11).

The teaching force has been in the frontline prior to FPE pressing for better terms of employment. The increase in teacher-pupil ratio has dealt a blow on the already demoralised teachers. Furthermore, their training in college did not equip them to deal with large classes. It is for this reason that the permanent secretary in the ministry of Education Prof Karega Mutahi, advised all the twenty-one TTC's to start equipping trainees with skills on emerging issues in Education including increased enrolment. So far Highridge Teachers College has taken up the initiative but the products are yet to reach the field. He added that members of the school committee should be trained in accounting procedures to enable them put into proper use the FPE funds. In the meantime the headteacher should ensure effective teaching is taking place (Sunday Nation 19th Oct 2003).

There are seemingly very many constraints to the process of implementing the FPE programme. They range from social cultural practices that may hinder children of certain ages to go to school, the opportunity cost of going to school, distance from school, the availability of facilities, availability of teachers, community support, availability of funds, monitoring and supervision of the programme, economic ability of the parents to provide the basic needs, increase in enrolment and impact on quality of education, low pay for teachers, transition rates to secondary school and availability of schools as well as the political will of the government among others.

This research however will not tackle all the constraints. It will focus on, the headteachers ability to manage the FPE funds, the teachers availability and preparedness to implement the programme, the community participation in the implementation, the integration of pupils with special needs into regular schools and the availability and adequacy of

facilities for implementing the programme as this seem to be more prevalent in Nairobi province.

1.2 Statement of the problem

The implementation of FPE in its first week was marred by logistical problems. Children jammed classrooms beyond capacity yet the number of teachers remained the same. Parents living or working in cities and urban areas took advantage to withdraw their children from rural schools to seek admission in urban schools where levies had made it hard for them to enrol before. Others transferred children to schools that post good results such as Olympic primary school in Kibera (Daily Nation, 11th January 2003). In city primary schools in Nairobi, the enrolment in standard one almost doubled following the launch of the FPE programme. It rose from 17,687 pupils in 2002 to 32,001 pupils in 2003 as indicated in table 1.1.

Table 1.1

Enrolment of standard one in city council primary schools by gender for the last eight years may 2003.

Year	Boys	Girls	Total
1996	10738	10225	20963
1997	9740	9741	19481
1998	7231	6481	13712
1999	9657	9257	18914
2000	8346	8191	16537
2001	8777	8709	17486
2002	9055	8632	17687
2003	16111	15890	32001

Source: MOEST: City Education Office, Nairobi

In Nairobi, parents stormed schools with children demanding that they be admitted and provided with free learning materials including school uniforms. At Olympic primary school, Kibera, riot police were called in when rowdy parents threatened to beat up the head teacher. The headteacher said that the school could not start working until the government disbursed teaching and learning materials. Teachers interviewed said the new policy would first require additional classrooms, desks and other learning materials. The headteacher suggested that if only they could provide budgets upon which the government would provide funds. She argued that different schools had different budget lines as some had to pay bills for water electricity and pay support staff (East African Standard, 7th January 2003).

In a head teachers meeting in Nairobi, most of them complained that projects not completed the previous year could affect their activities. Some argued that they required money to complete building classrooms and pay support staff. Following this meeting, there were arraigned fears that headteachers could use such opportunities to come up projects whose costs will be inflated so that they can continue getting money from parents. Various such complaints have come from across the country. Cases have been sighted in Nairobi, Siaya and Machakos among others (Daily Nation, 6th Jan 2003).

The government implemented the plan without carrying out a cost analysis to determine how much each child needs. The decision to award Ksh 1020 per child is therefore arbitrary. Furthermore it does not compensate those schools that charged more than this to meet their operational expenses. These funds therefore fall short of the individual budgets for primary schools (Sunday Nation, 19th October 2003).

A long-standing shortage of teachers could be a key obstacle to the provision of FPE. While schools suffer from lack of staff, the government has vowed not to recruit more teachers even as the number of pupils seeking free schooling swells. (Daily Nation, 1st May 2003).

The entire Nairobi province with a pupil population currently standing at 198,246 pupils distributed in its 191 schools has a total teacher population of 4,027. Table 1.2 shows the number of schools per division, number of pupils as well as the number of teachers in the various Divisions.

Table 1.2

Combined Data on the Number of primary school Children enrolled, the Number of primary schools per Division and the number of Teachers per Division, January 2004.

Division	Number of primary schools	Number of pupils enrolled	Number of teachers	Pupil teacher ratio (PTR)
Kasarani	25	29479	567	52:1
Westlands	25	22711	491	47:1
Embakasi	31	42221	758	56:1
Dagoretti	22	25499	408	63:1
Makadara	26	19635	511	39:1
Langata	14	16878	344	50:1
Starehe	31	25742	614	42:1
Kamukunji	17	16081	361	45:1
Total	191	198,246	4,027	50:1

Source: MOEST, City Education Office Nairobi.

The above data translates to a pupil teacher ratio (PTR) of about 50:1 against the ideal of 25:1 and against that recommended in the Koech report on Totally Integrated Quality Education and Training (TIQET) of 40:1. Koech notes that while it is uneconomical to have a PTR of 25:1, a PTR of over 40:1 affects the quality of teaching (Republic of Kenya, 1999).

In Nairobi headteachers of city primary schools met in the second week of implementation of FPE to examine the challenges of the new reform. They warned that the minister of education announcement that no more teachers were to be hired by the government could aggravate the problems. The meeting was informed that many schools could admit more pupils if more teachers were provided and facilities increased. Among the issues raised was the completion of buildings under construction. A case in point was Ayany primary school in Kibera with four tuition blocks under construction (Daily Nation 1st may 2003).

It is necessary to develop a system of providing opportunities for teachers to undergo in-service courses in a continuous basis. This is because apart from increased enrolment, more children from various backgrounds are going to school. These include special needs and over age children. In towns and cities there are street children who may have been exposed to drugs and subjected to emotional stress besides being older than those pupils in the same class. Some as old as 84years in standard one in some schools such as Kapkenduiwo primary school in Uasin Gishu District. Pupils needs increased tremendously and teachers require skills and knowledge to tackle these rising demands (Republic of Kenya, 2003).

The FPE initiative did not adequately address the needs of the disabled. Despite allocating an extra Ksh 2000 more for a disabled child, the money was not enough to cater adequately for their equipment. (East African Standard 2nd August 2003). The Youth Education Network (YEN) representative, Gertrude Mungoma, said that the government should equalise opportunities and access to education for children with disabilities.

She appealed to the government to provide mobility, audio aids, sign language interpreters, and Braille transcribers for children with disabilities under the FPE programme (East African Standard, 9th January 2003).

Most groups have withdrawn support to schools because they believe that the government must provide everything for free. In Daima Primary School, Huruma, teachers watched helplessly as parents took charge of the school. They forcibly took their children to various classes and ordered them to sit and wait for the teachers. (East African Standard 9th January 2003). This is indicative that the community did not understand the concept of FPE and their role in its implementation.

It was in view of the above complaints in the implementation of FPE that the researcher decided to carry out a study to establish the constraints affecting implementation of FPE in public primary schools in Nairobi province with a view of recommending lasting solutions.

1.3 Purpose of the study

The purpose of this study was to investigate the constraints affecting implementation of the FPE programme in public primary schools in Nairobi province Kenya. The study focused on the headteachers training and ability to manage the FPE funds, the availability and adequacy of facilities to implement the FPE programme, the teacher's availability and preparedness to implement the programme, integration of pupils with special education needs into regular schools as well as the community support in implementing the programme.

1.4 Objectives of the study

The objectives of this study were:

1. To determine whether headteachers have been trained on financial management.
2. To find out whether the community supports the implementation of the FPE programme.
3. To assess the availability and adequacy of physical facilities in the face of increased enrolment.
4. To establish the teachers' preparedness to manage pupils with special needs.
5. To establish the availability and adequacy of teaching staff required for implementation of FPE programme.

1.5 Research questions

The study attempted to answer the following questions:

1. Are the headteachers trained in financial management?
2. Does the community support the school in the implementation of FPE?
3. Are physical facilities available and adequate to meet the implementation of the FPE programme?
4. Are the teachers trained to manage pupils with special needs?
5. Are the teachers available and adequate to implement the programme?

1.6 Significance of the study

The findings of this study were intended to provide the ministry of Education with vital information on the training needs of primary school head teachers in handling finances.

The establishment of the pupil-teacher ratio will be useful to the government through T.S.C in meeting the staffing needs of various schools.

It will also benefit the education planners in the Ministry of Education, as it will act in part as an evaluation report on the progress of implementation of the FPE programme. The findings of this study will also be useful to all stakeholders including the community, as it will shed light on the role of each in the implementation of the programme. Recommendations of this report will be useful to other researchers who might be interested in this and other related fields of study.

1.7 Limitations to the study

The respondents were the head teachers and classteachers of public primary schools in Nairobi. Thus the views of other stakeholders such as the parents and the pupils were overlooked. Only public primary schools were studied although the implementation may have had an impact on the private primary schools. There are many constraints to the implementation process however the researcher selectively focused on only five of them, which are more relevant and applicable to Nairobi province, the region under study.

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1.8 Delimitation

This study was conducted in Nairobi province. Being an urban setting it has its own unique socio-cultural and economic factors. Findings of this study therefore may not concur with those of a similar research conducted in a rural setting.

1.9 Basic Assumptions

The study was based on the following assumptions:

1. That the responses from the respondents were truthful, honest and objective.
2. That every school had received guidelines on the implementation of FPE.
3. That every school had received the FPE funds.
4. That the headteachers had been trained on accounting procedures

1.10 Definition of Operational terms

- Access:** Availability of opportunity for primary school and other educational institutions to admit school age children and the willingness of these children to take up the opportunity and get enrolled.
- Attitude:** The positive or negative predispositions to think, feel, perceive and behave in a certain way towards a given situation.
- Enrolment:** The number of pupils who register as members of different grades at the beginning of the year.
- Free primary education:** An education that involves no financial burden to the parents of the pupils. This means no fees or levies charged, there should be no hidden costs to hinder any pupil from benefiting.
- Headteacher:** Primary school manager or executive, male or female with overall administrative responsibility over a school.
- Primary education:** This refers to the first eight years of formal learning in primary school preceding secondary education.
- Pupil cohort:** A group of pupils who enter the first grade of a school cycle in the same year and who normally move through the cycle together.
- Special needs:** These are children with different characteristics compared to those in the cohort. Such as overage, physically handicapped, mentally handicapped, drug users and abusers, the slow learners and the gifted.

1.11 Organization of the Study

This project is organised into five chapters. Chapter one provides details on the background to the study, statement of the problem, purpose of the study, objectives of the study, research questions, significance of the study, limitations and delimitations, basic assumptions and definition of significant terms.

Chapter two reviewed literature that is related to the field of study. It has been divided into, the concept of FPE, the concept of school management, financial management in schools, availability and adequacy of physical facilities in schools, teachers preparedness and adequacy in implementing FPE programmes in schools, integration of pupils with special needs into regular schools, community support in programme implementation and the conceptual framework.

Chapter three on the other hand describes the research methodology to be employed in carrying out the study. It entails the research design, target population, sample and sampling procedure, research instruments, and data collection procedures and data analysis techniques.

Chapter four consists of presentations of data collected, data analysis and interpretation of the findings while Chapter five entails summary of the findings, conclusions, policy recommendation and suggestions for further research.

CHAPTER TWO

2.0 LITERATURE REVIEW

This chapter is organised into the following sub areas: Concept of Free Primary Education, concept of school management, financial management in schools, availability and adequacy of physical facilities in schools, teachers preparedness and adequacy in implementing FPE programme in schools, Integration of pupils with special needs into regular schools, Community support in programme implementation, conceptual framework and a summary of the literature review.

2.1 Concept of FPE

Free Primary Education (FPE) according to the Kenya Education Commission report (1964) is that education which shifts the burden of fees from the parents to the community as a whole. It is intended to allow all children to access education without discrimination. FPE initiative recognises education as a human right, which should be provided by governments to their citizens.

The UN charter states in part that, every child has a right to education. According to the declaration of human rights article 28 of 1979, education should be at least free in the elementary stage. As a consequence, the UN has put concerted effort towards the attainment of this endeavour by its member states through various world conferences. In 1990 the world conference on Education for All (EFA) was held in Jomtien Thailand. Ten years later in the year 2000, the World Education Forum was held in Dakar, Senegal as a follow up to the Jomtien meeting. The recommendations of these two meetings consider

the attainment of UPE as a development strategy and consider a literate population as key to the overall development of any nation (Republic of Kenya, 2003).

In Kenya FPE was officially launched in January 2003. This saw the abolition of fees and levies for tuition in primary education. The government and development partners are meeting the cost of basic teaching and learning materials, wages for critical non-teaching staff and co curricular activities. For the year 2003 the government paid Ksh 1020 per child with an additional Ksh 2000 for the disabled children (Republic of Kenya, 2003).

Free primary education is a joint responsibility. The government considers the provision of primary education as central to poverty reduction and implementation of FPE is a spirit of partnership where everybody has a clear role to play. The parents are still required to meet the cost of examination fees for class eight, provide school uniforms, provide meals, transport to and from school, boarding facilities as well as health care. The government on the other hand will continue to supplement the parents' effort in managing low cost schools and feeding programmes in ASAL areas (UNESCO, 2003).

In the guidelines on implementation of FPE, the primary schools are expected to enrol all children of school going age without discrimination. The school should be all-inclusive to cater for children from various backgrounds including children with special needs. Street children who have been exposed to drugs or have emotional stress need to be rehabilitated so as to fit into regular schools while overage children who show up should be enabled to attend school by establishing one class to serve overage children of a particular area or cluster of schools where necessary.

Double shifts should be encouraged for schools, which have enrolled more pupils than they have capacity to handle. Everything should be done to keep all those enrolled in school (Republic of Kenya, 2003 pp4).

The guideline further states that, FPE does not require parents and communities to build more schools but rather encourages the communities to improve, refurbish and use existing facilities such as community and religious buildings as classes. Where absolutely necessary and possible they should use locally available materials. However FPE does not stop community initiatives to maintain certain facilities and services for pupils such as lunches, swimming lessons, bus and transport and boarding facilities. This should however be discussed and agreed by the parents. The ministry of education approval through the district education board is required before any charges can be made (Republic of Kenya, 2003).

The enthusiasm with which the stakeholders particularly the parents embraced it is self-evident. The overwhelming enrolments across the country indicates that many children had been locked out of school by levies, thus, curtailing their potential and subsequent contribution to the development of the nation.

2.2 Concept of school management

Management entails the activities of planning controlling; organising, appraising and leading the procurement and utilization of both human and material resources at the disposal of an organisation in order to achieve the organisations defined ends.

Okumbe (1998) defines educational management as the process of designing, developing and effecting educational objectives and resources so as to achieve predetermined goals.

Functions of managers are primarily the same whether they are frontline managers or top executives of an organisation. The managers are needed to convert disorganised resources of people machines and money into useful plan leading to achievement of organisational goals and objectives.

Maranga (1992) observes that, an educational manager in an institution has many functions he must perform in order to keep the system coordinated. The various sections of the institution requires a manager who posses relevant skills attained through formal training which can be further beefed up by experience gained in service. In the past experience was considered more important than training in management. Effective classroom teachers were considered fit to transform automatically into managers without requiring any training in the new field. This has contributed significantly to the current erosion in the quality of education.

He further notes that in many African countries and particularly in Kenya, investment in education has overlooked investment in educational management. A World Bank report (1990) on educational status in Africa intimated that despite two decades of investment in education, management capacity remained strained and inefficiently developed (Maranga, 1992 pp38).

Following the world conference on Education for All in Jorntien Thailand in 1990, education ministries, International agencies and NGO's agreed on action plans to improve the capacity and performance in schools.

The plans recognise that the school headteacher carries the prime responsibility for creating an effective educational environment. Without necessary skills most head teachers will be overwhelmed by the task (UNESCO, 2002).

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

Muchelle in his research findings noted that, in-serviced headteachers had a more positive attitude towards their work compared to those who had not been in-serviced. He drew the conclusion that that the education administration courses provided during teacher pre-service training are insufficient to arm a head teacher with administrative skills needed to run a school (Muchelle, 1996).

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

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

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

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

2.3 Management of school finance and implementation of FPE.

One of the challenges of government is funding the education sector that has been expanding each year. With increase in population, enrolments are bound to expand. This means the government has to keep sourcing for additional funds to meet the growing education budget. During the 2001/2002 financial year, the government allocated Ksh 56 billion to education 13.3% increase from the previous years budget of Ksh 49 billion.

Out of this personal emoluments consumes 83% leaving only 17% for programmes (Kenya-UNESCO report 2003). The donor community also received the FPE policy with a lot of enthusiasm. The World Bank gave a grant of 3.7billion in June; the British government had earlier given a grant of 1.6billion to boost the programme. Others are Oil and Petroleum Exporting Countries (OPEC) 1.2 billion, government of Sweden 430million and UNICEF 250 million (Daily Nation, July 10th 2005 pp5).

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

Financial management in education is concerned with the cost of education, sources of income to meet the costs and the spending of income in an objective manner in order to achieve the educational objective. (Okumbe, 1998 pp196). The responsibility of collecting and accounting for the money in the schools lies with the school committee. The headteacher as the secretary to the committee is the chief accounting officer of the school. (Republic of Kenya, 1999). This is further corroborated by Olembo (1992) when he says that the school committee should be conversant with principles governing sound management of finances and their legal implications.

The education Act cap 242 of the laws of Kenya outlines in part that good record keeping and inventories should show how all physical resources in the possession of the school are

acquired, utilised, registered, maintained and expended. Without these records the headteachers will not provide any documentary proof of any transaction relating to management of school resources (Republic of Kenya, 1980-revised)

The headteacher as a financial manager is concerned with the three main processes of financial management: budgeting, accounting and auditing. A budget is a carefully outlined plan for financing desired activities of a school. The headteacher as the lead person in planning and directing school activities must be active in determining, mobilising and acquiring financial resources. As Everand (1988) puts it, the responsibilities of the headteachers extend beyond the control of expenditure; they are involved in sourcing for activities and equipment for which no capital is allocated by the government.

Accounting provides a means for a headteacher to monitor, supervise and control the school funds in close liaison with the school treasurer. The financial accounting system should provide a complete history of all the transactions to the school committee and should provide the information necessary for the management operation of the school. Effective accounting procedures call for the head teacher to keep safely various books of accounts such as receipt books, payment vouchers, cash books, log books, financial ledgers, monthly statements and cash analysis (Republic of Kenya, 1999 pp46).

Auditing is an important final stage of managing school finances. Books of accounts should be presented to auditors at the end of every financial year. However members of the school committee should conduct internal auditing.

The audited report is useful in establishing the financial standing of the school, credibility of accounting records and help to detect errors and prevent their future occurrence.

(Olembo 1992) Since most headteachers are appointed from classroom teachers, financial management may prove very difficult for them unless they get some back up through in-service courses in financial management.

Omer (1996) in his research findings on the administrative training needs of secondary school headteachers reported that accounting procedures, auditing budget preparation, resource acquisition, purchasing and allocation of resources, investments, inventory control, banking, receipting book keeping and acquisition of public and non public funds has more to do with training than experience.

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

To receive the funds for the implementation of FPE the schools were required to open two bank accounts, the School Instructional Materials Account (SIMBA) and the general-purpose account. The parents are supposed to be involved in monitoring the use of the Ksh 1020 set aside for every pupil by the government (Republic of Kenya, 2003). In some cases however the government took long to disburse the funds to some primary schools.

It was also noted that headteachers previously used to a system of fixing charges arbitrarily seemed determined to stifle the implementation of the new programme. Although the ban on levies was clear, many schools had capitalised on the government's

inability to immediately channel enough funds to schools to charge money for learning materials (Daily Nation, 6th Feb. 2003). The TSC secretary Mr Ong'wae on commenting on financial misappropriation in schools, warned that the government would not tolerate any form of plunder of public funds and that the headteachers must put the FPE funds to the right use or loose their jobs (Sunday Nation 19th Oct 2003).

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

2.4 Availability and adequacy of physical facilities and materials in schools

The appearance of the school plant as well as the school compound is a very important source of inspiration and motivation to members of the school, the community and the stakeholders (Okumbe, 1998). Physical resources owned by the school include school land, buildings, equipment, furniture, vehicles and their spares, animals, garden produce, books and other teaching learning materials and stationary. The headteacher should set up and follow proper management and administrative procedures so that all physical resources in the possession of the school can be utilised properly maintained regularly and disposed lawfully (Republic of Kenya, 2001).

The educational manager should be conversant with the statutory requirements within the current law which impact on education. These includes the Public Health Act cap242, the Children's Act 2001, and the Education Act cap 212 which stipulates that the schools are

registered as expected and that the school land should have title deeds. A study by Omer(1996) also discovered that headteachers who had not undergone in-service training were in need of further training in maintenance and repair of school plant and equipment than those who had been in-serviced.

Gakuru (1982) indicates that the condition of the school building is very important in the learning process. Teachers in classrooms with lockable doors and windows are able to leave their teaching aids in class for as long as they wish without fear of either damage or theft. Otherwise teachers may be forced to pull down their teaching aids after lessons and this kills their motivation to use them.

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

The implementation of FPE programme has been partly hampered by lack of facilities. While on a visit to Kihumbuini primary school in Kangemi, the UNICEF good will ambassador Harvey Belafonte praised those implementing the programme for the success as more children have enrolled in the school but he however noted that more classrooms, equipment and teachers are still needed (Daily Nation, 18th Feb. 2003 pp6).

In the Master Plan on Education and Training (1997-2010), it has been noted that physical facilities have a bearing on quantity and quality of education. More space and furniture are necessary if enrolments are raised. Moreover a certain minimum classroom space per pupil and other requirements such as furniture, toilet facilities and recreation grounds are pre requisite for quality education (Republic of Kenya, 1999).

2.5 Community participation in programme implementation in schools

A school is part of the community in which it is situated. The members of the community in general and the parents in particular have an interest in the school because it provides education for their children. The headteacher has a role to play in ensuring that good relations are established between the school the community and the education authorities (Halliday, 1995).

The notion that the facilities of schools should be more available to all the members of the community in which they are situated in is not new. A large body of research in the 1950's and 1960's drew attention to the ways in which the child's educational performance was influenced by factors outside the school especially the quality of support for the school by parents (Glatter, 1989 pp93).

The task area of school community relations has the dual purpose of obtaining and maintaining community support for school programmes and of ensuring that the community is fully involved in the activities of the school. School community relations should take the form of planned public relations activity (Okumbe, 1998).

The education commission report of 1964 reported that during visits to schools they found in most cases unsatisfactory state of relationships between teachers and parents. Parents

criticized teachers because they did not know what they were doing and the teachers criticized the parents for neglecting the best interests of their children. So some teachers and parents were at cross-purpose when in fact they should be working together (Republic of Kenya, 1964 pp64).

Owen (1992 pp38) notes that the school has the task of making sure that the parents receive information about the school and form a positive impression of the school which is consistent regardless of who spoke last to them. He further reiterates that governors and parents bring a considerable range of experience to bear on the school and a good manager needs to allow space for their influence to work. The school requires a strong network of support and understanding from the outside.

The school needs to assist the community to contrast its current sense of what schools do and ought to do with other conceptions of education. The community should understand the significant role the school plays in the process of education and what the schools are doing currently. In the light of the FPE programme, the school has the duty of explaining to parents the concept of FPE and the parents' role in its implementation. This is particularly important considering the confusion at the launch of the programme in Jan 2003 where parents thought the government was to provide everything including school uniform.

The school should work with and through the various representatives of the community in order to derive maximum support and understanding from them.

The official representatives of the community include members of school committee, politicians, sponsors, members of the church and local authorities. These members play a

key role in enhancing effective communication and public relation between the school and the community (Okumbe, 2001).

In implementation of the FPE programme the local communities are expected to create a learning friendly environment for the children. This can be done by supporting and promoting the programme by abolishing child labour and encouraging all children to go to school. They should also participate in school management through school committees and parents associations, mobilising additional resources for use in schools, participation in making decisions and implementing policies on physical facilities and procurement of learning teaching materials (Republic of Kenya, 2003 pp18).

Existing data shows that despite the FPE policy, about 1.9 million children are engaged in child labour, 1.3 million of them are completely out of school while the rest combine work and some form of education. It will call for stringent measures taken on parents and their employers to ensure the children are enrolled in school. (Mwaniki 2003). In addition dropouts are threatening the programme. Nyanza Provincial Director of Education, in one of his addresses pointed out that more than 10% of pupils who enrolled in primary schools in Nyanza under the programme have dropped out (Daily Nation, July 10th 2003)

The FPE policy needs to be harmonised with related statutes on education and the rights of children. The enactment of the children's Act 2001 was good enough but it does not clearly state the role of the education department or its officers in ensuring compliance with the Act. Efforts should be made to harmonise the Act with the revised education Act that should also spell out provision for compulsory education (UNESCO, 2003).

The school management needs to work very closely with NGO's, which are interested in assisting the schools through the private sector forum (PSF). It is expected that the corporate and business sector will play a lead role in contributing to policy dialogue as well as financial and logistical and in-kind resources required for successful implementation of FPE. As part of corporate social responsibility (CSR) the private sector is expected to contribute to profit and non-profit initiatives and make investments in the communities they serve (Republic of Kenya, 2003 Pp21).

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Some schools have been experiencing difficulties with parents following the introduction of the FPE programme. Some poor parents who live in the neighbourhood of schools that post good results such as Olympic primary school in Kibera have demanded that that parents from upmarket areas withdraw their children from those schools to schools in their own neighbourhoods. Some teachers have been accused by parents of mishandling their children in school following the FPE programme. Some have been accused of referring to the new children as "NARC children" and according them less attention compared to their regular pupils. A mother in a school in Umoja Nairobi complained that teachers were mistreating children from poor families and sending them home for textbooks (Daily Nation, 2nd Feb. 2003).

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

2.6 Integration of pupils with special needs into regular schools

The FPE policy is all-inclusive; its goal is to keep all children including children with special needs, orphans, and street children in school. Most street children have been exposed to drugs and require rehabilitation before joining mainstream school. A survey by the Standard Team reveals that, the rush with which the programme was implemented left no room for rehabilitation first. No assessments were made to distinguish the children who might have required rehabilitation from those who did not (East African Standard, 6th Aug 2003).

A study by Luseno (1994) on Attitudes of Kenyan Teachers towards Integration of handicapped children into regular school shows that teachers have a positive attitude towards integration. However the teachers' knowledge about handicapped children and their willingness to accept them into their classroom was found to be significantly related to the number of special education courses undertaken by the teacher.

Ringlaben and Price (1981) add that the above courses should focus on diagnosis of learning problems of handicapped children.

Teachers in the regular educators category may have inadequate knowledge about the handicapped children. This would make it harder for them to decide whether children with specific disabilities should be integrated. In integration, the main concern for most teachers is the anxiety over their lack of training in the required techniques, irritation of having to assume additional responsibilities without adequate preparation and support and the concerns over the academic progress of both their normal and special students (Luseno, 1994).

Studies conducted by the Canadian Education Association (1985) on integration of handicapped children recommended several adjustments. These includes decreased class

size for individualised attention, additional planning time, assistance from professionals, defined method of assessing and placing exceptional children and availability of support service. Hayes and Gunn (1988 pp37) adds that, in-service training must be held for teachers, parents and students and facilities must be appropriate for the handicapped pupils if integration is to succeed.

A report by UNESCO indicates that there has been limited government support towards special needs education. Whereas the ministry recognised the need to train teachers for children with special needs, and went ahead to put up the Kenya institute of special education (KISE), little else has happened by way of direct government support. The few initiatives have been invariably donor funded. (Elimu yetu coalition report 2003). The list of donors to special education in the CESA report 1999 rightly places the government last. In Uganda however the government supports all institutions providing special education to enable them operate more effectively and efficiently (Republic of Uganda, 1999).

In a UNESCO report, it was noted that without special attention to the handicapped, pockets of poverty, culturally disadvantaged children especially girls, UPE would be incomplete. Equipping and adding facilities for the blind, the deaf and the disabled is a priority. The street children will require rehabilitation before being placed in school using a multi-sectoral approach (UNESCO, 2003).

Teachers also need to be prepared to handle the upsurge in numbers of indiscipline cases. Findings by the Nation Team reported that new learners under the FPE programme are likely to have worked as touts, house helps, gardeners or street urchins.

They have developed a level of independence unlikely to fit into a formal disciplined set-up (Daily Nation Feb 28th 2003 pp11).

A research by Elimu yetu coalition found out that, for those lucky to access special education, the quality of what they receive is in doubt given the shortage of trained teachers, physical facilities and support services. In particular teachers are a problem given the evidence that only 40 teachers complete the two-year diploma course at KISE in special education each year (UNESCO, 2003). For schools to take seriously their responsibilities as regards special needs education, attitudes and perceptions at the level of the individual teachers have to change. Sometimes radically and for this to happen the teachers concerned need to become more knowledgeable about societal and cultural matters and about the nature and causes of prejudice (Alexander 1992).

McManus (1989) suggests that although teachers of troublesome pupils do not need to assume a unique professional role and that competent teacher is a competent teacher whether working with disturbed or normal children, it is only true in so far as all teachers must be teachers of groups able to cope with unpredictable demands, the overlapping activities as well as the dynamics of maintaining order in the classroom. He however notes that class management is an essential basis but controlling and helping troublesome pupils requires other skills and insights.

2.7 Teachers preparedness and adequacy in schools

It is the responsibility of the headteacher to assess the staff needs of his school and advise the TSC through the DEO accordingly (Republic of Kenya, 2003). The organisational decision of where a particular teacher is to be placed and what duties will be assigned resides with the headteacher. There should be an endeavour to develop and maintain effective channels of communication between teachers and head teachers as well as among

the teachers. The headteacher should motivate, stimulate and influence teachers as well as assisting them to evaluate their teaching performance (Olembo, 1992 pp75).

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

In Britain, Everard (1988 pp49) notes that, there is a strong undercurrent of discontentment in the teaching profession symptoms of which in the state sector are, withdrawal of good will, industrial action and the feeling of being victimised by society and its elected representatives. This he notes is partly due to the low esteem in which the public holds the profession.

Teachers are the heart of any strategy to improve primary education. They should receive support from all levels of the education sector and society as a whole. Their commitment creativity and competence continue to be central to the success of children. The National committee on educational objectives and policies highlighted that, the qualitative attributes of a teacher are important in determining the quality of education on which the intellectual development of the child is based (Republic of Kenya, 1976).

Pre-service teacher training often fails to prepare teachers for the reality of the classroom in terms of large classes, insufficient or poor quality teaching and learning materials, vast differences in the capabilities of learners and in some cases the complexity of having to cater for different languages spoken by the learners. The inadequacy in teacher training together with changing learning environment puts pressure on education systems to provide in-service training at regular part of education delivery (UNESCO, 2003).

On'guti (1987) notes that: A trained teacher is an asset to the institution in which he/she is an instructor. He has learnt tricks of handling individual differences in classroom situations. He/she is therefore confident and able to impart the same confidence in the learners. It is not only the professional qualification of teachers that count, but also their academic qualifications. Nguru (1997) notes that: Credentials of teachers both in pre-service educational attainment and the type of professional training given to them may be a major determinant of the quality of Kenyan schools.

The training of educational personnel should be a continuous process. Such training should encompass, pre-service training, in-service training and short-term seminars and workshops these helps in updating workers skills and thus improving their performance (UNESCO, 1992). Capacity building through in-service training (INSET) is critical. Pre-service training programmes should be designed to prepare the trainees to cope with new challenges in education such as the FPE programme and HIV/ AIDS programmes.

It is for this reason that Professor Mutahi the Permanent secretary for education advised all the twenty-one primary teacher training college to equip the trainees with skills on emerging issues in education including increased enrolment (Sunday Nation, 19th October 2003).

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

The existing staff norm of one teacher per class plus 2.5% allowance is the basis for determining teacher requirement. It has been established that there is currently a teaching force deficit of 31,000 teachers. Majority of teachers are in the urban areas while the marginalized areas are severely understaffed (UNESCO, 2003). An adequate number of teachers should be employed to cover the existing shortfall for effective implementation of the FPE programme.

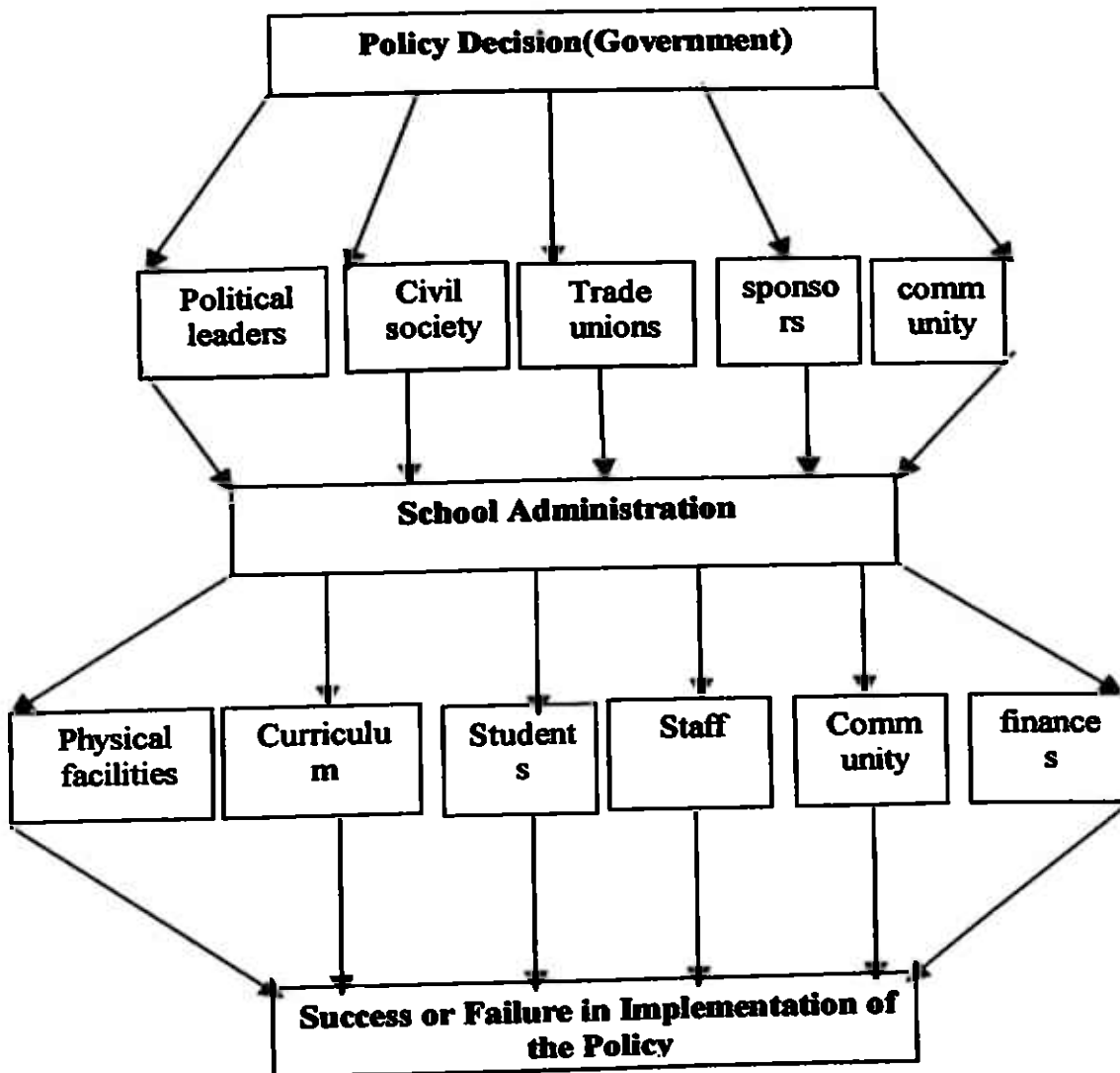
The Koech commission observed that the teacher pupil ratio vary from region to region and from urban to rural schools. While it was uneconomical to have the recommended ratio of 25:1, a PTR of over 40:1 affects the quality of teaching. The commission recommended A PTR of 40:1 and where there are fewer pupils in class a multi grade system be applied, while in cases where there are more than 40 pupils per class a shift

system be applied (Republic of Kenya, 1999 Pp284). With the introduction of FPE the PTR is far above the recommended in most schools.

There should be equitable distribution of teachers as well as their optimal use. Past studies have shown that inequitable distribution of teachers between and within districts as well as lack of community involvement in planning and monitoring adversely affects the implementation of the UPE programme (UNESCO, 1994). In Britain until late 1960's, the Local Education Authorities (LEA's) were rationed as to the number of teachers they could employ. Favoured authorities were thus prevented from scooping the pool of newly qualified teachers to the detriment of local authorities, which served less favoured localities (Owen, 1992 pp24).

Figure 2.1

2.8 CONCEPTUAL FRAMEWORK



SOURCE: Authors compilation (2004)

The programmes and policies implemented in schools emanates from the government through the ministry of education. All policies are intended to benefit the recipients or subjects to which the policy applies as well as the society at large. It is important therefore to involve all stakeholders not only in its formulation but also in its implementation.

These include, political leaders, the civil society, trade unions, sponsors and the community.

The success of the programme will come about when all stakeholders support the programme fully and offer both material and technical advice to the school administration. The school administrator on the other hand should carry out the implementation diligently by mobilising and utilising all resources within his /her disposal. Failure on any part of the chain will lead to constraints in the implementation and subsequent failure of the programme.

However the roles and responsibilities of all the stakeholders should be clearly spelt out to avoid role overlap and confusion.

CHAPTER THREE

3.0 RESEARCH METHODOLOGY

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

3.1 Research Design

Various scholars have defined research design as framework of planning and conducting research (Omer, 1996). The study was conducted as an ex post facto research. In the context of social and education research, ex post facto means “after the fact” or retrospectively and refers to those studies that investigate cause-effect relationship (Cohen and Manion, 1989). According to Best and Kahn (1989), an ex post facto research deals with variables that have already occurred and hence cannot be deliberately arranged and manipulated through the intervention of the researcher.

3.2 Target Population

A population is any group of individuals who have one or more characteristics in common that are of interest to all researchers (Best and Kahn, 1998). Brinker (1988) defines a target population as a large population from which a sample population is to be selected. For the purpose of this research the target population was all the head teachers and teachers of the 191 public primary schools in Nairobi province.

3.3 Sampling Procedure and Sample Size

A sample is a subset of the target population to which the researcher intends to generalise the results (Wiersma, 1986 pp263). Stratified, purposive and simple random sampling techniques were employed in selecting the schools and the subjects in this study. The stratification was in terms of the eight administrative divisions in the province. Simple random sampling was used in selecting the participating schools within the divisions while standard one and two classteachers were purposefully selected because enrolment of their pupils coincided with introduction of FPE.

According to Best and Kahn (1998), the ideal sample should be large enough to serve as adequate representation of the population about which researcher wishes to generalize and small enough to be selected economically, in terms of subject availability and expense in both time and money. They emphasize that there is no fixed number or percentage of subjects that determine a sample. However Gay (1992) asserts that 20% of the population forms a representative sample for descriptive research.

Nairobi province has 191 public primary schools distributed in eight divisions namely: Makadara, Langata, Embakasi, Kasarani, Kamukunji, Westlands, Starehe and Dagoretti. Going by Gay's recommendation, a total of 40 primary schools (21%) were selected for this study. This translated to 5 schools per division. The subjects of study were all the headteachers of the selected schools (40 headteachers) and classteachers for classes one and two for the forty schools (80 teachers). Where there were double or more streams in the school, simple random sampling was used to select the two class teachers.

3.4 Research Instruments

Questionnaires were used for this study because they are much more efficient in that they require less time, they are less expensive and permits collection of data from a much larger sample as suggested by Gay (1992). Two categories of questionnaires were used. One to the headteachers while the other to the classteachers.

(a) Headteachers questionnaire

This questionnaire was used to solicit information on the Headteachers academic and professional qualifications, availability and adequacy of resources and facilities, the headteachers training on financial management, teachers adequacy and preparedness in implementing the programme, the number of identified special needs cases in the school and their integration as well as community participation in implementation of the programme.

(b) Classteachers questionnaire

This questionnaire was used to ascertain the information given by the headteachers. It further solicited information on teachers' professional and academic qualification and their preparedness to implement the FPE programme.

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

3.5 Validity of the Instruments

Validity according to Mugenda and Mugenda (1999) is the accuracy and meaningfulness of inferences based on research results. It is the ability of instruments to measure what they are intended to measure. A pilot study was conducted prior to the actual research three schools were involved in the pilot study, which were not included in the sample of the study. Through piloting, the researcher was able to determine whether there would be any ambiguity in any of the items and to ensure that the instruments elicited the type of data anticipated to answer the research questions. Those that failed to measure the variable intended were either modified or discarded. Such questions as the age of the respondents and their academic qualification were found not to address the research problem hence discarded. The question on whether schools had received the FPE funds was ambiguous in that it did not specify funds for which year. Hence modified to address the year 2003. Further, expert advice was sought from the supervisor and other lecturers in the department who critically examined the items in the instruments.

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3.6 Reliability of the Instruments

Mugenda and Mugenda (1999) define reliability as a measure of the degree to which a research result yields consistent results or data after repeated trials. To test the reliability of the instruments, the researcher employed the split-half reliability method. Lokesh (1994) states that the split half method can be used to determine internal consistency during pre-test. Borg and Gall (1996) concurs. The test is divided into two equivalent "halves". Results from one half are compared to results from the other half. From the reliability of half the test, the self-correlation of the whole test is then estimated using the Spearman-Brown correlation formula to obtain a correlation coefficient.

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

The correlated results value provides the internal consistency of one half, which is the degree to which two halves of the tests are equivalent or consistent in terms of items (Aungo 2001). The correlation coefficient for the pilot study of this project was computed as follows:

Reliability of half the test (r) was 0.451

$$R = \frac{2(r)}{1+(r)}$$

$$R = \frac{2 \times 0.451}{1+0.451}$$

$$R = 0.621$$

Mugenda and Mugenda (1999) assert that a high coefficient implies that the items in the instrument correlate highly among themselves and that there is consistency among the items in measuring the concept of interest. This is also called homogeneity of data.

3.7 Data Collection Procedure

A research permit was obtained from the Ministry of Education Science and Technology. A copy of which was presented to the Provincial Director of Education (PDE's) office, another copy to the Provincial Commissioner's (P.C) office and another to the City Education office, Nairobi. The Director of City Education then granted permission for the research to be conducted and issued an introductory letter to the headteachers of the participating schools. The headteachers of these schools were visited by the researcher to inform them of the study and administer the research instruments to them and the classteachers. The questionnaires were then collected at an agreed date.

3.8 Data Analysis Techniques

After field work the data collected by the use of questionnaires was coded and summarised. The data was further analysed and interpreted to provide meaningful and final results. Brinker (1988) states that the simplest way to present data is in frequency or percentage table, which summarises data about a single variable. The frequencies are converted to percentages so that they are easier to interpret. The researcher analysed data and presented it in percentages and frequencies as presented in chapter four.

CHAPTER FOUR

4.0 DATA ANALYSIS AND INTERPRETATION

4.1 Introduction

The data analysis in this chapter was aimed at addressing the purpose of the study, which was to investigate the constraints that affect the implementation of Free Primary Education in public primary schools in Nairobi province. The first part of this chapter describes the background information of both the head teachers and the classteachers. These includes

- Gender.
- Professional qualification.
- Number of years worked as a teacher before headship.
- Experience as headteacher / classteacher

The second part of the chapter deals with analysis and interpretation of selected items intended to generate information that will help in answering the research questions. These research questions included:

- Are the head teachers trained in financial management.
- Does the community support the schools in implementation of the programme.
- Are physical facilities available and adequate to meet the implementation of the FPE progamme.
- Are the teachers trained to manage pupils with special needs.
- Are the teachers available and willing to implement the programme.

The information on the above factors was gathered by use of questionnaires, which were administered to the headteachers and classteachers of the sample schools. The study targeted 40 headteachers and 80 classteachers. (20% of the target population) However only 32 headteachers and 67 classteachers responded. Lack of response by some of the respondents was attributed to the fact that some of them were overwhelmed by the implementation of the FPE such that they could not spare time for filling the questionnaires. This however does not render the findings less valid because a sample of 10% to 20% of the target population is acceptable for descriptive research (Gay, 1992).

Table 4.1: Questionnaire Return Rate

Respondents	Delivered	Returned	%
Headteachers	40	32	80.0
Classteachers	80	67	83.7
Total	120	99	82.5

4.2 Background Information

4.2.1 Gender of respondents

The findings of the study revealed that there is a clear gender imbalance in the distribution of both headteachers and classteachers in Nairobi as shown in table 4.2.

Table 4.2: Gender of Classteachers / Headteachers

Gender	Class teachers		Head teachers	
	Frequency	%	Frequency	%
Male	15	22.4	14	43.7
Female	52	77.6	18	56.3
Total	67	100	32	100

Out of the 32 headteachers who participated, 56.3% were female while 43.7 were male. 77.6% of the classteachers were female while only 22.4 were male. This imbalance is of great concern particularly for the boy child who may not have a role model to look up to. It may create a wrong impression in their young minds that teaching is a career for the female gender. The T.S.C and the ministry of education in general should look into this issue and ensure that there is equal distribution of teachers by gender.

4.2.2 Professional Qualification of Classteachers / Headteachers.

The respondents were asked to indicate their highest professional qualifications. The summary of their responses is given on table 4.3.

Table 4.3: Professional Qualification of Classteachers / Headteachers

Professional qualification	Classteachers		Headteachers	
	Frequency	%	Frequency	%
P3	02	0.03	-	-
P2	15	22.3	-	-
P1	32	47.8	03	09.0
S1	02	03.0	03	.9.4
ATS	16	23	19	59.4
Dip in Education	-	-	04	12.5
B.Ed	-	-	03	09.4
Total	67	100	32	100

The findings of the research revealed that all the classteachers interviewed were trained teachers with professional qualification ranging from P3 to approved teacher status (ATS). With the majority (47.8%) having P1 qualification. The teachers' qualification therefore may not be a major constraint in the implementation of FPE as most of them have the basic qualification for teaching primary schools.

The headteachers on the other hand had higher qualifications ranging from P1 to Bachelor of Education degree (B.Ed). Majority of the headteachers (59.4%) had Approved Teacher Status (ATS). Most of headteachers attributed their high professional qualification on the duration in service before headship, which enabled them to slowly rise up the ladder.

4.3 Duration in service before headship

It is generally believed that the longer serving classroom teachers are candidates for appointment into headship positions.

Maranga(1992) as earlier indicated was concerned about appointment of headteachers basing on years of service and not necessarily on management training undertaken.

Omer (1996) also observed that most headship appointments are based on the assumption that good classroom teachers could automatically transform into good education managers. The headteachers of the sample school were asked to indicate for how long they worked as classroom teachers before being headteachers. Their responses are tabulated below.

Table 4.4: Duration in service before headship

Duration in years	Frequency	Percentage %
0-5	1	3.12
6-10	3	9.37
11-15	21	65.65
16-20	5	15.62
Over 20	2	6.25
Total	32	100

The above findings indicate that most of the headteachers had worked for over ten years before their current appointments. The majority had worked for 11-15years (65.65%) while a good number (15.62%) had worked for 16-20years. A paltry 3.12% had been appointed between 0-5 years of working. This indicates therefore that experience in service is a factor in the appointments of teachers into headship position.

4.4 Management of school Finance and Implementation of FPE

All the 32 headteachers (100%) who participated in the study indicated that they received Ksh1020 per pupil for implementation of the FPE programme. But majority of them reiterated that the amount allocated per pupil was not enough. The table below shows the responses by the headteachers on whether the amount was enough.

Table 4.5: Whether the amount allocated per pupil was enough

Responses	Frequency	%
Yes	03	09.4
No	29	90.6
Total	32	100

The above responses clearly indicate that the amount allocated per child was insufficient. The actual cost per child needed to have been worked out long before the implementation process was begun. The findings of this study concur with a previous research by UNESCO. It stated that the government had implemented the programme without carrying out a cost analysis to determine what each child required. The decision to award Ksh 1020 was arbitrary. It disregarded previous estimations by Mithar(1995) and Abagi(1997) on actual unit cost for primary education (UNESCO, 2003).

Financial management is one of the chief tasks undertaken by educational managers. The introduction of FPE programme saw the allocation of colossal sums of money into the school system. Effective and efficient use of these resources will largely depend on whether the school administrators are trained in financial management and related courses. The following tabulated responses indicate courses undertaken by both classteachers and headteachers including financial management besides training in education.

Table 4.6: Other Courses attended by Classteachers / Headteachers

Courses	Class teachers		Head teachers	
	Frequenc	%	Frequenc	%
Guidance & counseling	28	41.8	30	93.8
HIV/AIDS seminar & Workshop	30	44.8	28	87.5
Motivation & stress management	07	10.4	23	71.8
Financial management	02	03.0	26	81.3
Public relations management	01	01.5	17	53.1
Human Resource Management	-	-	17	53.1
PRISM course	01	1.5	28	87.5

The responses from the classteachers indicate that most of them (97%) had no background on financial management. Only 3% indicated that they had done it. This revelation is critical considering that the headteachers are normally appointed from this group of teachers without further training. Most of them have however done other courses mostly guidance and counselling (41.8%) and HIV/AIDS (44.8%). Public relations and primary school management (PRISM) are the least undertaken courses while none of the classteacher had done a Human Resource course.

Besides financial management courses all the others are relevant as they prepare the classteachers in managing pupils with diverse needs, their parents, as well as preparing them for future tasks as school administrators.

Among the headteachers 81.3% confirmed that they had undertaken courses in finance management while the remaining 18.7% had no such background.

Considering how critical financial management is for the management of the FPE funds, 18.7% is too great number to be ignored. It is advisable for the education authorities to undertake training needs assessment and immediately institute a programme to train the identified cases on financial management for proper management of the FPE and other school funds.

This finding concurs with what Omer (1996) found out in his research on training needs of secondary school headteachers. He reported that most headteachers had difficulties with financial procedures and that financial and business management had more to do with training than experience.

However most headteachers had done other courses besides financial management. 93.8% had done guidance and counselling, 87.5% HIV/AIDS, 71.8% motivation and stress management, 53.1% public relation, 53.1% human resource and 87.5% in primary school management (PRISM) courses. All these other courses including financial management are important to all headteachers in carrying out the six main tasks in of school administration namely, curriculum and instruction, pupil personnel management, staff personnel management, community relations, plant management and finance and business management

4.5 Availability and preparedness of teachers to implement the FPE programme

All the headteachers and class teachers 100% agreed that there was an increase in student population in schools following the implementation of the Free Primary Education. This increased the size of classes which in turn put a lot of pressure on the teachers as the PTR swell far above the recommended ratios. Pupils' population as given by Headteachers totalled 32,133 in the 32 schools studied. While the population of trained teachers was 616

$$\begin{aligned} \text{Pupils Teacher ratio (PTR)} &= 32,133 : 616 \\ &= 53:1 \end{aligned}$$

The above ratio (53:1) is slightly higher than that obtained from the city education office of 50:1. Koech notes that while it is uneconomical to have a PTR of 25:1, a PTR above 40:1 affects the quality of education (Republic of Kenya, 1999). these findings concurs with that in a unesco report which indicated that there is a deficit of 31,000 primary school teachers currently (UNESCO, 2003).

Table 4.7: Impact of FPE on the workload of teachers

Responses	Classteachers		Headteachers	
	Frequency	%	Frequen cy	%
Workload increased	59	88.1	29	90.6
Workload remained the same	08	11.9	03	09.4
Total	67	100	32	100

The responses on table 4.7 indicate that the increase in enrolment following the implementation of the FPE programme increased the workload of teachers. An overwhelming 88.1% of the classteachers and 90.6% of the headteachers responses concurred that there was an increase in the workload of teachers.

The education authorities need to consider employment of more teachers in primary schools if implementation of FPE is to carry on smoothly. The findings of this research have revealed to the contrary the report by UNESCO, 2003 which indicated that the majority of urban areas are overstaffed.

On teacher preparedness to implement the programme, most of them have had basic professional training as indicated earlier in table 4.2. However a few have had training on guidance and counselling (41.8%) and HIV/AIDS courses (44.8%). This is of particular importance considering that the teacher needs to handle pupils from varied backgrounds and learning abilities in the all-inclusive FPE programme. It would be advisable to encourage or make it mandatory for all classteachers to attend courses in human relations, public relations stress management, guidance and counselling as well as HIV/AIDS courses.

These finding are in line with the UNESCO recommendation that the training of educational personnel should be a continuous process. Such training should encompass pre-service training, in-service training and short seminiars and workshops. This helps in updating workers skills and thus improving performance (UNESCO, 1992).

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

The classteachers and the headteachers were asked to indicate the impact that the implementation of the FPE programme has had on some school facilities. Their responses are tabulated below.

Table 4.8: Adequacy of some school facilities and materials in implementation of FPE

Facilities	Class teachers		Head teachers	
	Adequate	Inadequate	Adequate	Inadequate
Classroom space	34.3%	61.0%	21.9%	75.0%
Toilet facilities	26.9%	71.6%	21.9%	78.1%
File &P.E facilities	37.3%	62.7%	46.9%	53.1%
Textbooks	10.4%	89.6%	09.4%	87.5%

The findings indicate that most of the facilities are not adequate. The leading in inadequacy were textbooks. 89.6% of the classteachers and 87.5% of the headteachers agreed on this. The toilet facilities followed in inadequacy with 71.6% of the classteachers and 78.1% of the headteachers concurring. 75.0% of the headteachers reported that classroom space was inadequate while 61% of the classteachers agreed with them. On The field and P.E facilities, 62.7% classteachers and 53.1% headteachers said they were inadequate. The responses show that most facilities are inadequate and urgent action needs to be taken if effective implementation of the programme is to be achieved.

It was earlier noted in the master plan for education and training 1997-2010 that physical facilities have a bearing on the quantity and quality of education. It notes that more space and furniture are necessary if enrolments are raised. A certain minimum classroom space, toilet facilities and recreation grounds are a prerequisite for quality education (Republic of Kenya, 1999).

Table 4.9: Class teachers / Head teachers rating of their schools in terms of availability and adequacy of resources to implement FPE

Responses	Class teachers		Head teachers	
	Frequency	%	Frequency	%
Well equipped	08	11.9	-	-
Fairly equipped	54	80.6	26	81.3
Ill-equipped	05	07.5	05	15.6

The headteachers and the teachers concurred on the fact that most schools are fairly equipped 81.3% and 80.6% respectively. 15.6% of the headteachers said they were ill equipped while 11.9% of the classteachers said they were well equipped. With the introduction of the FPE programme all facilities under construction were halted. The schools were advised to utilise available facilities such as social halls and churches as classrooms or employ the multishift method where some pupils attend classes in the morning and others in the afternoon to cut down costs (Republic of Kenya, 2003). The table below indicates the responses from headteachers on whether they have facilities under construction.

Table 4.10: Headteacher's responses to whether they have any facilities under construction

Responses	Frequency	%
Yes	09	28.1
No	23	71.9
Total	32	100

These findings indicate that currently there is no much construction going on in most schools only 28.1% of schools indicated that there were facilities under construction, which had hitherto been halted with the introduction of FPE. With the indication earlier that the classroom space and toilet facilities were inadequate in most schools, now coupled up with no construction going on for the same, this may mean that the problem of inadequate facilities is not about to be solved.

This calls for immediate action by the education authorities to look into possibilities of allocating funds for construction of school facilities for effective implementation of the programme.

4.7 Integration of pupils with special needs into regular schools

The FPE is an all-inclusive programme. Its goal is to keep all children including those with special needs in school. The headteachers and the classteachers were asked to indicate whether the enrolment of children with special needs increased with the introduction of the free primary education. Their responses are tabulated below.

Table 4.11: Class Teachers / Head teacher's responses on whether the enrolment of pupils with special needs increased with the implementation of FPE

	Class teachers		Head teachers	
	Frequency	%	Frequency	%
Yes	64	95.5	28	87.5
No	03	4.5	04	12.5
Total	67	100	32	100

The classteachers (95.5%) and the headteachers (87.5) concurred on the fact that the FPE programme saw an increase in enrolment of pupils with special needs. The categories of special needs and their frequency in enrolment are tabulated below.

Table 4.12: Categories of pupils with special needs enrolled due to FPE as given by Classteacher / Head Teachers.

Categories	Class teacher		Head teachers	
	Frequency	%	Frequency	%
Gifted & talented	06	09.0	02	06.3
Emotionally disturb	36	53.7	20	62.5
Over age	60	89.6	31	96.9
Partial blindness	01	01.5	02	06.3
Partial deafness	02	03.0	01	03.1
Mild physical handicapped	05	07.6	02	06.3
Slow learner	61	91.0	27	84.4
Mild mental retardation	10	14.9	05	15.6

The findings reveal that most of the special needs cases enrolled with the introduction of FPE are average, 89.6% of the classteachers and 96.9% of the headteachers reported so. High in the list also are the slow learners ranked 91% and 84.4% by the classteachers and headteachers respectively. The emotionally disturbed ranked third in the list with 53.7% classteachers and 62.5% headteachers responding on the affirmative.

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The guidelines on implementation of FPE (Republic of Kenya, 2003) indicated that some of the special needs cases needed to have undergone rehabilitation before integration into regular schools. Some of these cases included the emotionally disturbed. In this category falls the street children, slum children, drug abusers, those living with HIV/AIDS and children from broken homes among others. Others were the overage children. The table 4.13 below shows responses by the classteachers and headteachers on whether rehabilitation was done for deserving cases.

Table 4.13: Head teacher's response on whether rehabilitation was done for the deserving cases?

Responses	Frequency	%
Yes	03	09.4
No	29	90.6
Total	32	100

The finding indicates that rehabilitation was not done for the deserving special needs cases. Of the 32 headteachers who participated in the study, 90.6% of them reported that no rehabilitation was done while 9.4% said it was done.

This revelation shows that the school management and the classteachers may face bouts of indiscipline among these pupils, which may result from failure to properly integrate them. Poorly integrated pupils may eventually drop out beating the logic behind implementation of free primary education

Table 4.14 Headteachers response on whether they have teachers trained for special education

Response	Frequency	%
Yes	06	18.8
No	26	81.3
Total	32	100

Table 4.15 Teachers' response on whether they have been trained in special education

Response	Frequency	%
Yes	13	19.4
No	54	80.6
Total	67	100

Most of the headteachers (81.3%) reported that they do not have teachers who are trained in special education while the majority of the teachers (80.6%) reported that they have not had training in special education. Their handling of pupils with special needs therefore is a matter of trial and error.

This has resulted in most of them being frustrated in the process of attending to these pupils. A paltry 19.4 who said they were trained, indicated that this was through in-service. This revelation concurs with that of Luseno (1994) on the integration of handicapped children into regular school. He pointed out that most teachers are positive towards integration of pupils with special needs. however the main concern for most teachers is the anxiety over their lack of training in the required techniques.

Table 4.16: Class teachers/ head teachers' response to whether schools have facilities for special education?

Responses	Class teachers		head teachers	
	Frequency	%	Frequency	%
Yes	09	13.5	01	03.1
No	58	86.5	31	96.9
Total	67	100	32	100

Majority of the schools as indicated by the findings above have no facilities to handle special needs pupils. Despite the recommendation for integration of pupils with special needs into regular schools, no prior arrangement was made to ensure that facilities for their learning are in place. The findings of this study concur with previous research by UNESCO on government support towards special needs education. It reported that the government ha done very little to facilitate special needs education (UNESCO report, 2003).

Table 4.17: Options that headteachers and classteachers considered viable for assisting their schools cater for pupils with special needs.

Responses	Classteachers		Headteachers	
	frequency	%	frequency	%
Requesting for posting of teachers with special needs training from TSC	10	14.9	05	21.9
Organizing for in-service of regular teachers on special education	42	62.7	18	56.3
Hiring specialists in the various fields of special education	04	5.97	01	6.3
Sending learners with special Education needs to special institutions	11	16.4	06	28.1

The majority of the headteachers (56.3%) and classteachers (62.7%) recommended in-servicing of regular teachers on special needs education. This shows that most of them have a positive attitude towards the integration of special needs pupils into regular schools. Luseno (1994) also reported that most teachers had a positive attitude towards integration of handicapped children into regular school system. All they required was in-service training in special needs education.

4.8 Community participation in programme implementation in school

In the implementation of the FPE programme, the local communities are expected to create a friendly learning environment for the children.

This can be done by supporting and promoting the programme, by abolishing child labour and encouraging children to go to school, mobilising additional resources for use in schools and participating in decision making in school through school committees and parents associations (Republic of Kenya, 2003). The responses on whether the community participated in implementation of FPE were recorded in the table below.

Table 4.18: Classteachers / Headteachers response to whether the community has participated in the implementation of FPE.

Responses	Class teacher		Head teacher	
	Frequency	%	Frequency	%
Yes	20	29.9	12	37.5
No	47	70.1	20	62.5
Total	67	100	32	100

Majority of the classteachers (70.1%) and headteachers (62.5%) said that the community did not support the FPE implementation and that they had left the whole burden to the government and the school. Some teachers explained that some parents were not buying uniform for their children, some children were going to school hungry making it difficult for them to concentrate in class while others could not replace items such as pencils when the children loose them. Some were very rude to the teachers when called to school where discipline of their children was in question. A small percentage of classteachers (29.9%) and headteachers (37.5%) agreed that the community had supported the implementation of the FPE programme. The main explanation behind this response was that the community supported the programme by availing the children to school in large numbers.

4.9 A summary of responses on selected constraints and their impact in implementation of FPE

Some constraints that have been found to affect programme implementation in schools were presented to the respondents. They were expected to indicate which of the constraints had affected the implementation of Free Primary education in their schools. The summary of their responses are tabulated below.

Table 4.19: Class teachers / Head teachers responses on some constraints that impact on implementation of programmes in schools

Constraints	Class teacher		Head teacher	
	Frequency	%	Frequency	%
Poorly equipped schools	51	76.1	24	75.0
Understaffing schools	56	83.6	22	68.75
Inadequate teaching & learning materials	50	74.6	26	81.3
Negative attitude of the community towards educational support	45	67.2	25	78.1
Poor management of school funds	23	34.3	-	-
Inadequate logistical support for monitoring and evaluation	16	23.8	06	18.5
Lack of training for education staff on emerging issues in education	42	59.67	17	53.1
Uncooperative staff	-	-	11	34.4
Lack of knowledge on emerging issues	-	-	03	9.4

4.9.1 Understaffing of schools

Most of the classteachers (83.6%) and headteachers (68.75%) cited shortage of the teaching staff as a main constraint in the implementation of the FPE programme. This observation is validated by the earlier findings on the PTR ratio which was found to be 53:1. However this ratio was calculated on the average for all schools. The inequitable distribution of teachers in the schools has made some schools have a PTR of over 60:1. it is most probable that teachers from such schools will cite staffing as a major constraint.

This finding further agrees with what was earlier reported in the East African standard that there was no increase in the number of teachers despite an increase in enrolment ratios. (East African standard, 8th Jan 2003).

4.9.2 Poorly equipped schools

Majority of Classteachers (76.1%) and 75% of the headteachers concurred that poor equipment of schools is a constraint in the implementation of the FPE programme. Most schools visited had the same old classrooms. No new classrooms were found to have been constructed or under construction in response to the increase in enrolment due to the FPE programme. The existing classrooms were overcrowded with some pupils sitting on the floor in some schools such as St. Elizabeth Lunga Lunga and St. Bakhita in the heart of Mukuru slums.

4.9.3 Inadequate teaching and learning materials

This constraint ranked third for the classteachers, 74.6% of them think that inadequate teaching and learning materials have hampered the implementation of the FPE programme. For the headteachers, this constraint came up as the most pressing with 81.3% of them pointing it out as a constraint in the implementation of the FPE programme.

Most of them cited textbooks, reference books, visual aid like charts, chalk, exercise, books, pencils, dusters, sizeable chalkboard and mathematical instruments as the main materials which are inadequate.

4.9.4 Negative attitude of the community towards education support

Both the headteachers and classteachers pointed out that the community has not supported the programme. 67.2% of classteachers and 78.1% of the headteachers cited the negative attitude of the community towards education support as a constraint in the implementation process.

4.9.5 Lack of training for education staff on emerging issues in education and development

Some headteachers and classteachers felt that prior to implementation of the programme, teachers needed to have been trained and sensitised on emerging issues in education such as increase in enrolment as well as special education needs. The response from 62.68% of the classteachers and 53.1% of the headteachers indicated so.

4.9.6 Inadequate logistical support for monitoring and evaluation

Some teachers (23.8%) and headteachers (18.8%) felt that there was inadequate monitoring and evaluation however the majority felt that the proximity of the schools to the headquarters of the TSC has contributed to effective monitoring and evaluation.

4.9.7 Poor management of school funds

Some of the classteachers (34.3%) indicated that there was poor management of the FPE funds in the schools. None of the 32 headteachers involved in the study pointed out poor management of school funds as a constraint in the implementation of the FPE programme. As earlier pointed out on table 4.6, a considerable percentage (18.7%) of headteachers have not had training on financial management. It therefore follows that their ability to manage school finance could be in question.

4.9.8 Uncooperative staff

None of the 67 classteachers pointed out uncooperative staff as a constraint in the implementation of the FPE programme. However, 34.4% of the headteachers reported that some teacher were not willing to cooperate. This was particularly where they were expected to take up extra lessons because of the increased enrolment. Some were unwilling to undertake the shift programme of teaching in the morning and afternoon.

4.9.9 Lack of Knowledge on Emerging Issues

None of the classteachers involved in the study highlighted lack of knowledge as a constraint in the implementation of the FPE programme. However 9.3% of the headteachers pointed out that it was a constraint. They pointed out lack of knowledge on issues such as HIV/AIDS, increased enrolment and guidance and counselling as a major challenge to them.

CHAPTER FIVE

5.0 SUMMARY OF FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

5.1 Summary of findings on:

(a) Whether the headteachers are trained in financial management.

A good percentage of the headteachers (81.3%) have had training on financial management. A crucial 18.7% of them have not had any training on financial management, yet they are charged with managing the FPE funds.

(b) Whether the community supports the schools in implementation of the programme.

Majority of the classteachers (70.1%) and headteachers (62.5%) reported that the community has not supported the schools in the implementation of the FPE programme. The only support they attribute to the community is availing the pupils to school.

(c) Whether physical facilities are available and adequate to meet the implementation of the FPE programme.

Both the headteachers (81.3%) and the classteachers (80.6%) indicated that their schools were fairly equipped. Some of the facilities and materials they cited as being inadequate were classroom space, toilet facilities, field and PE facilities and textbooks as shown on table 4.8.

There is also a clear indication that the problem of lack of facilities is bound to persist.

This is because the findings of this study revealed that there is currently no construction work in progress in all the schools studied. 71.9% of the Headteachers confirmed this. They said that construction work had been going on prior to introduction of the FPE programme. The ministry of education had halted all construction work leaving some buildings incomplete in the process.

(d) Whether the teachers are trained to manage pupils with special needs.

This study showed that there was increase in enrolment of pupils with special education needs following the all-inclusive FPE programme. 95.5% classteachers and 87.5% headteachers confirmed this. It also showed that the majority of the special education needs cases were the overage, the slow learners and the emotionally disturbed in that order as per table 4.15. The study also revealed that there was no rehabilitation done for these cases to facilitate their successful integration into regular school. Besides, most schools do not have facilities and personnel to handle pupils with special education needs. The majority of the headteachers (81.3%) reported that they did not have trained teachers for special education. 76.1% of the classteachers indicated that they had no training in special education and required in-service training to enable them handle pupils with special needs.

(e) Whether the teachers are available and prepared to implement the programme.

The study revealed that the teachers on the ground are not enough for effective implementation of the FPE programme. The pupil teacher ratio of 53:1 is deemed too high for quality teaching (Republic of Kenya, 1999). On teacher preparedness, most of them are professionally qualified to teach primary schools. Their qualifications range from P3 to approved teacher status (ATS). An interesting revelation by the

headteachers showed that 34.4% of the teachers were uncooperative in the implementation of the FPE programme.

5.3 Conclusions

- **Financial management is crucial for all headteachers for effective implementation of the FPE funds and management of school funds. Without some basic knowledge on accounting, budgeting and auditing, the headteachers are likely to find themselves in financial quagmire.**
- **Teachers have a problem in managing pupils with special needs. Regular teachers need to be in-serviced so that they can manage pupils with special needs with less strain. In-servicing of teachers also needs to take into account emerging issues in education since new issues emerge with technology. Training should be life-long in the profession.**
- **The community has not supported the FPE programme fully. The community need to be educated on their role in the implementation of programmes in schools for their successful implementation. They need to view the school as theirs and teachers as facilitators rather than rivals.**
- **The syllabus for Pre-service training of teachers should be revised regularly to take into account emerging issues in education. In-service training of serving teachers should be made a policy issue to make it mandatory for teachers to undertake in-service courses after a given duration of service. Basic pre-service training is not sufficient in preparing teachers fully in a changing environment.**
- **The groundwork needed to have been done prior to implementation of the FPE programme. The classroom space, toilet facilities, P.E facilities, textbooks and**

stationary in general are not sufficient. Without urgent address on these facilities, the implementation will not be smooth.

5.4 Recommendations

- Training needs assessment to be carried out for primary school headteachers to identify those who have not been trained in financial management. A programme should then be instituted for them to undertake this crucial course. A permanent solution to this problem would be to train all headteacher prior to their appointment to headship. This training should not only cover financial management but all the six areas of school administration.
- The schools should organise public relations meetings with the community where each tries to understand the role of the other in the society. This will help improve school-community relations which in turn will see the community support programme implementation in schools.
- Regular schools should have facilities for special education for successful integration of pupils with special education needs. Besides in servicing regular teachers in special education, TSC should ensure that there is equitable distribution of teachers of special education in all schools. More special education teachers should be trained in the country.
- The syllabus for Pre-service training of teachers should be revised regularly and should address emerging issues in the field of education. A policy should be put in place to make in-service training mandatory and continuous. This will enable the teachers use new methods of instruction as well as keep abreast with new technology.

- **The workload of the existing teaching staff is too high for any quality teaching. The government should recruit more teachers in the primary section for effective implementation of the FPE programme.**
- **The government should allocate funds for building the required facilities and make sure the existing facilities are well maintained.**

**UNIVERSITY OF NAIROBI
EAST AFRICANA COLLECTION**

5.5 Recommendations For Further Research

The researcher recommends the following areas for further study:

- **A training needs assessment be done for the primary schools headteachers to establish the task areas that they require training.**
- **This study be replicated after two or three years to establish new constraints.**
- **A similar study should be carried out in a rural setting to present a balanced view of the findings.**

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Appendix 1: Introductory letter to Headteachers

**Salome Koskei
University of Nairobi
Department of Educational
Admin and Planning
P.o box 92
KIKUYU**

The Headteacher,
-----Primary school.

Dear Sir or Madam:

Re: Constraints Affecting Implementation Of Free Primary Education In Public Primary Schools In Nairobi Province.

I am a postgraduate student at the university of Nairobi pursuing a Masters degree in Educational Administration and Planning. I am conducting research on the Constraints Affecting Implementation of Free Primary Education in primary schools in Nairobi province. Your school has been selected to participate in the study. The respondents are the headteacher and classteachers for classes one and two.

The questionnaires are designed for the purpose of this research only and all the responses will be treated with utmost confidentiality. Your cooperation will highly be appreciated.

Faithfully,

Salome Koskei

Appendix 2: Introductory letter to the classteachers

Salome Koskei
University of Nairobi
Department of Educational
Admin and Planning
P.O Box 92,
KIKUYU

Dear Respondent

-----Primary school.

UNIVERSITY OF NAIROBI
EAST AFRICANA COLLECTION

Re: Constraints Affecting Implementation Of Free Primary Education In Public Primary Schools In Nairobi Province.

I am a postgraduate student at the university of Nairobi pursuing a Masters degree in Education Administration and Planning. I am carrying out research on the Constraints Affecting Implementation of Free Primary Education in Nairobi province. Your class has been selected to participate in the research.

Attached is a questionnaire designed for the purpose of this research only, the questionnaire is not a test hence there is no correct or wrong answer. All responses will be treated with utmost confidentiality. You need not indicate your name in any section of the questionnaire.

Thank you for your cooperation

Sincerely,

Salome Koskei

Appendix 3: Headteachers Questionnaire

You are kindly requested to complete this questionnaire by indicating your honest response by placing a tick (✓) against your option and filling in the blanks () by giving as many details as possible.

Section A: Background Information

1. Gender

- (a) Male ()
- (b) Female ().

2. Academic qualification

- (a) CPE ()
- (b) KJSE ()
- (c) KCE ()
- (d) KCPE ()
- (e) KCSE ()
- (f) KACE ()
- (g) Graduate ()
- (h) Any other, specify _____

3. Please indicate below your professional qualification.

- (a) P3 ()
- (b) P2 ()
- (c) P1 ()
- (d) S1 ()
- (e) ATS ()
- (f) Dip ()
- (g) B. Ed ()
- (h) Any other, specify _____

4. For how long have you been a headteacher?

- (a) Below 5years ()
- (b) 6 to 10 years ()
- (c) 11 to 15 years ()
- (d) 16 to 20 years ()
- (e) over 20 years ()

Section B: General Information

5. Which of the following management courses have you attended. Tick as many as applies to you.
- (a) Motivation and stress management ()
 - (b) Guidance and counselling ()
 - (c) Financial management ()
 - (d) Human resource / personnel management ()
 - (e) Public relations management ()
 - (f) HIV/AIDS courses ()
 - (g) PRISM courses. ()
 - (h) Any others specify _____
-
6. Has your school received the FPE funds?
- (a) Yes ().
 - (b) NO ().
7. If yes, how much per pupil? _____
8. Is the money adequate?
- (a) Yes ()
 - (b) NO ().
9. Did your school get an increase in enrolment following the FPE programme?
- (a) Yes ()
 - (b) No ().
10. What is the current pupil population of your school? _____
11. How many trained teachers do you have in your school? _____
12. What is the impact of FPE on the following:
- (a) Workload of teachers. Increased () Remained the same ().
 - (b) Classroom space. Adequate (). Inadequate ().
 - (c) Toilet facilities. Adequate (). Inadequate ().
 - (d) Field and P.E facilities. Adequate () inadequate ().
 - (e) Textbooks. Adequate (). Inadequate ().

13. How would you rate your school in terms of availability and adequacy facilities in implementation of FPE?
- (a) Well equipped ()
 - (b) Fairly equipped. ()
 - (c) Ill equipped ()
14. Do you have any physical facilities under construction?
- (a) Yes ()
 - (b) NO ()
15. Which of the following children with special education needs enrolled in your school following the implementation of the all-inclusive FPE?
- (a) Gifted And Talented ()
 - (b) Partial blindness ()
 - (c) Partial deafness ()
 - (d) Mild physically handicapped ()
 - (e) Partial mental retardation ()
 - (f) Emotionally disturbed ()
 - (g) Slow learners ()
 - (h) Over age ()
16. Are there categories of children with special education needs that required rehabilitation before enrolment.
- (a)Yes ()
 - (b)No ()
17. Was rehabilitation done adequately for deserving cases?
- (a) Yes ()
 - (b) NO ()
18. Does your school have teachers trained for special need education?
- (a) Yes ()
 - (b) NO ()

19. If your answer in 18 above is yes, does your school have facilities for special education?

- (a) Yes ()
- (b) NO ()

20. If your answer to 18 is no, which of the following options has your school considered.

- (a) Requested posting of trained special education teachers from TSC. ()
- (b) Organised for in-service of regular teachers in special education. ()
- (c) Hired specialists in the various fields of handicap. ()
- (d) Recommended learners with special education needs to special institutions.
().

21. Below are some constraints that headteachers experience in trying to discharge their duties in implementing various programmes in schools. Tick those that apply to your case as concerns implementation of FPE.

- (a) Poorly equipped schools. ()
- (b) Inadequate teaching and learning materials ()
- (c) Negative attitude of community toward education support. ()
- (d) Poor management of school funds. ()
- (e) Inadequate logistical support for monitoring and evaluation. ()
- (f) Lack of training for education staff on emerging issues in education and development. ()
- (g) Uncooperative teachers. ()
- (h) Lack of knowledge on the concept of FPE. ()

In your opinion, in what ways has the community supported the implementation of FPE?

Explain your answer _____

Thank you.

Appendix 4

Teachers Questionnaire

You are kindly requested to complete this questionnaire by indicating your honest response by placing a tick () against your option and filling in the blanks () by giving as many details as possible.

Section A: Background information

UNIVERSITY OF NAIROBI
EAST AFRICANA COLLECTION

1. Gender

(a) Male ()

(b) Female ()

2. Academic qualification.

(a) CPE ()

(b) KJSE ()

(c) KCE ()

(d) KCPE ()

(e) KCSE ()

(f) KACE ()

(g) Graduate ()

(h) Any other. specify _____

3. Professional qualification:

(a) P3 ()

(b) P2 ()

(c) P1 ()

(d) S1 ()

(e) ATS ()

(f) B. ED

(g) Any other. specify _____

4. **For how long have you been a class teacher?**
- (a) 0 to 5 years ()
 - (b) 6 to 10 years ()
 - (c) 11 to 15 years ()
 - (d) 16 to 20 years ()
 - (e) over twenty years ()

Section B: General Information

5. **Was there an increase in enrolment in your class following the implementation of FPE programme.**
- (a) yes (),
 - (b) NO ().
6. **Did the increased enrolment include learners with special education needs?**
- (a) Yes ()
 - (b) NO ().
7. **Which of the following categories of pupils with special needs have enrolled in your school?**
- (a) Gifted and talented ()
 - (b) Emotionally disturbed ()
 - (c) Over age ()
 - (d) Partial blindness ()
 - (e) Partial deafness ()
 - (f) Mild physical handicapped ()
 - (g) Slow learners ()
 - (h) Mild mental retardation ()
8. **Have you had any training in managing pupils with special education needs?**
- (a) Yes ()
 - (b) NO ().

9. If your answer in question 8 is yes, when were you trained?
- (a) During pre-service (in college) ()
 - (b) Through in-service ()
 - (c) Any other specify _____
10. Which of the following other courses have you done?
- (a) Guidance and counselling ()
 - (b) HIV/ AIDS seminars and workshops ()
 - (c) Motivation and stress management ()
 - (d) Financial management ()
 - (e) Public relations management ()
 - (f) Others.Specify_____
-
11. Does the school have facilities for special education?
- (a) Yes ()
 - (b) NO ()
12. If your answer to question 11 is NO, which of the following has your school undertaken.
- (a) Requested for posting of teachers with special needs training from TSC ()
 - (b) Organised for in-servicing of regular teachers on special education ()
 - (c) Hired specialists in the various fields of special education ()
 - (d) Recommended learner with special needs to special institutions ()
 - (e) Any other. Specify_____
13. What is the impact of FPE on the following in your school
- (a) Classroom space. Adequate () inadequate ()
 - (b) Work load of teachers increased () remained the same ()
 - (c) Toilet facilities. Adequate () inadequate ()
 - (d) P.E facilities adequate () inadequate ()
 - (e) Textbooks adequate () inadequate ()

14. How would you rate your school in terms of availability and adequacy of physical resources in the implementation of FPE programme.
- (a) Ill- equipped
 - (b) Moderately equipped
 - (c) Well equipped
15. The following are some constraints that have been highlighted as having an impact on implementation of programmes in schools. Tick those that apply to your school as concerns implementation of FPE programme.
- (a) Poorly equipped schools ()
 - (b) Understaffing in schools ()
 - (c) Inadequate teaching and learning materials ()
 - (d) Negative attitude of the community towards education support ()
 - (e) Poor management of school funds ()
 - (f) Inadequate logistical support for monitoring and evaluation. ()
 - (g) Lack of training for education staff on emerging issues in education and development ().
16. In your own opinion do you think the community has been supportive in the implementation of the FPE programme in schools? Explain your answer

Thank You

Appendix V: Research Authorisation by City Education office

CITY COUNCIL OF NAIROBI



TELEGRAMS "SCHOOLING"
TELEPHONE: 224251
EXT: 2422288

EDUCATION DEPARTMENT

CITY HALL ANNEXE
P.O. BOX 30298
NAIROBI

REF NO..... GL/NC/141 VOL. I/65

18th June, 2004

UNIVERSITY OF NAIROBI
EAST AFRICANA COLLECTION

All Headteachers
City Council Primary Schools
NAIROBI

RE: RESEARCH AUTHORITY

This is to certify that Salome Koskel of the University of Nairobi is authorised to visit Council schools for the purpose of carrying out a research titled "Constraints affecting implementation of Free Primary Education in Nairobi Province for the period ending on 31st December, 2004.

Therefore you are instructed to facilitate this research in your school.

JAMES M. KIBURI
SENIOR EDUCATION OFFICER 'A'
OFFICE OF CITY EDUCATION

MINISTRY OF EDUCATION, SCIENCE AND TECHNOLOGY

Telegrams: "Education", Nairobi

Telephone: Nairobi 334411

When replying please quote

Ref. No. MOEST 13/001/34C 150
and date



JOGOO HOUSE "B"

HARAMBEE AVENUE

P.O. Box 30040-00100

NAIROBI

10th June 2004

Salome Koskei
University of Nairobi
P.O. BOX 30197
NAIROBI

Dear Madam

RE: RESEARCH AUTHORISATION

Following your application for authority to conduct research on 'Constraints Affecting Implementation of Free-Primary Education in Nairobi Province, I am pleased to inform you that you have been authorised to conduct research in Nairobi for a period ending 31st December, 2004.

You are advised to report to the Provincial Commissioner and the Provincial Director of Education Nairobi before embarking on your research project.

You are further expected to deposit, two copies of your research report to this Office upon completion of your research project.

Yours faithfully

T. MOTURI
FOR: PERMANENT SECRETARY

CC
The Provincial Commissioner
Nairobi
The Provincial Director Education
Nairobi



**APPENDIX VI: Research Authorisation by Ministry of Education
Science and Technology**

APPENDIX VII: Research Authorisation by office of the president



OFFICE OF THE PRESIDENT

Telegrams:
Telephone: Nairobi 33351
When replying please quote
Ref. No. **ED.12/40 VOL.IX (135)**
and date

**PROVINCIAL COMMISSIONER
NAIROBI AREA
P.O. Box 30124-00100
NAIROBI**

15th June, 2004..... 20.....

**All Divisional District Officers
NAIROBI AREA.**

**REF: RESEARCH AUTHORIZATION
SALOME KOSKEI**

The above named has been authorized by the Permanent Secretary, Ministry of Education to conduct research on 'Constraints Affecting Implementation of Free-Primary Education in Nairobi Province.

The authority is up-to 31st December, 2004.

Please accord her the necessary assistance.


JOSEPH A. SAGERO
FOR: **PROVINCIAL COMMISSIONER
NAIROBI AREA**