

**THE FINANCIAL CHALLENGES FACING THE
MANAGEMENT OF PRIMARY SCHOOLS BY THE
HEADTEACHERS AFTER THE INTRODUCTION OF FREE
PRIMARY EDUCATION: A CASE OF WESTLANDS**

DIVISION, NAIROBI

**UNIVERSITY OF NAIROBI
EAST AFRICANA COLLECTION**

351

BY

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**A RESEARCH PROJECT SUBMITTED IN PARTIAL FULFILMENT OF THE
REQUIREMENTS FOR THE DEGREE OF MASTERS OF EDUCATION IN
EDUCATIONAL ADMINISTRATION AND PLANNING**

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DECLARATION

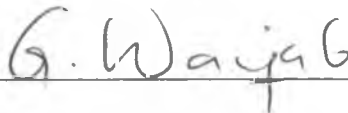
This Research Project is my original work and has not been presented for a degree in any other University.

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DEDICATION

To my uncle and 'father' the late Mwalimu George Vincent Siwolo. I could not have Masters Degree without first going through primary and secondary schools. May his soul rest in eternal peace.

To my husband, Peter Ojino Aoko, for being instrumental in the typing, printing and binding of this research and for giving me the freedom to further my education.

To my children; Joyce, David, John and Sister Mary Florence for being patient, understanding and emotionally supportive.

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I am equally appreciative to the Director of City Education, Mr. David Okech for granting me the permission to carry out the research on the primary schools.

My sincere thanks go to all the thirty-five primary school headteachers who were my respondents during the data collection. I sincerely appreciate the dedication and diligence of Mrs. Pauline A. Muriuki for typing and printing this work. Lastly, thanks to all those helpful people I have not mentioned in this space.

ABSTRACT

The study was an investigation into the financial challenges facing primary school headteachers in Westlands division, Nairobi. The study was conducted utilizing thirty five participants who included 33 primary school headteachers, one district education advisor and the Nairobi City Council Education officer. The study employed an ex post facto research description and sampling was done using the purposive sampling technique. Data were collected using the questionnaire and interview schedules.

Data analysis was carried out using the statistical package for social scientists (SPSS) utilizing both descriptive and statistical analysis procedures. Descriptive statistics used included the mean, frequency and percentages while statistical analysis was carried out using the Chi- square Test at the 0.05 level of significance.

The study established that the primary school headteachers were facing major financial challenges that put academic standards at stake. The headteachers were also found to be solely responsible for financial accounting in the schools, as they could not afford the services of accounts clerks. This means that they were over burdened with financial management as well as other administrative duties and the teaching\instruction, which they must undertake. Such workload could affect the quality of teaching whereby the headteachers are unable to cover the syllabus and prepare examination classes as required. They are also busy sorting out financial problems to the detriment of academics.

The study recommends that the government, through the Ministry of Education, should ensure that the money given to schools is sent on time to avoid delays in the procurement of basic requirements in the teaching/learning process. The government should also consider revising the method employed in deciding the amount of money to be allocated to each school. This is because different schools have different needs in respect of the facilities they have in place and their location in terms of rural and urban areas.

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Acronyms

ASAL	-	Arid and Semi Arid Lands
BEFA	-	Basic Education For All
DEB	-	District Education Board
E & T	-	Education and Training
EFA	-	Education for All
EYC	-	Elimu Yetu Coalition
GCE	-	Global Campaign for Education
GER	-	Gross Enrolment Ratio
GOK	-	Government of Kenya
KANU	-	Kenya African National Union
MOEST	-	Ministry of Education, Science and Technology
MPET	-	Master Plan for Education and Training
NAPEFA	-	National Action Plan on Education for All
NARC	-	National Rainbow Coalition
NCEOP	-	National Committee on Educational Objectives and Policies
NGO	-	Non Governmental Organizations
PEO	-	Provincial Education Officer
RAESK	-	Reform Agenda for Education Sector in Kenya
RTSRD	-	Report on the Sector Review and Development
SAPs	-	Structural Adjustment Programmes
SIMBA	-	Schools' Instructional Materials Bank Account
TIQET	-	Totally Integrated Quality Educational and Training
TSC	-	Teachers Service Commission,
TWG	-	Technical Working Group
UN	-	United Nations
UPE	-	Universal Primary Education
WCEFA	-	World Conference on Education For All

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CHAPTER ONE

INTRODUCTION

1.0 Background to the Study

The history of formal education in Kenya dates back to the time of missionaries whose arrival changed the educational scene in the country. From the onset, therefore, formal education has been seen as an instrument through which the political, social and economic expectations of a given state can be met (Sheffield: 63). The changing political trends have also resulted to the changes in education. This starts from the colonial time to the many education commissions after independence.

The basic education in Kenya starts from primary, which in essence is the first phase of Kenya's formal education. It starts from six years of age and runs for eight years. The main reason at this point is to prepare children to participate fully in the social development of the society and identify with the general goals and objectives of their society.

However, not all primary school age children get access to school. This is mostly due to financial limitations. Fortunately, the political change in Kenya also brought change in the primary education sector. The NARC Government embraced and implemented the Free Primary Education hence referred to as FPE. In doing this, the NARC government was not only fulfilling the campaign pledges, but giving its children a basic human right. The government was also living up to the expectations of many charters to which she is a signatory. These charters are part of the Global Campaign for Education, referred to as GCE. The campaign believes that free, quality basic education for every girl, boy, man and woman is not only an essential right, but an achievable goal. Each year of school

gained by each child increases her/his chances of escaping from poverty, contributes to economic growth, and strengthens the fabric of democracy (GCE). It therefore implies that each year of schooling helps a mother to protect her children from malnutrition and disease, and enables young people to defend themselves from infection with HIV/AIDS.

The Education for all had goals and strategies agreed upon by 135 world governments including Kenya at Dakar in April, 2000 during the Global Campaign for Education (GCE). These goals and strategies are:

Governments to involve citizens, groups, teachers and communities in developing concrete plans of action for delivering and sustaining free, good quality public education.

Governments to abolish fees and charges for public primary education and increase their own spending on basic education, with priority investments in schools and teachers serving the most disadvantaged groups.

The World Bank and Northern rich countries to increase aid and debt relief for basic education, and establish a mechanism to back national plans with speedy, coordinated and predictable delivery of the additional finance needed.

Civil society and organizations to hold their own governments and international institutions accountable for upholding the right to education and delivering on the Education for All (EFA).

Since most Kenyan parents are unable to finance primary education for their children, the government has to come strong into action. This is because “...*education denied is future denied* ...” (Satyarthi, 2000).

In pressing for Education for All, UNICEF Executive Director, Carol Bellamy said, *"By making sure that all boys and girls get a basic education, we will not only give them a chance of growing into independent adults who can protect their own health and rights, but we will give the next generation of children a better chance of escaping a life of poverty and hardship."* (Daily Nation, Thursday Jan 1, 2004).

In another pledge, UNICEF promised to contribute US\$2.5 million to support the Kenyan government's pledge to provide free and compulsory primary education, to fulfill the Education for All in Kenya. The funds were expected to benefit 450,000 girls and boys from class 1 to 3 with learning and teaching materials in eight districts and Nairobi (UNICEF, 15 January, 2003, Website: School Sanitation and Hygiene Education).

These kinds of statements and pledges gave the Kenyan government the confidence to go ahead and implement the Free Primary Education. However, it should be noted that developing the policy cannot be seen in isolation. There are other factors that if not checked, can undermine its implementation. One of which is the financial constraints that make it difficult to avail the facilities and resources needed for the very implementation. These constraints notwithstanding, Right to education is a fundamental human right (Bartels, 1981). In response to this, every country became conscious enough to provide education to their children in their diverse aptitudes. And all children should have equal opportunity to education, hence FPE. In this way, there will be elimination and reduction of disparities and discrimination among various children.

Kenya, like other African countries, is a signatory to many charters on Education for All and Human Rights. These charters include: UN Charter, World Congress on Education

for All, Dakar Framework for Action of April 2000, World Declaration of Education, 1990, Article 26 of the Universal Declaration for Human Rights which states that "...everyone has a right to education which shall be free and compulsory". Given the signatures of the African countries to the various charters, it is evident that the objectives of making primary education available for all children has been a feature of education policies in all African member states, Kenya being one of them.

Apart from charters, there are also articles and Acts on education. For example, Article 28 and 29 on Convention of the Rights of the Child, 1989. This convention reaffirms that; education must be accessible to all children. Section 7 of the Children's Act, 2001 states that every child is entitled to free education (The Big Issue, East African Standard, 6th January, 2003). From all the campaigns of education through charters, Acts and Declarations, and the consequent government responses, the big question every Kenya wants to ask is whether there is adequate finances for the FPE. This is from the given assumption that the facilities are inadequate, since the high enrolment is not in any way commensurate with these facilities.

It has been argued assumingly that the NARC government did not, however, expect the high enrolment in the primary schools. This has in turn put a lot of strain to the headteachers who are the people on the ground and who must make sure that the school basic requirements are in place.

Seen differently, the over-enrolment in primary schools will elevate the declining status of education in Kenya. It will boost Kenya's progress towards achieving Education for All (EFA) by 2015. The government will be in a position to prove that it has

domesticated and translated its commitments to the charters into practice. In this respect, NARC government pronounced Free Primary Education immediately it took power. As a result, an estimated 1.5 million children who were previously out of school have turned up to attend classes (United Nations, 7th February, 2003). This must have seen the bulging of classrooms and other problems directly facing the headteachers. The rise in classroom sizes following more than 100% increase in numbers meant a quick action on how to manage the classes. This situation therefore, by extension, affects the teachers and the facilities.

With all the government's goodwill, however, *"education in Kenya faces many challenges and problems, ranging from the issues of access and quality, to relevance of education and finance"* (IPAR, 1998).

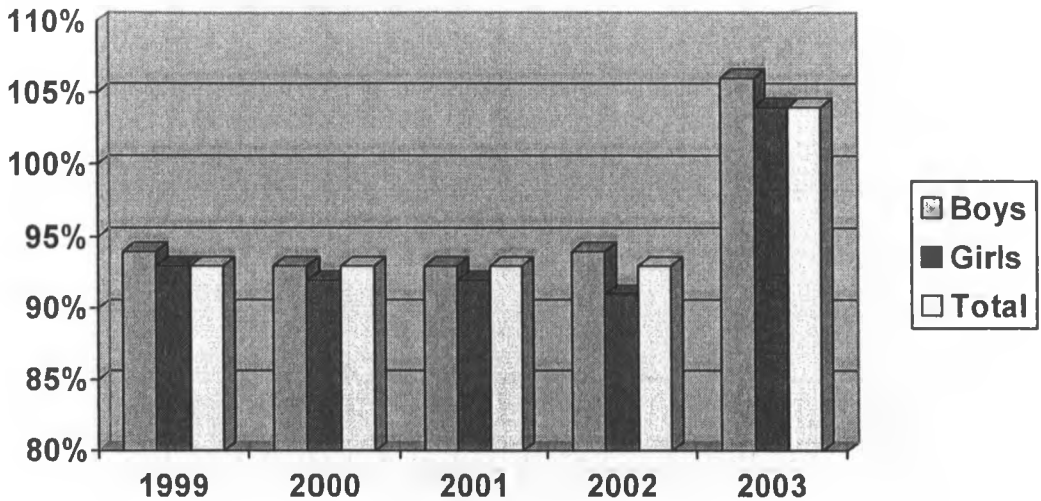
Table 1.1 below shows the enrolment before the introduction of FPE, while Figure 1.1 shows the gross enrolment rate after the introduction of Free Primary Education.

Table 1.1: Primary schools gross enrolment rates by sex, 1989-2000

YEAR	ENROLMENT ('000)			POPULATION AGED 6-13 YEAR ('000)			GROSS ENROLMENT	
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls
1989	2,766.0	2,628.1	5,394.1	2,569.7	2,547.6	5,117.3	107%	103.2%
1990	2,766.4	2,625.9	5,392.3	2,659.1	2,637.3	5,296.4	104.0%	99.6%
1991	2,797.1	2,659.0	5,456.1	2,996.0	2,971.0	5,967.0	93.4%	89.5%
1992	2,806.8	2,723.4	5,530.2	3,052.0	3,025.0	6,077.0	92.0%	90.0%
1993	2,761.1	2,667.5	5,428.6	3,106.0	3,075.0	6,181.0	88.9%	86.7%
1994	2,814.8	2,742.2	5,557.0	3,158.0	3,123.0	6,281.0	89.1%	87.8%
1995	2,802.3	2,734.1	5,536.4	3,207.0	3,168.0	6,375.0	87.4%	86.3%
1996	2,843.4	2,754.3	5,597.7	3,258.0	3,270.0	6,478.0	87.3%	85.5%
1997	2,934.0	2,830.9	5,764.9	3,306.0	3,270.0	6,576.0	88.7%	86.6%
1998	2,994.6	2,925.2	5,919.7	3,352.0	3,316.0	6,668.0	89.3%	88.2%
1999	2,993.1	2,874.6	5,867.7	3,267.5	3,222.3	6,489.8	91.6%	89.2%
2000	2,978.1	2,904.4	5,882.6	3,379.3	3,333.8	6,713.1	88.1%	87.1%

Source: MOEST, The Report of Education Sector Review and Development, Sept, 2003 pg.30.

Figure 1.1: Gross Enrolment Ratio, 1999-2003



Source: MOEST, Report of the Sector Review and Development, Sept. 2003, page 30

As is evident from Table 1.1 and Figure 1.1, the high increase of 11% Gross Enrolment Ratio in 2003 creates high financial challenges to the government, but mostly to the headteachers who must keep the larger numbers in schools.

As shown in Table 1.2 below, the urban areas can be seen to equally have financial reasons as the highest for not having children in schools. Nairobi is the largest and most densely populated urban area, hence more children who cannot go to school due to financial constraints to households. Other varied reasons are shown on Table 1.2 below.

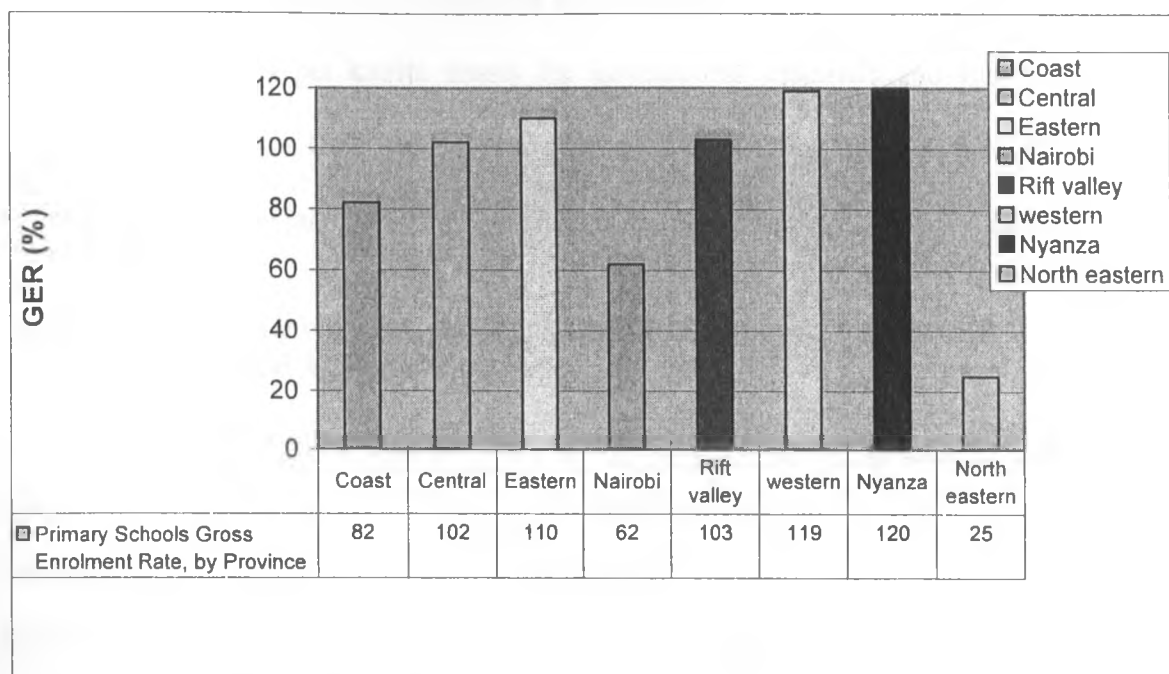
Table 1.2: Reasons why school age children do not go to school in poor households (%)

Region	Too old	Got marriage	Too far	Cannot afford	Got employed	Became an apprentice	Work at home	School uninteresting	Cultural rituals	Illness	Pregnancy	Failed exams	Other	Not stated
Central rural	1.0	5.0	0.0	23.2	1.0	3.5	0.2	19.2	0.0	0.9	4.6	11.4	28.0	2.0
Coastal rural	2.4	10.4	0.9	36.6	2.3	1.1	5.2	12.0	0.5	5.7	2.4	12.6	5.0	2.9
Eastern rural	6.0	6.9	0.9	33.3	0.3	1.4	6.1	13.2	0.3	2.1	7.3	7.2	10.1	4.8
Nyanza rural	2.3	20.3	1.3	25.6	2.0	2.2	1.8	4.7	0.3	3.9	6.6	17.0	8.8	3.2
Rift valley Rural	5.5	14.9	0.8	28.0	3.1	0.9	2.9	13.9	1.9	2.8	4.9	9.1	7.3	5.8
Western rural	1.5	10.9	1.2	33.3	0.3	0.6	0.8	9.5	0.2	2.4	2.8	6.6	23.2	7.1
Total rural	3.1	11.9	0.9	29.5	1.5	1.6	2.9	11.8	0.6	2.8	5.2	10.4	13.2	4.5
Total urban	7.9	17.3	0.4	34.2	6.3	1.3	0.5	4.1	0.1	0.7	1.9	5.0	19.0	1.2
Nairobi	9.2	18.6	0.0	31.9	6.7	1.1	0.6	2.9	0.0	0.4	0.5	4.4	22.9	0.8

Source: MOEST, Report of the Sector Review and Development, Sept. 2003, pg.31.

In 2003, when FPE was introduced, Nairobi province had a lower GER than the other seven provinces and only higher than North Eastern as shown in Figure 1.2 below. However, its urban nature, city and capital status make the schools financial requirements to be higher. The schools have facilities and services that are not found in other smaller urban and rural area schools.

Figure 1.2: 2003 Primary Schools Gross Enrolment Rate, by Province



Source: MOEST, Sept, 2003, pg.33

Despite the growth in the numbers of those enrolled at the primary school level, the GER continues to progressively drop. As intimated, the high cost to households of financing education is the main cause of the decline in this indicator. Primary GER has been negatively affected by the increased poverty at the household level which has lowered the ability to cater for the provision of education for the children; and to finance other household requirements. According to the Second Report on Poverty in Kenya (vol II, MoF&P), “30% of the children out of school cited affordability as the main reason for their non-attendance” (RESRD: 33). The high cost of education particularly to the households is partly due to the broad based curriculum that places a heavy demand on parents to provide resources for educational services (MOEST, 2003). The high cost of teaching and learning materials, fees, extra levies and other charges paid by parents at the institutional level under the cost-sharing policy constitute the overall burden. The

introduction of Free Primary Education in 2003 has, therefore, relieved the households of direct cost burden of financing education at the primary level. Under the initiative, the government allocates per capita grants for instructional materials and running costs. Arising out of this, the GER has subsequently risen to 104% as shown earlier in Figure 1.2. The annual financial allocation to schools is shown in Tables 1.3 and 1.4 below.

Table 1.3: The School's Instructional Materials, Bank Account (SIMBA); Annual Allocation per pupil.

Item	Amount in Kshs
Text books	360.00
Exercise books	210.00
Pens	5.00
Supplementary readers and reference materials	55.00
Pencils	5.00
Duster, chalk	5.000
Registers	5.00
Charts and wall maps	5.00
Total	650.00

Source: MOEST, Free Primary Education Handbook May, 2003 pg.24.

To this account, the government disburses Ksh.650 per year per child. This is supposed to be remitted in the schools accounts in April, July and December. The disbursement months are within the school calendar but the practicality of these still remains to be proved.

Table 1.4: The General Purpose Account (Operations)

Item	Amount in Kshs
Local traveling and transport	21.00
Support staff wages	112.00
Repairs, Maintenance and Improvements (RMI)	127.00
Support activities	43.00
Quality Assurance (seminars and workshops)	29.00
Electricity, Water and Conservancy (EWC)	10.00
Postage	10.00
Box rental and telephone	10.00
Contingency	6.00
Total	370

Source: MOEST, Handbook, May 2003, pg. 24.

In total, the two accounts allocate each child Kshs 1,020 per year. While this money might be adequate and even more for other schools, some find the amount inadequate. As verified from the field, a good number of primary schools in Nairobi used to charge school fees ranging from Kshs.500 to Kshs1,200 per pupil per term, an annual range of Ksh.1,500 to Kshs.3,600 as opposed to the uniform Ksh.1,020 (MOEST, 2003). Working on economies of scale, schools with more pupils will manage to settle the MOEST stipulated voteheads adequately. However, other crucial issues have not been considered.

These are:

- i) Overcrowding in schools especially those in urban slums, densely populated areas and those areas that lack physical facilities.
- ii) The high textbook pupil ration

- iii) High pupil teacher ration in some schools initially solved by committees employment of extra teachers
- iv) Lack of adequate equipment such as desks for use by the new entrants;
- v) Inadequate sanitation facilities due to high enrolments

It, however, becomes increasingly necessary to have clear policy in replacing cost-sharing with FPE. Besides enrolment, there is also the issue of expenditures as shown in

Table 1.5 below

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Table 1.5: Allocations to the Ministry of Education

Type: sub-vote	Total Amount (Kshs '000) Per Sub-Vote			
	1980/81	1999/91	1995/96	2000/01
General administration & Planning	6582.4	48.89	1,128.47	40,559.72
Primary Education	96,717.5	348.89	19.85	816.16
Teacher Education	4,844.4	14.85	8.14	145.16
Special Education	585.5	5.11	2.15	47.39
Pre-Primary Education	-	-	0.31	5.94
Secondary Education	18,089.3	98.27	16.09	691.94
Technical Education	1,456.0	7.22	13.19	790.76
Polytechnic Education	2,178.2	4.99	7.01	251.24
Higher Education	5,096.60	16,747.8	97.93	228.84
Miscellaneous services	2,333.7	2.49	4.47	-
Total Recurrent expenditure	148,931.8	582.12	1,235.85	48,404.92
General Administration and Planning	625.8	4.18	15.86	461.56
Primary Education	946.4	0.69	15.86	461.56
Teacher Education	446.5	10.09	8.46	228.68
Special Education	147.0	0.69	4.23	-
Pre-Primary Education	-	-	0.15	271.88
Secondary Education	1,779.7	5.28	12.59	9.30
Technical Education	572.4	0.28	17.71	13.33
Polytechnic Education	4,932.0	0.26	0.06	-
Higher education	1,166.8	41.74	50.72	68.43
Miscellaneous Services	446.5	0.08	-	-
Total Recurrent Expenditure	10,616.6	63.23	128.07	1,284.04
Gross total expenditure	159,548.4	645.35	1,556.62	49,693.98

Source: Elimu Yetu Coalition, Nov. 2003, pg.58.

The expenditure given in Table 1.5 is from the years 1980-2002 before the introduction of Free Primary Education. It is noteworthy, from the stipulated expenditures, that during

this year, the communities still had the obligation to fill in the gaps. Since the government experimented with free education in 1971 (ASALs) 1973 (1-4) and 1978 (1-7) and failed (RAESK, 2003:57), the concern is whether funds will be adequate for the current Free Primary Education.

As shown in Table 1.5, the expenditure in Primary education sub-sector is higher, even before the FPE. It takes the largest share for both recurrent and development expenditures. In 1980/81, the total recurrent expenditure was 148,931.8 m, with the primary sub-sector having the largest share of 96,717.5m.

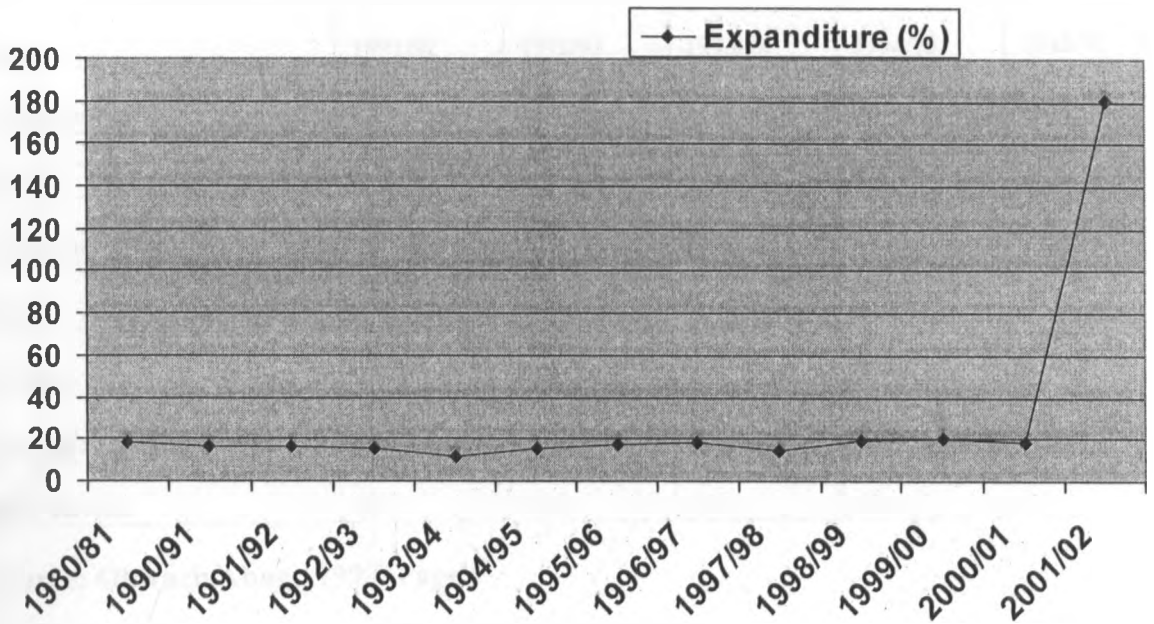
In the 1990's there was drastic reduction, probably made possible by the cost sharing introduced to make parents pay part of education cost in primary schools (Kamunge Report 1988). With the primary education being free once again from January 2003, the total expenditure in the primary sub-sector is bound to be higher than in the 1980's and 1990s. However, *"Even if the government allocation on Education takes the largest share of government budget, the largest share goes to general administration and planning, leaving very little for operations and maintenance"* (RAESK, 2003:59).

It is noted that after ten years, the development allocation is still below ten percent (Ibid.). This being the situation, the implementation stage, the schools are bound to have problems related to both enrolment and finances.

What is needed therefore is a good balance between public and private financing of education. Kenya has tried to strike this balance with mixed results. As noted in the previous sections, the independent government put a lot of emphasis on higher education, leaving a gap which communities and parents had to fill in basic education by putting up

schools. The experimentation with free education in 1971 (partial for ASALs) 1973 (partial for grades 1-4) and 1978 (entire primary segment) provided only partial short term solutions and did not last long. Figure 1.3 below confirms that rising expenditure on education is more rampant than the decreases.

Fig. 1.3 Education Expenditure as % Government total; 1981-2001/02



Source: Elimu Yetu Coalition, Nov. 2003, page 57

Education is not the only social expenditure for the government. There are other sectors competing for funds with education, as shown in Table 1.6 below. This threatens the sustainability of FPE such that adverse financial problems are most likely to be experienced at the schools, which are the implementation stages.

Overtime, financing of education, has been a partnership between the government, parents and communities even before the introduction of cost sharing in 1988. The government has always been responsible for financing teacher salaries and offering limited development finance for specific projects. Donors have also been instrumental in

funding capital projects. An analysis of government funding however, reveals that education sector has over the years continued to take the largest proportion of government budget as shown in Table 8 below leading to persistent calls for reduction. This has to be, however, revised with the introduction of FPE.

Table 1.6 The Share of Education in Public Expenditure, 1992/93-1995/96

Sector	1991/92	1992/93	1993/94	1994/95	1995/96
Administration	13	12	10	26	16
Defense	5	4	4	3	5
Education	16	14	12	15	17
Health	4	4	4	4	5
Welfare	2	2	1	2	3
Economic Services	17	16	11	12	15
Other services	45	50	58	38	39

Source: Okwach Abagi, 1997, Page.9

The share of total government expenditure taken up by education for the various years has averaged 17.0 per cent. While this seems to be a tolerable level of spending, the proportion of funds taken up by the recurrent expenditure is normally substantially higher and has over the years averaged close to 40 per cent of overall annual government budget. Granted, government spending on education in Kenya is way above what other Sub-Saharan African countries devote to education (UNDP, 2001).

Apart from the huge amount of money involved to sustain FPE, timing for funds is also a significant problem. While the public schools operate within a uniform national school calendar, some schools take so long before they receive their funds from the government.

It becomes very difficult to operate within a given term without money while the schools have to open and close at specific times. The school heads have voiced their concerns, thus, *“since October, last year (2003), the government has not sent funds to some of the schools in the district.”* (East African Standard, 8th July, 2004). The district referred to was Murang’a. *“As a result, teaching materials, especially exercise books, have run out of stock...”* (Ibid). This situation clearly implies that the delay in release of funds has thrown many schools into serious financial problems.

The sentiments on delayed funds have continued to appear in the media;

“One issue Saitoti has not addressed is the fact that schools stayed for close to six months without funds. How were they expected to run? Or did they budget, as usual, on the basis of donor goodwill, with what we didn’t have?” (East African Standard, 25th July, 2004).

1.1 Statement of the Problem

Since the pronouncement of Free Primary Education (FPE), an estimated 1.5 million children who were previously out of school have turned up to attend classes (United Nations 2003, <http://www.lrmnews.org>). This could signal an over-enrolment, a situation which might create various problems in the primary schools. The primary schools were initially run on money paid by parents, in which case the headteachers and school committees could allocate the voteheads as per the requirements they deemed viable to their individual schools. The problem therefore is how the primary headteachers have adjusted their financial management to effectively utilize limited money given by the government. Secondly there is a likelihood that school heads may not have had adequate preparation for financial management in schools hence are likely to face problems budgeting with the limited funds-disbursed for FPE.

The other possible financial challenge is that the estimated money allocated per school may be inadequate. This is because the FPE was politically motivated and there was no pilot study or plans before it was implemented. The change in the education sector, in case of the primary school sub-sector was due to change in the political system. The headteacher therefore could be having no autonomy over the funds and might find him/herself in a situation where it is difficult to distinguish between political and technical aspects of educational decisions. Their problems could also become significant in a political system where there is not yet coherent national policy on FPE as far as disbursement and amount are concerned.

It is on this basis that this research sets out to explore the financial difficulties faced by the primary school headteachers. It will also look into the way forward if the primary schools are to be effective in their operations. The basic assumptions underlying this study are that the government talks of disbursing money to schools as an urgent matter but it takes a long time before this money is received. Secondly, this money is not adequate for schools in the cities which have certain programmes that cannot be fully catered for by limited government funding. Unless there is radical change in disbursement procedure and amount allocation, many schools might find it difficult to operate as is expected.

1.2 The Purpose of the Study

The purpose of this study was to establish the financial challenges faced by the primary headteachers in running the schools. It was also to establish whether the challenges were based on inadequacy of funds, the time money is received, the headteachers financial

management skills, gender and experience. The research was intended to examine whether the parents were still willing to give any additional payment to schools after the introduction of FPE.

1.3 Objectives of the Study

The study focused on achieving the following objectives:

- i) To identify the schools' individual projects that had financial implications.
- ii) To find out if these projects were still in place after the introduction of FPE, and who financed them.
- iii) To establish the schools' budgetary requirements as compared to the amount received from the government.
- iv) To find out how the financial gap affected the operations of the schools.
- v) To establish the financial management abilities of the headteachers.
- vi) To establish how efficiently the government was remitting funds to schools.
- vii) To establish if the headteachers' gender, age, experience and qualifications have a bearing on the financial challenges.

1.4 Research Questions

The study sought to answer the following research questions.

1. What are the major financial challenges facing primary school headteachers in the management of school programmes and projects?

2. What are the causes of the financial constraints faced by public primary school headteachers in Westlands division, Nairobi?
3. How do the financial challenges faced by the headteachers affect the running of primary schools?
4. What are the possible solutions to the financial challenges encountered by school administrators in the running of primary schools?

1.5 The Significance of the Study

The findings of this study are important for education planners, parents and Kenyans at large. It established the financial constraints caused by the abrupt implementation of FPE. To the parents, this study may reduce their over-reliance on the government to provide every facility essential to the children by their reluctance to fund any relevant programmes or projects in the school. The findings could also minimize the over-excitement among parents about FPE so that they can realize they still have a financial role to play in the schools.

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The study findings could also help the government to consider putting in place appropriate disbursement policy and procedure so that the schools are not kept waiting for the funds for long. They will, by extension, motivate proper planning of the FPE in the subsequent years so that the system is not rendered a failure and mere campaign tool, which might collapse in future.

1.6 Limitations of the Study

The study used questionnaires and interviews. However, the responses of the respondents could not be controlled by the researcher. The research was concentrated in Westlands division which is the up market area of Nairobi province and may not have been representative of the other schools in Kenya. The findings might not, therefore, allow wider generalization. There was, by the time this study was conducted, scanty research done on Free Primary Education, which limited the basis of comparison for a strong argument and literature review. Westlands Division also had fewer schools than

was required for the study. This meant that other schools had to be from a different division, Lang'ata, which shares the same characteristics with Westlands.

1.7 Delimitations

The study was confined to Westlands division of Nairobi province. Westlands division has two zones, Kilimani and Parklands. This division is normally viewed as the affluent and upper class side of Nairobi. The primary data was collected from the schools' financial records, development plans and voteheads. Included was the schools' Divisional Advisor who was interviewed. This was because the divisional advisor and the headteachers are the ones entrusted with authority to collect funds. Since Westlands had only 25 schools, 9 other schools from Lang'ata division were sampled and questionnaires given.

1.8 Basic Assumptions

The research was based on the following basic assumption;

- i) That there was no pilot study or proper financial planning before the FPE was put in place.
- ii) That the headteachers, and by extension the government were ill prepared for the big numbers in schools.
- iii) That there was no study of the various schools and their individual financial requirements based on the pertinent programmes or projects they have in place.

- iv) That the concept of “Free Primary Education” is perceived differently by parents, headteachers and the government.
- v) That educationists and other stakeholders were not involved in the planning of FPE.
- vi) That headteachers are not adequately trained to handle the finances of the schools.
- vii) That all schools are given the same amount of money per child, irrespective of the different nature of schools on the basis of urban and rural schools.
- viii) That parents in the schools under research are not willing to pay any additional money to schools.

1.9 Definition of Significant Terms

Basic Education	–	The Education or learning experiences and opportunity of exposure to children so as to develop their potential for leading a reasonable human life in society
Budget	–	Laid down items and the corresponding amount to
City Council	–	Administrative area in Nairobi Province under the jurisdiction of the Ministry of Local Government
Division	–	A comparatively small administrative area of Nairobi province under the Divisional Officer
Financial Challenges	–	Problem, related to Money, finances or funds.
Free Education	–	Primary schooling without any levies charged to parents

Headteacher	–	The administrator of a school appointed by the Teachers' Service Commission in accordance with Education Act Cap 211
Household	–	Individual families composed of father, mother and children
Primary Education	–	The basic education from class 1-8
Province	–	A smaller administrative area of a country (there are eight provinces in Kenya)
Zone	–	A smaller administrative area of a division

1.10 Organization of the Study

The study is organized into five chapters. Chapter one has the following sub-topics: Background of the study, statement of the problem, purpose of the study, objectives of the study, research questions, significance of the study, limitations, delimitations, basic assumptions, definition of the significant terms and organization of the study.

Chapter Two contains the review of literature related to the study. This is arranged into various sub-topics: trends towards education reform in Kenya, pre-colonial education commission, post-colonial education committees and working parties, the review of education in Kenya, education system amendments, the master plan on education and training, overview of free primary education, the governments preparedness for free primary education, framework of action for the implementation of free primary education, primary education and financing, education vis-à-vis the economic ability, essence of budgeting in school financial management, possible causes of financial

challenges, possible reasons for the financial challenges and summary of literature review. The chapter also contains the conceptual framework.

Chapter three contains research methodology discussed under the following sub-topics; research design, target population, sampling procedures, research instruments, validity of the instruments, reliability of the instruments, data collection procedures and data analysis techniques.

Chapter four entails data analysis and interpretation. This has the following sub-topics; questionnaire return rate, analysis of the collected data, summary of the data analysis and interpretation.

Chapter five is on summary, conclusions and recommendations. It has the following sub-topics; summary, findings, conclusions, recommendations and suggestions for further research.

CHAPTER TWO

LITERATURE REVIEW

2.0 Introduction

This chapter contains literature reviewed for the study. The research on the Free Primary Education (FPE) is unfortunately, still unavailable. This is because it is a new programme introduced in the country in the wake of a new political regime in January 2003. The literature mentioned here are, therefore, works related to education in general. Those on FPE are the declarations and projected plans for the FPE as a world agreement during the two meetings, Jomtien (1990) and Dakar (2000).

For the researcher this is a purely unresearched area and the literature only gives an insight. These include the Master Plan on Education and Training (MPET) for January 1997-2010 of September 1998, Government policy statements, report of previous commissions, research and consultancy reports, workshops, and the national budget.

From the reviewed literature, the following sub-topics have been developed: Trends towards Education Reform in Kenya, the review of education in Kenya, overview of Free Primary Education, Primary Education cost and financing, and, possible causes of financial challenges in primary schools.

2.1 Trends towards Education Reform in Kenya

Education reform in Kenya started way back before independence and has continued up to the present day with the current implementation of FPE. Hence, attempts and efforts to put policy instruments in place to control and regulate development of education in

Kenya can be traced from the advent of the missionaries and colonial settlements in the late 19th century, (Bogonko, 1992).

Education moved from traditional informal education to formal education (Ibid). This saw the development of Education commissions categorized as pre-independence and post independence Education commissions. These are briefly looked at as a background for the continued government attempts to improve education in Kenya, not only in terms of enrolment and quantity, but also quality.

2.1.1 Pre-Colonial Education Commissions

The recommendations of Fraser Report of 1968 marked the beginning of the government involvement in management and control of education development in Kenya. Fraser, a former principal of a Teachers' college in Bombay, India who was appointed Education Advisor to the British East Africa urged the colonial government to take greater responsibility in Education. Education, he said, was to be relevant to the community. Of more relevance here was his recommendation for grant-in-aid allocated to education of various communities (Bogonko, 1992).

The issue of Government involvement in financing of education is, therefore, not foreign. As much as the communities could contribute in kind, the major financial budget was the jurisdiction of the government. It is noteworthy that the household financial abilities has always been varied, a case which can be inhibitive to basic schooling attainment for some children.

The Phelps Stokes Commission of 1924 re-emphasized the Fraser report thereby accelerating the government involvement in education. It pronounced an Education ordinance in 1924, but the Africans still demanded better education. In 1949, the Beecher Report recommended the 4-4-4 (4 years primary, 4 years intermediate and 4 years secondary) education system. This was a departure from 6-2-4 system introduced in 1924 by the Education ordinance. The Beecher report recommended more strict supervision and control of primary education and closer collaboration between government and missionaries in the provision of education (RAESK, 2003:4). This implies that at every period, the government still needs collaboration in matters of education. This could be the household, communities, donors, individuals and NGOs.

In 1951, there was the Binns Report which recommended the need to revise the 4-4-4 education structure to 6-2-4. Although the pre-independence education commissions did not fully meet the African demands for education, they were a big step towards developing a relevant education for the Africans. Education at that time was also faced with challenges resulting from finances, curriculum content and supervision.

2.1.2 Post Colonial Education Committees and Working Parties

It can be noted that the education commissions did not stop with attainment of independence in 1963. The government has continued making enquiries into education so as to be able to meet the educational expectations of the citizens. The first education commission after independence was chaired by Prof. Simeon Ominde (Ominde, 1964). After independence Kenya was riddled with many challenges which needed realistic

policies to address. The government hence constituted several committees and commissions to determine the way forward for education.

In its election manifesto, the then ruling party KANU had promised, among other things, provision of Universal Primary Education (UPE). KANU, therefore, formed the Kenya Education commission (Republic of Kenya, 1964) under the chairmanship of Prof. Simeon Ominde to look into Education system in Kenya and advise the government on the formulation and implementation of national Educational policy, (RAESK 2003:6-7).

However, while University education became almost free in terms of direct costs which were borne mostly by the government, the parents met the cost of primary education. This showed that KANU had reneged on its promise of seven years free primary education in the 1963 KANU manifesto. In 1971, there was a presidential decree to outlaw the fees (Bogonko, 1992).

There were also other education developments, which are not fully covered in this research. Of significance, however, is the development of the Education Act which has been criticized of not including specific policy measures of Education.

The second major national commission to look into the education system was the National Committee on Educational Objectives and Policies (NCEOP, 1981). This is aptly referred to as the Gachathi committee report. It was constituted against a background of a presidential decree to abolish tuition fees in ASAL districts in 1971 and the second decree of 1973 which abolished fee for pupils in classes 1-4 (RAESK:2003:9). Among other recommendations, was the extension of seven years primary education to 9 years, thus 9-4-2-3. However, not much was done by the government about the

recommendations. This did not stop the constitution of other commissions, which could imply that the quest for “better” education policy remained indefinite.

In 1981, another committee was constituted. This was the presidential working party on the establishment of a second university, (Mackay Report, 1981). This is also referred to as the Mackay Report of 1981. This committee recommended an overhaul of the education system, replacing the 7-4-2-3 system of education with the 8-4-4. This meant extension of primary education by one year and adding one more year on average to university education. The system as much as was abhorred by the majority was hurriedly implemented with the ministry of Education just being given one year to fully prepare and launch it. It was finally concluded in 1984.

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In the ensuing period, the system received a lot of criticisms due to the budget it placed on the parents, students and the government. Its problems ranged from lack of teachers prepared for the curriculum of the technical subjects, high costs of putting up the workshops, home science rooms, laboratories, maintaining school gardens especially for ASAL areas. Given all the burdens of 8-4-4, there were high rate of drop out, low completion and transition rates. This in turn defeated the efforts of achieving UPE (RAESK, 2003:11).

2.2 The Review of Education in Kenya

2.2.1 The Cost Sharing

The recommendation for cost sharing in Education was from Kamunge report also under the post-independence education commissions. Like the others before, it was constituted

to look further into Education reforms in the country, hence it was called "*The presidential working party on Education and main power training for the next Decade and Beyond, 1988*" (Kamunge Commission, 1988).

The year 1988 was a turning point for education sector in Africa in general and Kenya in particular. This was the time government endorsed the user fees for recovery of education costs (World Bank, 1988). It was just after the World Bank had recommended the in famous Structural Adjustment programmes (SAPs).

The Kamunge Report, in consideration of the World Bank recommendations institutionalized cost sharing in education. This was meant to reduce the government expenditure on education (RAESK:11).

Under the new framework the government's role was to meet salaries of teachers, funds for educational administration and funds for limited school facilities. Parents were to provide tuition fee, text books, activity and examination fees. Communities were to put physical structures and ensure their maintenance. The presidential working party, in essence, transferred the bulk of education costs from the government to parents and communities. The result was low enrolment, dropouts, repetition and low transition rate (RDSRD: 32-37). The drastic alteration in the financing of education impacted very negatively on education. This in a way worked to the gratification of the wishes of the World Bank and IMF. The question at this point is whether the two bodies will be ready to fully sustain the financing of the FPE which has heavier financial burden on the government than before. So far, the Kamunge report remains the only credible policy

document guiding the education sector after the Master Plan of Education and Training, 1997-2010, was shelved (RAESK:12).

2.2.2 Education System Amendments

Since the introduction of the 8-4-4 system, there has been opposition to it, albeit in the background. However, its review was promised by the then president, Daniel arap Moi, in the run down to 1997 general elections. After winning the elections, the president appointed a commission of enquiry into the Education system of Kenya, vide a Gazette notice on 14th May 1998. This commission is aptly referred to as the Koech Report, 1998. The commission was overwhelmingly in favour of scrapping the 8-4-4 system. The report was referred to as TIQET (Totally Integrated Quality Education and Training). It recommended the replacement of 8-4-4 with the former 7-4-2-3, though gave it a new explanation. Their main reason for the replacement of the 8-4-4 was its problems in implementation and co-ordination among other recommendations. Of significance to the research, is the recommendation that basic education should be expanded to 12 years to include both primary and secondary schooling. This implies that in providing FPE as a basic human right and education, the government would have to fund the secondary Education as well.

At the end of the enquiry and report, even the noble recommendation could not be implemented due to what the government of the time termed financially impractical. The government did not have funds for the changes. This can be easily understood as a political reaction since originally the government had done no cost analysis and had no financial basis to disregard the changes advocated by the inquiry. The adamant disregard,

however, became apparently political when a team of educationists and economists indicated that the implementation was possible within the current budgeting premises with just minor adjustment (Abagi, et.al.2000).

2.2.3 The Master Plan on Education and Training, 1997-2010

This master plan, referred to as MPET, was also an attempt to reform the education sector like all the other commissions. Its recommendations were not implemented. While the other reports particularly Koech was not implemented on the reason of financial implications, the MPET was simply shelved and forgotten, without any explanation (RAESK, 2003). One of its aims, however, was to rationalize the finance and governance of Education and Training (E & T) so as to facilitate efficient and effective allocation, mobilization and utilization of resources.

Among other key areas it covered was the reduction of education cost to parents without necessarily increasing budgetary allocation from the exchequer (GoK; 2003).

Given the non-implementation of some of the recommendations of the education reports, the current introduction of FPE could be envisaged as firmly rooted since, from the onset, it was politically motivated. All the stakeholders are watching with concern its sustainability given that it still has no legal framework. The other cause of concern is that it has high financial implications, most of the funding coming from donations and grants. The concern also emanates from the fact that in a political arena, constraints on the success of educational planning arise from the lack of clear national aims and policies. There is also failure to distinguish between political and technical aspects of educational decisions (Rusco, 1969).

It must be noted, though, that there has always been deliberate and persistent attempts to enhance education sector depicted through the numerous working parties and commissions.

2.3 Overview of Free Primary Education (FPE)

The introduction of the FPE is seen as an achievement since for the first time in the history of Kenya, education in public primary schools cost for all classes is out of the household budget. The out of pocket expenditure for uniform, shoes and other personal requirements are considered manageable, hence not a burden to parents.

The introduction of FPE education was an effort to achieve the Basic Education for All (BEFA) and an effort to attain the universal primary Education (UPE) by 2015 as stipulated in the Dakar declaration of 1990.

It is important to note that even before the Jomtien Declaration of 1990, Kenya had free primary education in specific areas through certain decrees. These were:

- a) Elimination of fees in semi-arid areas.
- b) Free education for needy cases throughout the country.
- c) Provision of free primary education for the first four years of primary education.

This move was to fulfill the Addis Ababa Conference of 1961 (Bogonko, 1988). In the independence era, free education remained the priority of the government of Kenya.

In pronouncing the FPE in January 2003, the government of Kenya lifted a decade of stagnation in the implementation of the Jomtien meeting of 1990. The declaration of FPE also corrected the declining status of education in terms of Gross Enrolment Ratio (GER). The only concern about the FPE is that it was political and not a systematic decision arising from a systematic planning process (Abagi: 20). There is also a misconception of most people and planning technicians that the power and ultimate authority to change and plan for education is the prerogative and exclusive privilege of the highest political authority in the land (Forojalla: 67).

2.3.1 Increased enrolment in Primary Schools

“Although primary school enrolment has continued to grow over time, there has been an increasing number of school going children who are out of school.” (GOK, TWG, 38).

With the introduction of FPE, the enrolment increased from GER of 92% in 2000, to 104% in 2003. The increase is clearly manifested in individual schools.

The low enrolment in the earlier years was due to varying reasons, but the most significant one was the inability to pay the tuition fee particularly after the introduction of 8-4-4. Most households could not afford. The impact of FPE was hence the high enrolment in schools for those who had wanted to take their children to schools. The FPE objective as can be seen is to address the declining enrolments. Table 3 on pg.9 shows the various reasons why there were low enrolments in various provinces. The cost factor ranks the highest.

The government of Kenya came up with the National Action Plan on Education For All to spell out the target objective, and strategies to be adopted in order to achieve the stated

objectives, activities to be undertaken in addressing the objectives, performance indicators, implementing agents and the resources required. From the onset, there is no mention or focus on the challenges that would face the schools. It is only the critical challenges facing the country as a whole that are cited but it is arguably right to say that if there are national challenges, then there are specific challenges at the school level. It can be said that before 2003, the enrolment was low due to high cost of financing education for households (MOEST: 30-31). To minimize resultant challenges, it is important to plan and analyze the available resources and the bottlenecks likely to impede the realization of desired goals. Planning will also give a national sense of direction.

2.3.2 The Government preparedness for the FPE

From the period of the Kamunge report of 1998, there has been cost sharing in education. This is the case where the government pays teachers while the other out of pocket expenditures, as well as facilities are provided by parents (MPET: xviii). The focus of the Master Plan on Education and Training (MPET 1997-2010, 1998) was not on FPE. Even on the consideration of a national state funding the emphasis was only on cost effective measures such as raising the pupil per teacher ratio. The cost sharing was still in place (MPET: xii) until January, 2003. From the integrated external funding, the Government of Kenya stands at increasing efficiency. This is hoped to be achieved through changing from current project based approach to programmatic mode. In which case, the donor or lender funds are channeled to the Government of Kenya's priority programmes which should be sustainable in the long-term (MPET: xiii). There is no specific mention of FPE.

With all these measures in place, the picture is that African Education system today is in a state of crisis as a result of the greater crises of economy that have engulfed the continent for over a decade (Forojalla:299).

Therefore, the Kenyan Government, in introducing FPE, needs to streamline and modernize the management capabilities in areas of costing, budgeting and financing. There is bound to be increases in cost for expansion and maintaining the system. Coombs (1968) observes that "*each year educational system needs more finances simply to accomplish the same results as the previous year*" (Ibid). It implies that to realize the gap between aspirations and actual possibilities there must be planning in Education.

In the terms of reference (MPET, 1988), the prepositions and issues in Education and Training (E &T), the plan points out the right of every Kenyan to basic welfare provision including education and the obligation of the Government of Kenya to provide Education opportunity to all Kenyans. This did not imply that the government will provide FPE. Hence at this point in time, the provision of the FPE still hanged in the balance.

Since 1970, there has been increasing concern that allocation to Education and Training (E & T) would lead to emasculation of Government of Kenya investments in other spheres of economy particularly development of the infrastructure necessary for economic advancement. By 1985, the E & T sector was consuming over 40% of the civil public recurrent budget (MPET:4). It is important to note that at this time the FPE had not been introduced. It follows, therefore, that with the introduction of FPE, the budget for education particularly primary sub-sector would go up. In sharing this general allocation

to all primary schools, each school would probably get far below what they used to collect from parents therefore posing financial challenge to school headteachers.

In the MPET the user costs were to be increased, where parents and communities provide physical facilities for schools instructional materials and remuneration of non-teaching staff. Regular supply of text books to all primary schools and other essential materials were to be stopped. This in essence was to increase cost sharing (GoK, 1998). The FPE essentially brings a halt to this projection and the government is to take over the mandatory financial needs of the schools. That is where the challenges to school heads come in when the money is finally disbursed to schools. Ironically, with the over enrolment in schools due to FPE, the schools need more money than they had. As a requirement, the heads must be instructed and guided by clear accountability norms in a situation where funds are grossly inefficient. They are to manage the funds efficiently and effectively and treat the FPE programme as sustainable in the long run.

2.3.3 Framework of Action for the Implementation of FPE

It has been mentioned earlier that the FPE was politically implemented without prior planning. This, arguably, might make it difficult to sustain the programme particularly the financial factors. Even before declaration of UPE, it has not been easy to implement the free primary education, let alone the universal one (Bagonko: 115). By 1982, Kenya had not attained anything near universal primary education (Ibid, 116). This implies that there were financial constraints, hindering the fulfillment of the promise. Before the implementation of the FPE, the following issues should have been undertaken (Ayot: 110).

- i) Evaluation of existing mechanism before new one is put into practice;
- ii) Rehabilitating dilapidated facilities in a school;
- iii) Developing a supportive policy context (EFA, art.8);
- iv) Mobilizing resources, both financial and human.

Despite the strategies, it is important to note that all the undertaking depends on political commitments and political will besides the appropriate fiscal measures. These can also be reinforced by educational policy reforms and institutional strengthening. Proper action framework at the top means easy and manageable implementation at the schools which is where the real task of achieving the goals lies. Hence, challenges and difficulties at the top also spill over to the schools. By extension, delay in donor funds means delay in disbursement to schools. Inadequate donor funding, means inadequate funds for the schools. The margins of funds in school have been given earlier and the disparities gives an insight of the difficulties the school heads might be facing in the wake of FPE.

2.4 Primary Education Cost and Financing

Allocating funds to FPE implies public spending the bulk of national funds in a demand constrained economy. *"In this demand constrained economy, public spending can be wise or foolish, appropriate or inappropriate, effective or ineffective."* (Edward Nell, 1988). This applies to this particular case where the allocation and disbursement of funds to schools is arbitrarily done without prior piloting. It is difficult to know on what basis the amount sent per child to schools is pegged. Working on economy of scale, it could be less or more, putting school headteachers in a challenging situation.

On the other hand, given the lack of piloting, the FPE program could be merely squandering resources and overusing costs, since the programme *per se* gives an incentive to overspend. The situation, therefore, makes the system as a whole to suffer from shortages in the face of financing unnecessary demands. In allocating finances to education, several questions are bound to be asked (Ayot H.O, 1992).

Is education an investment or consumption or both?

If it is an investment, how should that investment be allocated between different levels and types of education?

How does its return compare with those of other investments?

What are its contributions to socio-economic development?

How should it be financed?

While these questions are being considered, it is important to note that different methods of financing have different social effects. On the other hand, the supporters of FPE reaffirm the importance of investing in education particularly at the basic level. This is to help lay the foundation for the sustainable and equitable human development (WCFA, Final Report). The final report also asserts that the financing of basic education should be the responsibility of the government.

2.4.1 Education Cost vis-à-vis the Economic Ability

As much as education has been financed by parents, harambees, bursaries and committees, large percentage of GNP still goes to education. There is hence a feeling that state spending on education should be reduced, or growth of education strictly controlled (Ayot H.O; 1989). This in itself, by extension, puts threats on the FPE education since the amount could be reduced from the current Kshs 1,020 per child per year (GoK, TWG, 2003) to less. This would have varied effects on the running of the schools.

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The other contention is the problem of financing education from the public budget which proves to be the strategic issue facing the sector. *"Although the cost of education is currently borne by public and private sector, the share of public expenditure on education has become an issue of major concern..."* (GoK, 1989/93: 212-213).

Mutua and Namaswa (1988: 20) contend that little attempt has been made to relate educational inputs to the economic ability to finance it. Hence, there has to be controlled disbursement due to competition from other sectors. Funds sent to schools are, therefore, still inadequate as much as Kenya Government has given emphasis to the primary education (GOK, 1988:12). With the noble course, and commitment, funds need proper management. There is always hope that funding from international and bilateral donors would be forthcoming. It is noteworthy that finances have been a problem even during the colonial era and the government continued to give grants to missionaries for African education. The government financial support was high in primary schools and out of the 47 primary schools government aided 41 (Bogonko: 34).

In the current era, most parents are also financially incapacitated despite their desire to educate their children. As Prof. Bennaars puts it, *"For sure, the educational situation in the third world, including Africa, is not only problematic, it is very critical indeed."* (Bennaars: 56). This critical situation is mainly due to inability to finance education. The same situation is also echoed by Coombs, when he says that, despite valiant efforts to extend formal schooling, only a meager fraction of boys and girls are getting a full and effective schooling, (Coombs, 1968). It is arguably correct, therefore, that when FPE was introduced, the number was higher than could have been expected.

The future of FPE and the reliance by school heads on more funds is threatened by the fact that there is very high competition between education and other sectors while many households are unable to finance education. The MPET reiterates thus' *"Due to the rapidly growing population and down turn in the economy accompanied by high cost of living, many families cannot meet their share of cost sharing of Education. The nation as a whole experiences constrain, in sharing GNP money among the different sectors. It is even more constraining to invest in social services such as education"* (GoK, MPET: 33).

Compared to other countries, Kenya's expenditure on education is the highest at 1,404 per capita GNP and at 7.4% of GDP. The total government expenditure on education is at 23.7% (MOEST: 22). This will become higher with the introduction of the FPE because all the facilities such as buildings, latrines, instructional materials have become inadequate and need improvement. It is an educational investment whose outcome does not necessarily depend on the high spending. As much as the household was more affected from 1989 with the introduction of cost sharing (Kamunge Report, 1988), this has been reversed with the introduction of FPE (MOEST: 32-33). However, this focus, as

much as it is aimed at achieving a net enrolment of 100%, it is not based on estimation of an optimal limit cost (MOEST: 24). The table on expenditure shows that primary education sub-sector is the largest. This amount is bound to increase with the introduction of FPE. The increase does not imply its adequacy to cater for the schools' financial requirements.

2.4.2 Essence of Budgeting in School Financial Management

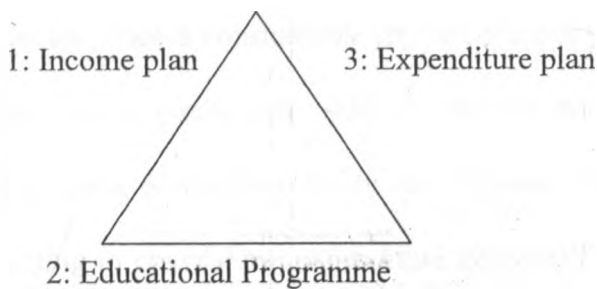
“Financial management in Education is concerned with the cost of education, sources of income to meet the educational costs and the spending of the income in an objective manner in order to achieve educational objectives” (Okumbe: 196). The emphasis here is on objective manner of spending to achieve the educational objectives because this is where the challenge lies for school heads. The question is, how objectively do they budget with money disbursed to them so that the objectives are met? How do they fit the funds in the school voteheads, some of which are not catered for, given that the funds disbursed are just from estimations? (EYC: 32).

In the FPE Programme, headteachers are allowed to charge additional levies after certain procedures (MOEST: 4). At the same time the parents expect cost benefit and cost effectiveness and are reluctant to pay additional levies. This in turn poses a big challenge on the school head, who must keep the school operational.

For proper financial management a budget must be put in place. This is because *“...an educational organization must have an educational plan with an estimate of the amount of money to be received and the amount of money to be spent in order to achieve the educational objectives”* (Okumbe:197). It becomes difficult to balance the receipts and

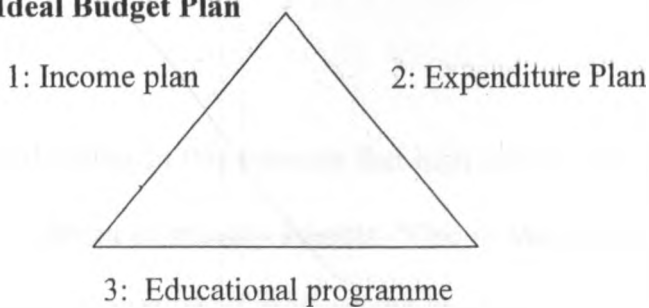
the expenditure in a case where the estimated receipt is less than expenditure projected. In a situation where the disbursement is late, it becomes difficult because “a budget plan is usually made for a given period of time, usually one year. And a well formulated organizational or school budget should consist of educational plan, an expenditure plan and a revenue plan” (Okumbe: 11). The delay in disbursement can interfere adversely with the budget and operations of school plans. The question then is whether the schools do the budget and wait for funds or wait to get the funds then do the budget. Whichever way the budget must be done, following a particular plan. Examples of budget plans are The Model Budget Plan and The ideal Budget Plan shown below.

Fig. 2.1: The Traditional budget Plan



Source: Okumbe, 1998, pg.201

In this budget plan, “income is identified as the first component in school budgeting.” The education managers make financial requests in terms of costs and not educational programmes. A case which, according to Okumbe, should be revised if education has to compete equitably for public funds (Okumbe: 2001).

Fig. 2.2: The Ideal Budget Plan

Source: Okumbe: 1998, pg.201

In this plan the “*educational programmes is the first component, followed by expenditure and then income*” (Okumbe: 208). The ideal budget plan has led to the construction of the planning, programming and budgeting system referred to as PPBS.

Every organization needs considerable amount of money in order to finance its functions. Such money covers employees’ salaries, the purchases of equipment and supplies, general maintenance and other relevant and necessary financial needs. Without adequate funds, budgeting to cover these expenditure items will be difficult and the organization will not function efficiently, (Mbiti: 10).

The salary payments are not only for the subordinate workers but also the teachers employed by the school to supplement TSC teachers. Since the TSC does not employ any more teachers, there has been understaffing in schools giving the ratio of 1:50 instead of 1:40. With FPE, this ratio is likely to increase.

No organization can expect efficiency in its operations without social planning. This planning is not only for manpower and equipment, but also in terms of funds. The funds

should, therefore, be availed in good time so that proper planning and budgeting can be done (Mbiti: 11)

It has been noted earlier in this research that high cost of education has been the major cause of low enrolment in primary schools. *“One of the contributing factors to the high costs has been poor management skills among headteachers and inadequate mechanisms for enforcing accountability and transparency in mobilization and utilization of resource, including levies at the school level”* (MOEST: 32).

To finance the primary education in order to achieve EFA goals, there is a plan to source funds from government, NGOs and other development partners. The implied situation here is that the country cannot raise funds without soliciting for funds somewhere else. Whether these other sources will be willing or not to donate adequate funds pose serious challenge and threat to the FPE as a whole and to the individual schools in particular.

The introduction of the FPE is a departure from cost-sharing which was introduced in 1988 (Kamunge Report, 1988). The cost sharing, with no clear guidance, had been left to the discretion of the community. This in turn brought disparity in funds collected in schools. The standardized funds to all the schools therefore, are bound to create financial challenges to the headteachers. There are those schools that used to collect less than what they receive with FPE. Some schools collected more. The challenges are, therefore, varied.

As of June 2003, the government had disbursed a total of Kshs. 4.6 billion with the treasury, Kshs 519 million to over 17,000 primary schools in January, followed by the disbursement of Kshs. 3 billion in April and 1 billion in June (RAESK: 32).

The government estimated that expenditure of Kshs 1,020 per child will enable schools to meet all their budgetary requirements, the estimate could either be above or below the schools financial requirements.

At the same time, the schools whose budgetary requirements cannot be met by the money disbursed by the government has to follow a procedure to charge additional levies. *“School heads and committee must get approval from the Ministry of Education (MOEST) to charge additional levies and the request must be sent through the District Education Officer (AEO) after consensus among parents on the need of the levy. The District Education Board (DEB) will then submit the request to the provincial Education officer (PEO) for forwarding to MOEST headquarters for consideration. Schools should only make additional charges after approval to do so”* (MOEST handout: 2003:4). The procedure is very tedious and the question is for how long the school has to wait for the funds so as to keep operating effectively.

It therefore, implies that certain specific programmes, facility, services earlier initiated by the school through its committee have to be postponed indefinitely to await approval for levies by the ministry. These facilities and services include hot lunch, swimming lessons, bus project, computer project, certain sports and games.

2.4.3 Possible Causes of Financial Challenges in Primary schools

It has been mentioned earlier that the challenges experienced at the top boils down to schools. *“The main problem faced by the low-income and adjusting countries is rising educational expenditures, with the insufficient financial resources in supporting*

appropriate levels of spending across the wide range of public sector activities, (Coldough, 1993).

The FPE financial challenges by extension affect the school heads. Project outcomes depend not only on their initial design, but also on their implementation too. Often those who come up with policies are not the ones who implement them. Hence, little attention is paid to the implementation strategies during the design stage, (Bryant and C. White, 1982). It is, therefore, outright that it is a mistake to come up with a policy in isolation. Whatever anomalies take place at the initial stages are bound to be felt at the implementation stage.

There are other views that countries should be self supporting in basic education to make it sustainable. This follows the view that a country cannot always depend on bursary money. Therefore, depending on external sources in resource mobilization for educational programmes should be discouraged. Countries should stop spending huge amounts on unimportant projects to the detriment of Education, (Kigozi, 1992). These views are based on the belief that funding of basic education can only be sustained if financial resources can be mobilized locally. The sustainability can also be guaranteed if rich countries and individuals invest within, if the countries priorities are right and if there is accountability.

Further question on expenditure is by Coombs, *"How much of the nations and communities resources should be devoted to education at the expense of other things?"* (Coombs: 34).

With no proper budgeting and planning from the national level in expanding the enrolments in schools there is a high possibility of imbalances at the school level. The eventual result could be many students with inadequate facilities and teachers. If one important component is missing, the others could be seriously handicapped. Even the funds estimated for the schools need to be carefully projected, scheduled and programmed, (Coombs, 1970). Otherwise, this creates a situation of demands rising beyond the revenues. The budget may not keep pace with the rising costs and pupils numbers. The common scenario is that somehow the necessary means for meeting the cost imbalance has to come from some place as much as it can be assumed that parents will not be willing to pay additional money.

While the donor community have responded positively to FPE by pledging and giving funds, the administration of this funds at the national and school level could be a set back in its effective utilization. *"The donor community has received the FPE policy with equal enthusiasm and has been quick to come to aid the government. The World Bank gave a grant of Kshs.3.7b in June 2003; The British government through Department for International Development (DFID) had earlier given a grant of Kshs.1.6 billion. Other donors include OPEC (1.2 billions), the government of Sweden (430 million) and UNICEF (250 million),"* (EYC: 32). *"The government at present gives Kshs. 1,020 per child. It is not so far clear how this amount was arrived at."* (RAESK: 41). There is, therefore need for the government to come up with a clear cost before insisting that no school should charge more. Most urban schools could have been charging more than Kshs.1,020, per child per year.

In Kenya, the headteachers encounter various problems as they try to manage schools because they might have inadequate skills in either administration or financial management. They may not have undergone any prior training to be headteachers since they are promoted on merit through general experience acquired over the years. Although the FPE was a relief for parents from cost sharing, the headteacher and the school committees must still strive to raise funds from parents. This needs a lot of administrative skills (Maina, 2002). The ministry officials also know the funds are not enough that is why there is a provision to charge extra levies from parents (FPE handout 2003:4).

Before the abolition of school fees, headteachers of primary schools were able to handle the financial requirements of the schools properly as long as parents were paying (Waithaka, 2002). They were also in full control. However, this has become a problem since the money is inadequate and the costs of education have continued to be high, and there are strict accountability measures in place.

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Despite all the financial difficulties, the headteacher has to make sure that the school is maintained (Barro, 1976). In a school, leadership is placed upon the headteacher who is responsible for running the school. Mbiti also confirms that the success of any school depends on how effective the headteacher is as an administrator (Mbiti, 1980).

The introduction of FPE is a large scale departure from cost sharing, where parents have been solely responsible for financing school buildings, paying subordinate wages and maintaining facilities. The problem with the FPE pronouncement is that parents are reluctant to meet these costs and other hidden costs for their children. Under the Education Act, (1968) and the presidential directive (1980), the responsibility of

providing educational facilities such as school buildings and furniture rests with parents and members of school committee under the auspices of school committee and Parents Teachers Association, (PTA). Again, the role of parents in financing part of the primary education is underscored by Dr. Olembo et al (1985). The sudden change of this policy hence poses a big challenge to the headteachers whose role is to ensure the efficiency and effective management of the school finances so as to provide and promote educational services.

Apart from the parents attitude, the other major challenges for primary headteachers is from the fact that managing school funds is a task area for which they require proper preparation, through pre-service, regular in-service training and induction (MOEST, 1987). They also need training in ways of planning school budgets and resources (11th Conference of Commonwealth Education Ministers Report: 1991). The funds could be sufficient but the headteacher might not know how to prioritize and use it well. Training has a major advantage over trial and error apprenticeships because it minimizes prolonged and wasteful expenditures.

The administrative quacks learn at the great expense of clients and high costs to the system. African education has suffered more from trial and error than it has gained, (Dadeye and Herber: 31).

In manifest of their lack of financial management skills, many headteachers develop an attitude to just provide services without a budget. This is despite pressure from the ministry and the stringent accountability regulations put for the FPE funds.

In spite of large investment in education in many African countries management capacity remains inefficiently developed and strained (World Bank, 1988). It can be concluded therefore; that lack of skilled financial management is a fundamental constraint on African education at all levels. It is a major bottleneck in educational administration.

It is noteworthy, that most African countries continue to depend on donor funding for education. Most African countries cannot be expected to substantially increase the resources they devote to education when they cannot manage it properly (Ibid). The introduction of FPE with high expenditure of Kshs.7.8 billion (Daily Nation, 11th May, 2004) creates a resource gap since there are pressing demands for public funds. It is mandatory to manage the funds effectively. Of importance for the changes taking place in education is the training for competent management, (Heysteck, 1994). This is because the content of financial management is lacking in teacher education colleges (MPET: 30). As future headteachers, the teachers under training should be exposed and tutored on efficient and effective management of development and school finances.

The difficulty many school administrators face in school management can be confirmed by the inauguration of Kenya Educational staff Institute (K.E.S.I) in 1981, (GoK, Legal Notice No.565, 1988). It has the function, among others, to organize and conduct training for personnel involved in the administration and management of programmes in education. So far, it has only trained 25% (Waithaka, 2002).

The challenges in primary education can also be seen to emanate from the economic difficulties in the wider African continent and Kenya in particular. Most African countries depend on donor funding (World Bank, 1988).

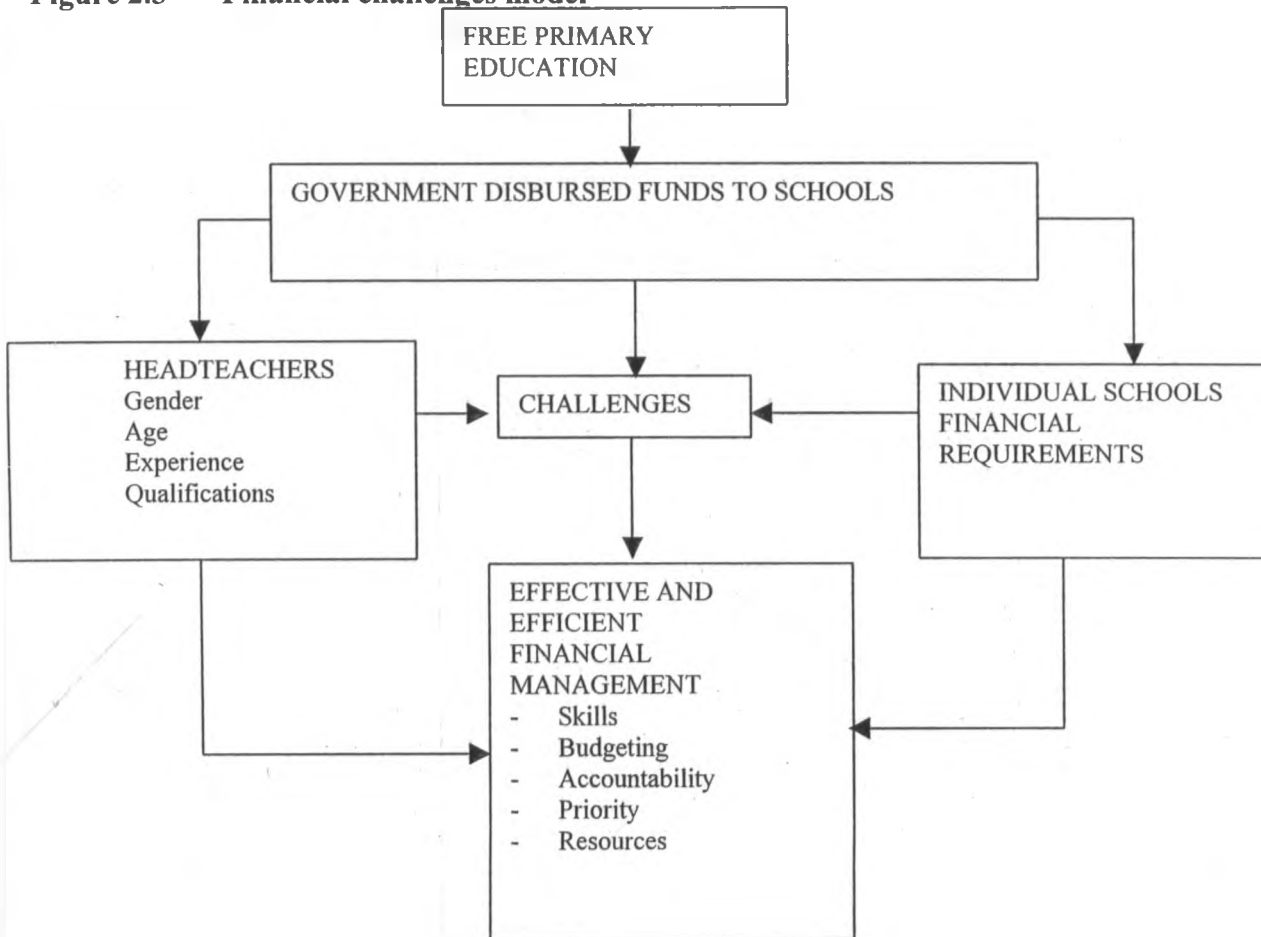
2.4.4 Summary of the Literature Review

It can be concluded from the literature review that changes in education systems and the resultant financial bottlenecks are not new concepts. While the decisions to change the education system are done by the authorities at the top, the challenges of the implementation and management are left to those at the bottom. Thus, it is noteworthy that there is a significant influence of political system on education. Going back to early independence periods, this influence was demonstrated by the abolition of race as a criterion for the provision of education (Ominde Report, 1964). The introduction of quarter system in secondary schools and universities and gender issues in education are all politically inclined. The introduction of 8.4.4 education (Mackey Report, 1981) and cost sharing (Kamunge Report, 1988) are all indicators of politically motivated changes in education.

While there are a number of researches on challenges of primary school administration, there is scanty research specifically on financial challenges. The challenges in the review also deal only with the national level and the position of multilateral and bilateral donors towards the FPE. There is, therefore, need to handle the schools and their specific challenges since this is the implementation stage.

2.4.5 The Conceptual Framework

Figure 2.3 Financial challenges model



The figure of conceptual framework above was used to show the relationship between gender, age, experience, qualifications and skilled financial management to the financial challenges in primary schools. The government through the Ministry of Education is responsible for the provision of finances to run free primary education. Once funds are disbursed to schools, the headteachers are charged with the responsibility of ensuring that the finances are used for the specified purpose, and that proper accounting is done.

The headteachers are faced with many administrative problems related to finances. These problems may vary across the headteachers' age, gender, administrative experience and academic/professional qualifications. The challenges may also be related to individual schools' financial requirements. These in turn determine the effectiveness and efficiency with which financial management is carried out in the schools. The study was concerned with identifying the challenges that faced primary school education administrators since the introduction of free primary education for Westlands Division in Nairobi.

CHAPTER THREE

RESEARCH METHODOLOGY

3.0 Introduction

This chapter covers the methodology that was used in the study. It discusses the research design, target population, sampling procedures, validity and reliability of the instruments, data collection and analysis procedures.

3.1 Research Design

This study used an ex post facto design. This is a systematic empirical enquiry in which the researcher does not have control of the independent variable because it has already occurred (Kerlinger: 1973:379). The design was selected because the study was based on the events that had already occurred. The funds for FPE had been disbursed to schools to the headteachers who already had financial management skills or not. The school programmes and projects were already in place and had been affected in one way or the other by the introduction of FPE.

3.2 Target Population

The target population is defined as all the numbers of a real or hypothetical set of people, events or objects the researcher wishes to generalize the results of the research (Borg and Gall, 1989). From the Nairobi City Council, Education Department, there were 25 public primary schools in Westlands division by the end of 2003. The private primary schools were not included in the research. There were two officers in charge of FPE from the city

education department and 1 divisional advisor. The target population, however, comprised of 25 headteachers from Westlands division, 1 education officer and 2 divisional advisors. The other 9 head teachers were from the neighboring Lang'ata Division, which has similar characteristics. Each school had an estimated population of 1,250 pupils (City Education Department) only one school had a boarding section and this implied more financial need and challenges than the rest. There were additional schools from Lang'ata division for pre-testing. The schools used for the pretest were not used for the research.

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3.3 Sampling Procedures and sample size

A number of scholars have suggested various ways of arriving at representative sample size. It is, however, generally agreed that the larger the sample, the smaller the error. Mulusa (1988), in quoting Krejcie and Morgan (1970) suggested that in a population of 46 subjects, for example, a sample size of 40 is representative of that population. However, since Westlands division had only 25 schools out the minimum of 30 needed for the target population, 9 other schools from the neighboring Lang'ata division were included. Out of the 26 schools in Lang'ata division the 9 were sampled using purposive sampling. This was because the schools that were picked had the same characteristics as the primary schools in the affluent Westlands division. The other respondents were two divisional advisors from Lang'ata and Westlands and the senior Education Officer from the Nairobi City Council Education Department.

3.4 Research Instruments

The main research instruments in this study were questionnaires and interview schedules. Three sets of questionnaires were administered. Both structured (open ended) and unstructured (closed-ended) questionnaires were used. The questionnaire for headteachers was in three parts: Part A contained the personal data, Part B was structured and Part C had objective questions. For the Education Officer there was only one part of 20 questions. The interview schedule had eleven questions though more were raised during the interview.

3.4.1 Validity of the Instruments

To enhance the validity of the instruments, the questionnaire for the headteachers and the city council education officer, and the interview schedule for the divisional education advisor were constructed with consultation from experts in the field of education administration. From the assistance given by the experts – lecturers from Nairobi University, the researcher was able to come up with data collection instruments that were valid.

A pilot study of the instruments was conducted in ten schools from the neighboring Lang'ata Division. This implied that there were 10 headteachers for the pilot study. This number was purposively selected to ensure that they had the same characteristics as the target population. There was also a pre-test for the divisional advisor from Dagoretti division before the questionnaire was given to the divisional advisor of Westlands and

Lang'ata division. The headteachers and the divisional advisor in the pilot study were not included in the actual study, as this would compromise the reliability of the instrument.

The questionnaire had specific questions for the headteachers, the divisional advisor and the city education officer. After the pilot study, the questionnaire was reviewed and adjusted accordingly.

3.4.2 Reliability of the Instrument

Reliability has been defined as the level of consistency of the measuring instrument (Borg and Gall 1989). It is the ability of the test to measure what it is supposed to measure consistently. The split-half technique of measuring reliability was used. This involved splitting the statement of the text into halves (odd and even) then calculating the Pearson's Correlation Coefficient (r) between the scores of the two halves of the test.

The Coefficient was obtained by correlating the scores of odd statements with the scores of even statements in the questionnaires for all items that were uniform. Pearson's product moment Correlation Coefficient and Spearman Brown formula was used to test the reliability of the questionnaires. To obtain (r) the formula used was:

$$r = \frac{N \sum x y - (\sum x) (\sum y)}{\sqrt{[\sum x^2 - (\sum x)^2] [N \sum Y^2 - (\sum y)^2]}}$$

where;

x = odd scores

y = even scores

Σ = sum of x scores

Σy = sum of y scores

Σx^2 = sum of squares of x scores

Σxy^2 = sum of squares of y scores

Σxy = sum of product of x and y scores

N = sum of paired scores

r = correlation coefficient of halves

The correlation Coefficient (r) of halves were corrected by Spearman Brown prophecy (Re) Formula

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

The values of the calculated r range from zero (0) to one (1), and are interpreted in the same way as in normal correlation computations. A value close to zero (0 – 0.45) indicate that there is a very low correlation between the two sets of data, while a value close to one (0.65 – 1) indicate that there is a correlation between the two sets. A value of zero denotes the case of no correlation while a value of one denotes a perfect correlation.

A correlation coefficient (r) of 0.68 was obtained, which indicated that the two sets of data (odd and even halves in the pilot sample) were correlated. This was an indication that the instrument was reliable. It should be noted, however, that this calculation was based only on part C of the questionnaire. Sections A and B could not be included in the computation as they contained open-ended questions on issues that could elicit diverse

responses. For these sections (sections A and B), the researcher identified, from the pilot study, the items that were ambiguous, incorrectly worded, or unnecessary and revised or dropped those items.

3.5 Data Collection Procedures

The researcher personally administered the questionnaires for both the pilot (pre-test) and the main research. A permit was obtained from the Ministry of Education. Another letter from the Provincial Director of Education, Nairobi province was obtained before the commencement of the study. Permission by a letter was also sought from the director of city education, who is in charge of the city primary schools. The headteachers participating in the study were informed in advance. The selected schools for both the pre-test and final study were then visited and questionnaires administered to the respondents. A time frame of one week was given after which the questionnaires were collected. The respondents were assured of strict confidentiality in handling their responses.

3.6 Data Analysis Techniques

The data collected was coded and entered in the computer for analysis using the Statistical Package for the Social Scientists (SPSS).

Descriptive statistics, including means, frequencies and percentages were used. This helped in describing the distribution of scores in the ordinal and nominal scale of measurements that were used. In using the frequency distribution, various frequency representations were applied. These included: Frequency distributions and tables.

Inferential statistics were also used. In order to test for significance of differences between variables of interest, the chi-square test was used, at the 0.05 level of significance.

CHAPTER FOUR

DATA PRESENTATION AND ANALYSIS

4.0 Introduction

In this chapter, a presentation is made of the data collected from the field and the analysis procedures employed to arrive at answers to the research questions guiding the study.

The purpose of the study was to establish the financial challenges faced by the primary school headteachers in running the schools. In order to attain this purpose, the following research questions were formulated to guide the study:

1. What are the major financial challenges facing primary school headteachers in the management of school programmes and projects?
2. What are the causes of the financial constraints faced by public primary school headteachers in Westlands division, Nairobi?
3. How do the financial challenges faced by the headteachers affect the running of primary schools?
4. What are the possible solutions to the financial challenges encountered by school administrators in the running of primary schools?

Data to answer these research questions were collected from 34 public primary school headteachers in Westland and Langata divisions, Nairobi, 1 Nairobi City Council Education Officer and 2 area Divisional Education Advisor.

The presentation of data and analysis procedures were divided in four major sections. The first section provides the demographic data of the headteachers who participated in the

study, and the other three sections are based on the three research questions guiding the study.

4.1 Questionnaire Return Rate

The researcher administered the research instruments to thirty four headteachers, 1 city council education officer and 2 area district education advisor. However, 1 headteacher did not return the questionnaire, meaning that 33 headteachers were used in the analysis. This was a return rate of 94.3% for the head teachers. Both the city council education officer and the area district education advisor also responded to the questionnaire.

4.2 Data Analysis

Following below is a presentation of the data analysis procedures and the findings arrived at for each of the three research questions of the study, starting with research question one.

4.3 Demographic Data of the Headteachers

The tables present the personal data of the headteachers who participated in the study.

Table 4.1 Demographic Data of the Headteachers according to Gender

Gender of Head teacher	F	%
Male	18	54.5
Female	15	45.5
Total	33	100.0

It can be seen that a majority of the headteachers in the sample were male (54.5%).

Table 4.2 Demographic Data of the Headteachers according to Age

Age of Headteacher	F	%
36-40 years	3	9.1
41-45 years	7	21.2
Over 45 years	23	69.7
Total	33	100.0

The table shows that majority of the headteachers were over 45 years of age (69.7) and the youngest headteachers were in the age range of 36 - 40 years.

Table 4.3 Demographic Data of the Headteachers according to years served in current position

Years served in current position	F	%
Under two years	3	9.1
2-6 years	15	45.5
7-10 years	3	9.1
Over 10 years	12	36.4
Total	33	100.0

It can be noted that there were 36.4% of the headteachers who had served in their current stations for over ten years. Only 9.1 of the headteachers had served less than two years.

Table 4.4 Demographic Data of the Headteachers according to Academic Qualification

Academic Qualification	F	%
K.J.S.E.	1	3.0
EACE/KACE	26	78.8
Diploma	1	3.0
B.Ed	4	12.1
BA (Ed)	1	3.0
Total	33	100.0

A majority of the headteachers had an academic qualification of EACE/KACE. Five of the headteachers were bachelor degree holders.

Table 4.5 Demographic Data of the Headteachers according to Professional Qualification

Professional Qualification	F	%
P1	2	6.1
ATS/S1	28	84.9
No response	3	10.0
Total	33	100.0

A majority of the headteachers had the ATS/S2 qualification (84.9%)

Table 4.6 Demographic Data of the Headteachers according to Promotional Grade

Promotional Grade	F	%
Headteacher I	26	78.8
Senior Headteacher I	6	18.2
Senior Headteacher II	1	3.0
Total	33	100.0

A majority of the headteachers, as shown above, were in the promotional grade of headteacher I.

4.4 Financial Challenges facing headteachers in management of school programmes and projects

The first research question of the study asked: “What are the major financial challenges facing primary school headteachers in the management of school programmes and projects?”

In order to answer this question, the headteachers who participated in the study were asked to state:

The projects/programmes that the schools had a part from the official curricular and co-curricular activities.

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Whether these projects/programmes were still in place.

The service of funds for the school projects and programmes.

Whether the financiers were still financing the programmes/projects.

Their responses to these issues are discussed below.

4.4.1 Programmes/Projects Available in Schools and their State.

The headteachers, asked to state whether their schools had other programmes and projects apart from the official curricular and co-curricular ones, responded as shown in Table 4.7. The table also gives the summary of chi-square test results conducted to test whether there were significant differences between male and female headteachers in their responses to this.

Table 4.7 Availability of other programmes/projects in schools

Gender of Headteacher	Do you have other projects?			X ² value	df	Sig
	yes	no	total			
Male	12	6	18	5.241	1	0.022*
Female	4	11	15			
Total	16	17	33			

* Significant at $p < 0.05$

As can be seen in the table, sixteen of the headteachers reported that their schools had other projects/programmes apart from the official curricular/co-curricular ones. It is also notable that there was found to be a significant difference, at $p < 0.05$ between male and female headteachers reported to have such projects/programmes in their schools.

Asked to state the projects and /or programmes in their schools, the headteachers who reported to be having them (n=16), gave the following. (The figures in parentheses show the number of head teachers endorsing the programme/project)

Painting and roofing (8)

Educational tours (12)

Visually impaired and deaf children programmes (3)

Swimming pool (2)

Computer classes (14)

Lunch programmes (12)

Building of new classrooms, water tanks, library, perimeter wall, furniture, toilets
(16)

Equipping of library (14)

Purchasing a school bus (9)

Support staff wages (16)

School canteen (9)

The headteachers who reported that they had other projects/programmes in their schools were further asked to state whether the programmes/projects were still in place after introduction of free primary education. They responded as summarized in Table 4.8 below.

Table 4.8 Situation of Projects after Introduction of Free Primary Education

Are programmes still in place?	Frequency	Percentage
Yes	3	18.8
Some	7	43.8
No	6	37.5
Total	16	100.0

The table shows that the sixteen headteachers who had other projects in their schools; seven reported that some of the projects had stalled while six said all the project had stalled after the introduction of free primary education. Only three headteachers reported that all the projects in their schools were still in place.

4.4.2 Major Finance Providers for School Projects and Programmes

The other objective of the study under research question one was to find out the challenges facing primary school headteachers with respect to funding of other projects and programs, other than the official curricular and co-curricular activities. The headteachers who reported to be having such projects in their schools were asked to state:

- Who was financing the projects
- Whether the financiers were still giving finances, and if not, who still financed them?

The responses of the headteachers to these issues are summarized in the table below.

Table 4.9 Major Finance Providers for Schools Projects**Table 4.9a**

Who financed the projects?	F	%
Parents through fees	4	25.0
Donors and well wishers	7	43.8
Parents' good will contributions	5	31.3
Total	16	100.0

The table above shows that of the headteachers who had other projects in their schools, the projects were financed by parents through school fees (25.0%), parents' good will contributions (31.3%) or donors and well wishers (43.8%).

Table 4.9b

Do financiers still provide money?	F	%
Yes	9	56.3
No	7	43.8
Total	16	100.0

The table above shows that of these headteachers, nine (56.3%) reported that the financiers were still providing finances for the projects after free primary education was introduced. The other seven heads (43.8%) reported that the financiers had stopped providing the finances. Those financiers who were still providing finances were parents' goodwill contributions and donors, as shown in Table 4.9c below.

Table 4.9c

Who still provides money?	F	%
Parents	5	55.6
Donors	4	44.4
Total	9	100.0

4.4.3 Challenges Related to Provision of Money by Government

It was important also to investigate whether there were challenges faced by primary school education administrators in relation to the disbursement of money by the government to run free primary education. As such, the headteachers were asked to state:

- Whether the money allocated by the government was more or less than the amount they collected before free primary education
- If the money was more, to state how the extra money was used
- To state whether they received money from the government on time
- If money was delayed, to state what they thought were the reasons.

The responses of the headteachers are discussed below:

Table 4.10 Comparison of funds before and after FPE

Is money for FPE more or less than before?	Frequency	Percentage
More	4	12.1
Less	29	87.9
Total	33	100.0

It is clear from the table that a majority of the headteachers (n=29, 87.9%) reported that the money provided by the government was less than the amount collected before FPE.

Only four headteachers (12.1%) reported that the money from the government was more.

Asked to state how they spent the extra money, the four headteachers reported that the extra money was used to fund school projects - construction of classrooms, school lunch programs and erection of school perimeter wall.

On whether the schools received money from the government on time, the headteachers responded as below:

Table 4.11 Delay in Receiving Money from Government

Do you receive money on time?	F	%
Yes	2	6.1
No	31	93.9
Total	33	100.0

The table shows that majority of the headteachers (n=31, 93.9%) reported that the money from the government was not received in time.

Table 4.12 Reasons for delay in Receiving Money

Reasons for delay in receiving money		
Poor method of remitting money	3	9.7
Delay due to long procedure	25	80.6
Both of the above	3	9.7
Total	31	100.0

Asked to state possible reasons for delays in receiving money from the government, 25 headteachers (80.6%) blamed long procedures and protocol, three headteachers (9.7%) attributed it to inappropriate methods of remitting the money while the other three headteachers (9.7%) cited the two as major reasons for delays

4.5 Causes of Financial Constraints Faced by Headteachers

The second research question of the study asked: "What are the causes of the financial constraints faced by public primary schools in Westland, Division, and Nairobi?"

The headteachers (n=33) who participated in the study were asked to state what they thought were major causes for the financial constraints they faced in their schools. They responded as shown in the table below:

Table 4.13 Causes of Financial Constraints Faced.

Causes	Yes		No		Total	
	F	%	F	%	F	%
Inadequate knowledge in managerial skills	4	12.1	29	87.9	33	100.0
Lack of budgetary skills	1	3.0	32	97.0	33	100.0
Delay in receiving funds from govt.	23	69.7	10	30.3	33	100.0
Lack of induction and in service after FPE	5	15.2	28	84.8	33	100.0
Inadequate government funds	25	75.8	8	24.2	33	100.0
Indifference from parents	10	30.3	23	69.7	33	100.0
Lack of experience	4	12.1	29	87.9	33	100.0

As indicated in the table, a majority of the headteachers reported that the major causes of the financial constraints were:

- Inadequate government funds (endorsed by 75.8% of the sample headteachers)
- Delays in receiving funds from the government (endorsed by 68.7% of the headteachers).

Other notable causes were indifference from parents (30.3%), lack of induction and in service after FPE (15.2%) and lack of experience and inadequacy of knowledge in managerial skills (12.1% each).

Further, the headteachers were asked to give their comments on the government's efficiency in disbursing funds to schools. They gave the following comments: (figures in parentheses show number and percentage of head teachers endorsing each issue).

- The disbursing of funds to schools takes too long at times a whole term (24, 72.7%)
- The government fails to disburse the funds to some schools (13, 39.4%)
- The funds disbursed to schools are insufficient to run the schools (8, 24.2%)
- Sometimes the funds go to the wrong accounts (9, 27.3%)

The Divisional Education Advisor (DEA) was asked to give the procedure used by the government to disburse funds to schools; he reported that the funds are deposited directly to the schools accounts, and that the ministry has its own protocol before making deposits. He further stated that at times there were delays in procurement of funds from the exchequer and the ministry of education

The DEA further stated that the money allocated to some voteheads was very little and most of the headteachers are not trained in financial accounting and yet they are expected to take charge and budget accountably. The city council Education officer on this part also confirmed that another of the major causes of the challenges was that the in-service training offered to headteachers on financial management was not adequate and thus the headteachers could not be expected to handle financial management effectively. He also reiterated the divisional advisors observation that there were delays in releasing of funds to schools by the government.

It was hypothesized that shortage of funds would be a cause of financial challenges for headteachers. The head teachers in the sample schools were asked to state the amount of money they collected per child per year for the period 2000 - 2002 (before free primary education). This was compared with the amount provided by the government in the period 2003 - 2004 (after free primary education). The table below presents a summary of this comparison.

Table 4.14 Amount Available per Child (2000 - 2004)

Period before FPE	Average Amount (Ksh) Collected per child per Year
2000	2248.00
2001	2248.00
2002	2248.00
Period after FPE	Amount (Ksh) received per child per Year
2003	1020.00
2004	1020.00

It was established that before free primary education, the schools were collecting an average of Kshs 2248.00 per pupil per year. After free primary education, the government gives Kshs 1020.00 for each pupil per year. This means that the schools experienced a shortage of funds averaging at Kshs 1228.00 per child annually, an indication that shortage of funds was a major challenge facing primary school heads.

4.6 Effects of Financial Challenge Facing Headteachers in Running of the Schools

The third research question of the study asked: "How do financial challenges facing primary school headteachers affect the running of the schools?"

In order to answer this research question, the headteachers were asked to state:

- The effects the stalled projects and programs had on their schools
- Whether they had at any time been forced to omit any item(s) from the school voteheads
- How the omissions affected the schools.

The responses of the headteachers on these issues are presented below:

4.6.1 Effects of Stalled Projects/Programs on Schools

The headteachers, asked to give the effects that the stalled projects had on their schools, gave the following:

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- Children are forced to carry their own food and those who don't stay hungry meaning they are unable to concentrate in the afternoon classes (n = 9).
- The material already bought are going to waste (n = 8)
- The community sees the schools as a failing institution when it can no longer operate some of the project (n = 6) .
- Some of the support staff have to be stopped from working to cut on cost (n = 7).
- It has led to a decline in performance due to low morale when certain incentives can no longer be given (n = 11).

4.6.2 Omissions Made on School Votehead

Asked to state whether they had at any time been forced to omit any item from the school voteheads as a result of inadequate funds, lack of fees, the headteachers responded as below.

Table 4.15 Omitting of Items in School Voteheads

Have you ever omitted an item of the votehead	F	%
Yes	21	63.6
No	12	36.4
Total	33	100.0

As can be seen in the table, a majority of the headteachers (n=21, 63.3%) reported that they had sometimes been forced to omit some items of the school voteheads. Asked to name some of these items, they gave the following:

- Computer fund (4)

- P.T.A funds and wages for support staff (6)
- Hot lunch and staff tea (3)
- Workshops and in-service courses (5)
- Activities like drama, education trips, annual sports day, prize giving (2)
- Contingencies, telephone and electricity (7)
- Stationery, supplementary readers and reference material (9)
- Repair and maintenance (8)

4.6.3 Effects of Omissions of Items from School Voteheads

The headteachers were further asked to state how the omissions made on the schools' voteheads affected the schools. Their responses are summarized below.

Table 4.16 Effects of omissions made from school voteheads

Effect of omission on votehead	Frequency	%
Lack of motivation/low morale	26	78.8
abandoning of workshops	17	51.5
computer classes stalled	15	45.6
lack of supplementary readers	9	27.3
poor learning due to overcrowding	6	18.2
lack of enthusiasm	4	12.1
poor teacher development	4	12.1
lack of PTA teachers	3	9.1
no inputs on school shambas	3	9.1

As indicated in the table above, the following were given as the notable effects:

- Low morale and lack of motivation among teachers, and support staff
- Workshops that helped to improve academic performance have been abandoned hence performance doesn't improve.
- Subjects like computer are not taught

- Lack of supplementary readers and reference material means pupils are not well exposed
- Poor learning due to overcrowding caused by lack of adequate staffing and class rooms
- Lack of enthusiasm among pupils caused by omission of extra activities which acted as incentives to them.
- Teachers' career development has stopped
- There are no P.T.A. teachers making it difficult to handle large classes
- No inputs are made on the school shambas hence no production is made towards schools self-sufficiency.

4.7 Possible Solutions to financial challenges faced by headteachers

The fourth research question of the study asked: "what are the possible solutions to the financial challenges encountered by school administrators in the running of primary schools?"

In order to answer this research question, the headteachers were asked to give the suggestions they would make for the improvement of free primary education. They gave the following:

- Allocation for expansion and rehabilitation of the physical facilities should be included in the funding (n = 28).
- Headteachers and education officials should be offered training on financial management (n = 14).
- The staffing crisis in schools should be solved by teachers allocated to schools based on number of pupils (n = 13)

- The process of disbursing money to schools should be made quicker so that budgeting, planning and accounting is not delayed (n = 8).
- The government should consider increasing money allocated to schools for voteheads like electricity and water, support staff, postage, box rental and telephone (n = 6).
- The rules about virement should be revised to allow headteachers sort out the ensuing problems in time otherwise it may be overtaken by events to the detriment of school operations (n = 4).
- The government should allow schools to raise money through other means open to them such as parent contributions, asking for donor funding and well wishers (n = 5).
- Urban schools should be given more funds than rural schools (n = 1)
- The government should employ support staff in schools such as accounts clerks (n = 4).
- Parents should be enlightened on FPE implementation(n =3)

The Divisional Education Advisor gave the following suggestions:

- Money should be allocated according to individual needs of the schools
- Trained bursars/accounts clerks should be employed in schools
- Funds should be sent to schools on time
- The government should allow schools to charge extra funds from parents without long procedures but limit the amount
- Each school's individual needs should be established.

The same suggestions were raised by the Nairobi city Education Officer

CHAPTER FIVE

SUMMARY, DISCUSSION, CONCLUSION AND RECOMMENDATIONS

5.0 Introduction

In this chapter, the summary of the study findings and a discussion of the findings of the study are given. Recommendations are also given to the stakeholders as well as suggestions for further research. The purpose of the study was to establish the financial challenges faced by primary school headteachers in Westland's Division of Nairobi Province Kenya. Four research questions were formulated to guide the study. The summary and discussion of the study findings are given in line with each of the four research questions.

5.1 Summary of the Study

Given below is a summary of the major findings of the study based on each of the four research questions guiding the study.

5.1.1 Financial Challenges Facing Primary School Headteachers

It was established that the headteachers, and mainly male head teaches, had in their schools other projects and programs, other than the official curricular and co-curricular activities that needed funding. These projects included repairs, construction of classrooms and other facilities and support staff wages. Majority of the headteachers reported that after the introduction of free primary education, most of these projects had stalled and have negative effects in the schools. It was further established that most of those who used to finance these projects such as parents through fees and goodwill contributions, and donors had ceased providing findings. As a result, the projects had been abandoned resulting to wastage. The headteachers reported that the money allocated to schools by

the government was less than what they were collecting before FPE, despite the fact that enrolment in the schools had risen. However, these inadequate funds can only be a cause for the affluent area. It was also reported that the government does not disburse money to schools in time, therefore causing delays in procurement of basic services and facilities. The headteachers deemed long procedures protocol, and inappropriate methods of remitting money by the government for the delays experienced.

5.1.2 Causes of Financial Constraints Faced

It was established that the major causes of the financial constraints experienced in the schools were:

- Inadequate funds from the government
- Delays in disbursing funds to schools
- Inadequate training of headteachers on financial management

Contrary to the assumptions, the primary head teachers were found to have undergone induction and in-service training after the introduction of FPE. This is to equip them with the additional and relevant skills to manage the FPE programme. Besides, their personal data reveal that gender, age, academic and professional qualifications and years of experience are not the causes of the constraints. This leaves the major causes of the challenges to the amount of money allocated to the schools and the time they receive it.

As indicated earlier in the sample budget plans, a projected budget for a particular period can only be useful if the funds are available within that period for which the budget was made. Otherwise, the headteachers have to work with survival tactics in their operations, a case which might lead to ineffectiveness and inefficiency.

From the study, most headteachers were not aware if at all there is any promotional grades in terms of headteacher I senior headteacher II and senior headteacher III. Most of them, hence, assumed they were headteacher I, which is the lowest grade. This, however, did not have any bearing on their management and administrative skills and abilities.

5.1.3 Effects of Financial Challenges Faced

The study established that as a result of the financial challenges faced by the headteachers:

There is lack of motivation among teachers, subordinate staff and pupils

There are not enough subordinate staff and teachers in the schools as the PTA can no longer afford salaries

Academic performance has declined due to lack of supplementary readers, reference material and inadequacy of teachers to cater for large number of pupils

Important items have been omitted from the school voteheads from time to time

The school shambas have been neglected and hence cannot raise extra income to schools

The teachers cannot be sponsored to attend workshops and seminars for professional development.

The study further revealed that more than half of the respondents had initiated various projects in their schools. This implies that from their administrative skills, they uphold the importance and value of morale boosters in schools. These programmes help give the schools a new look and conducive learning atmosphere in cases of renovations. The staff tea and recognition prizes give incentive to teachers. The hot lunches, swimming pools, computer programmes and educational

The hot lunches, swimming pools, computer programmes and educational trips create excitement and enthusiasm in pupils hence improves their performances.

Unfortunately, from the research it was verified that 80% of these programmes and projects have stalled. This is because parents and even donors are reluctant to give funds to schools, because to them primary education is totally free. It implies that the whole issue of free primary education has been perceived differently particularly by parents who feel they should not be asked for any additional levies. It is also difficult for headteachers to rely on funds that the parents can pay only at will.

While the FPE has the parents financial constraints partly solved and enabled many school-age going children to join school, there is an oversight that could hinder the development of an all round child. This is because all the financial constraints boil down to affect the achievement of the curriculum objectives.

5.2 Discussion

The study yielded significant findings regarding the financial constraints faced by primary schools administrators after the introduction of free primary education. These findings are discussed below in the light of the literature reviewed earlier.

The study established that one of the major challenges faced by the headteachers of primary schools as far as financial management was concerned, was due to external factors, leading to stalled projects earlier mentioned. These projects stalled due to lack of funds, as the money allocated to schools by the government could not cater for their completion or continuation. This is a challenge that the government should consider meeting as initially it was easily solved through school fees collected from parents to

cater for physical facilities, constructional material, and remuneration for non-teaching staff (GOK, 1998).

One way through which this could be solved, as earlier put by Ayot and Briggs (1992), would be through the government ensuring that all dilapidated facilities in the schools were rehabilitated, and an evaluation of existing mechanisms done before new ones are put into practice: (Saitoti, 2004) presentation at the workshop on provision of quality education for provincial Directors of Education Officers, 27th- 30th Jan, 2004.

It was also established that despite the fact that enrolment had risen in the schools after introduction of free primary education, the money allocated to schools by the government was less than what the schools collected before. As a result, physical facilities like classrooms, toilets and offices in existence are already overcrowded, and the furniture, is not adequate. This is in line with Saitoti's (2004) accretion that the major "challenges facing the implementation of free primary Education are:

- Monitoring and evaluation
- Overcrowding in schools
- High textbook\pupil ratio
- Lack of equipment and facilities such as desks
- Lack of data to establish level of wastage"

In anticipation of these shortages, the Task Force on implementation of Free Primary Education (Republic of Kenya, 2003) had recommended that a survey be conducted to confirm the available facilities; the existing facilities in schools be fully utilized; and idle facilities like social halls and church halls be identified for utilization. The study findings revealed that much needs to be done in this area. As a result of inadequacy of finances,

the headteachers reported that the schools did not have adequate instructional material, supplementary readers and reference material. This contradicts what Saitoti (2004) had declared. "That the government has ensured equitable distribution of learning and teaching materials in primary education in all regions". A notable finding of the study was that the headteachers had not received adequate training on financial management. This downplays the fact that the headteacher plays a very important role in the organization and management of the school. He is the key person in management, development, implementation and evaluation of all activities pertaining to the day-to-day running of the school and should be adequately prepared for it, (Ministry of Education, 1987). Researchers like Olembo, Wanga, and Karagu (1992) point out that the headteacher is the manager and financial controller in any school. There is need therefore to offer adequate training to headteachers on financial management.

As much as they may be fully equipped with management skills, they also must have the resources to manage. These include both human and financial resources. In case there is scarcity of either, the headteacher still faces devastating challenge as have been found from the research.

In the scarcity or total lack of the resources, the headteacher is seen as the bad administrator by the community, the staff members and even the pupils. Some parents were found to have withdrawn their children from certain schools due to what they viewed as failure of the headteacher to provide adequate facilities and teachers in the school. It is, hence, clear that despite lack of planning from the top, the headteacher, who is down at the implementation stage suffers the consequences. It is in the light of these that certain recommendations are earlier made in the study.

5.3 Conclusion

As earlier stated, education in Kenya faces many challenges and problems, ranging from the issues of access and quality, to relevance of education and finances (IPAR, 1998). The study established that the primary school headteachers were facing major financial challenges that put academic standards at stake. The headteachers were also found to be solely responsible for financial accounting in the schools, as they could not afford the services of accounts clerks. This means that they were over burdened with financial management as well as other administrative duties and the teaching\instruction, which they must undertake. Such workload could affect the quality of teaching whereby the headteachers are unable to cover the syllabus and prepare examination classes as required. They are also busy sorting out financial problems to the detriment of academics. With such constraining working environment it is questionable whether the vision of the government to achieve quality Education for Sustainable Development (Ministry of Education, 2003) is attainable.

5.4 Recommendations

Based on the findings of the study the following recommendations are made:

The government, through the ministry of Education, should ensure that the money given to schools is sent on time to avoid delays in the procurement of basic requirements in the teaching/learning procedure. The government should also consider revising the method employed in deciding the amount of money to be allocated to each school. This is because different schools have different needs in

respect of the facilities they have in place and their location in terms of rural and urban areas.

- The ministry of education should offer more effective training to headteachers on financial management.
- Trained bursars and accountants should be employed in schools by the ministry of education to assist the headteachers in accounting so that they have enough time for academic issues.
- The government should consider allowing schools to look for alternative sources of funds to improve the state of the schools. The parents should also be enlightened on the right perception of FPE so that they do not think it is completely free.

The participants in the study also suggested that in order to solve the challenges being faced in financial management:

- The government should provide more funds to schools and disburse it good time
- The government should consider individual schools needs in deciding how much to give each schools
- The government should allow the headteachers more freedom in decision making
- Headteachers and education officers should receive training on financial management.
- Schools should be provided with accounts clerks
- The schools should be allowed to seek funds from other sources e.g. contributions by parents

5.5 Suggestions for Further Research

The researcher proposes that further research be carried out in the following areas:

- A study should be carried out to find out the challenges facing areas like management of physical facilities, teacher personnel, pupils, school-community relations and curriculum and instruction. This is in the view that schools are highly congested and these areas are affected.
- A similar study should be carried out in a rural setting to compare the findings with the ones obtained in this study, which is in urban setting. A study should also be carried out in a less affluent area than the one undertaken.
- A study should be carried out on the effects of the free primary education on academic performance in Kenyan secondary schools. This will help verify whether the FPE curriculum instruction is effective despite the large numbers.
- It is also recommended that a study should be carried out on the rate of transition from primary to secondary schools after the first FPE pupils sit for the KCPE.

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APPENDIX I
QUESTIONNAIRE FOR HEADTEACHERS

Introduction

This questionnaire is designed to gather information on the financial challenges faced by the head teachers after the introduction of Free Primary Education.

(Please respond to each question by ticking [] the appropriate response and by explaining the answers as truthfully as possible.

Your response will be completely anonymous and will be used by the researcher for the purpose of this study only. All information in this questionnaire is *confidential*.

Do not write your name or the name of your school anywhere in this questionnaire.

You are kindly requested to respond to all the items

PART A: PERSONAL DATA FOR RESPONDENT

1. Please indicate your gender by ticking the correct one

(a) Male []

(b) Female []

2. What is your age bracket

a) Between 30 – 35 years [] b) Between 36 – 40 years []

c) Between 41-45 years [] d) Above 45 years []

e) Any other (specify) _____

3. Indicate your highest academic qualification

- (a) K.J.S.E. []
- (b) E.A.C.E./K.A.C.E []
- (c) Diploma []
- (d) B.Ed (Arts) []
- (e) B.Ed (Science) []
- (f) B.A. with Education []

Any other (specify) _____

4. What is your professional qualification?

- a) P 3 [] b) P2 [] c) P1 [] d) A.T.S/SI []

5. Please indicate your current promotional grade.

- (a) Head teacher I []
- (b) Senior Head teacher I []
- (c) Senior Head teacher II []
- (d) Senior Head teacher III []

Any other (specify) _____

6. For how many years have you worked in your current position? _____
- a) Below 2 years [] b) 2 - 6 years []
- c) 7 - 10 years [] d) Above 10 years []

PART B:

Below are questions based on the possible financial constraints faced by primary school head teachers after the introduction of FPE. Please answer them as briefly as possible in the spaces provided.

1. List the vote heads of the school, before the introduction of FPE.

- (a) _____
- (b) _____
- (c) _____
- (d) _____
- (e) _____
- (f) _____
- (g) _____
- (h) _____
- (i) _____

Any other(s) _____

2. Which are the other programmes or projects the school undertakes?

a) _____

b) _____

c) _____

d) _____

e) _____

3. Which of these projects are still in place

What is the effect of the stalled projects and programmes on the school (comment briefly)

What do you hope to do about the stalled projects

6. Did you at any time, have to omit any item from the school vote heads?

If Yes, list the items

7. How did the omissions affect the school? Explain briefly.

8. What reasons do the parents give for supporting or not supporting additional payments?

9. What is your comment on the government's efficiency in disbursing funds to schools?

a) _____

b) _____

c) _____

d) _____

10. What suggestions would you make towards the improvement of FPE as far as finances are concerned?

a) _____

b) _____

c) _____

d) _____

e) _____

g) _____

h) _____

PART C:

The following are questions related to the possible financial challenges faced by primary schools headteachers after the introduction of FPE. Please answer them as best as you can by ticking in the brackets.

1. Does your school have other programmes apart from the official curricular and co-curricular ones?

(a) Yes []

(b) No []

2. Who finances the programmes?

(a) Parents through school fees []

(b) Donors and well wishers []

(c) Parents' goodwill contributions []

Any other (specify) _____

3. (i) Do the financiers still finance the programme(s)?

(a) Yes []

(b) No []

(ii) Tick the ones that still do: Parents [] Donors []

4. (i) Have you tried to meet the gap if any, in any way?

(a) Yes []

(b) No []

(ii) If yes, how?

(a) Donations []

(b) From parents []

(c) Omitting other expenditures/voteheads []

iii) If no, how do you meet your other expenses?

(a) Reducing amount spent on other issues []

(b) Omitting other items from school budget []

(c) The money given is enough []

(d) Any other _____

iv) a) Is the money given for FPE more or less than what was initially collected?

More [] Less []

b) If more, to what use do you put the extra money.

Project []

Specify _____

Any other _____

5. (i) The school receives government money on time

(a) Yes []

(b) No []

(ii) If no, what do you think is the reason?

(a) Inappropriate method of remitting the money []

(b) Delays caused by long procedure and protocol []

Any other (specify) _____

6. In case of delay to get the money, how do you run the school?

(a) Wait for the money []

(b) Ask for money from parents []

(c) Use savings from previous budget []

(d) Send children back home []

Any other (specify) _____

7. Have you asked for any additional payments from parents?

(a) Yes []

(b) No []

8. What was the response?

(a) Poor []

(b) Average []

(c) Good []

(d) Excellent []

9. Please fill the table below:

Year	Total amount of money collected or received per year	Total Number of students in the school per year
2000		
2001		
2002		
2003		
2004		

10. What do you think are the reasons for the financial constraints you face in the school?

- a) Inadequate knowledge in management skills []
- b) Lack of budgetary skills []
- c) Delay in procuring funds from the government []
- d) Lack of induction and in-service after FPE []
- e) Inadequate government funds []
- f) Indifference from parents []
- g) Lack of experience []
- h) Any other (specify) _____

APPENDIX II
INTERVIEW SCHEDULE

The following questions will be administered to the divisional advisor by the researcher.

1. Gender

a) Male []

b) Female []

2. What is your age bracket?

(a) 30 and below []

(b) 31-35 []

(c) 36-40 []

(d) 41-45 []

(e) 46-50 []

(f) above 50 []

3. What is the procedure of the government funds to schools?

4. What is your highest academic qualification?

5. For how many years have you been working in this position?

6. Have you undergone any professional training in Educational Administration?

a) Yes []

b) No []

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7. What is your rating of the training?

a) Very good []

b) Inadequate []

c) Average []

8. Do you think it is efficient or not?

9. What are the practical problems the heads face with the FPE?

10. How do they try to solve these problems?

11. What suggestions can you give for the improvement of the FPE.



APPENDIX III**QUESTIONNAIRE FOR THE CITY COUNCIL EDUCATION OFFICER**

Please indicate the correct option as correctly and honestly as possible by ticking (✓) on the brackets. All the responses you give will be confidential and used for the purpose of this study only.

1. Indicate your age bracket

a) 20 – 29 []

b) 30 – 39 []

c) 40 – 49 []

d) Above 50 []

8. What is your gender?

a) Male []

b) Female []

9. Indicate your highest academic qualifications

a) Dip – S1 []

b) BA/BSC []

c) B.ED []

d) MSC/MA []

e) MED []

Any other (specify) _____

10. Indicate your years of experience in the current position

a) Below 2 []

b) 2-5 []

c) 6-8 []

d) 9-10 []

e) Above 10 []

11. Do all Primary schools get the same amount of money from the government?

a) Yes [] b) No []

12. If No, what is the reason for giving some school more?

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13. What criteria do you think was used to decide on the amount per child?

14. Are all the schools confirmed to similar voteheads from the ministry?

a) Yes [] b) No []

15. How do the schools with higher financial requirements meet the differences?

16. What problems do you think are faced by the headteachers after the introduction of FPE?

15. What is the procedure for getting the funds to schools?

16. Comment on its efficiency.

17. How adequate are the induction and in-service courses given to headteachers, if any?

18. What challenges do you undergo as the officer in charge of FPE in the city council?

19. What problems do you notice with the FPE programme?

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20. What suggestions would you make for the improvement of FPE?

19. What problems do you notice with the FPE programme?

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20. What suggestions would you make for the improvement of FPE?
