

PARLIAMENT
OF KENYA
LIBRARY

PARLIAMENT
OF KENYA
LIBRARY

Challenges of Implementing Free Primary Education in Kenya

ASSESSMENT REPORT

UNESCO Nairobi Office

March 2005

The assessment of the free primary education in Kenya received funding support from UNESCO under the Japanese Funds-in-Trust for the Capacity-Building of Human Resources.

TABLE OF CONTENTS

List of tables	3
List of figures	3
Abbreviations and acronyms	4
Acknowledgement	5
Executive Summary	6
Chapter 1: Background and methodology	11
Chapter 2: Characteristics of the sample and quantitative data	18
Chapter 3: Highlights of the focus group discussions	30
Chapter 4: Conclusions and recommendations	70
References	78
Annexes	80

LIST OF TABLES

1	The sample of provinces and districts for the study	14
2	Distribution of enrolment in sample districts and schools	19
3	Percentage change in enrolment, 2003 - 2004	19
4	Proportion of enrolment in sample schools by district and grade, 2004	21
5	Distribution of primary school pupils by age by grade in sample schools, 2004	21
6	Number of teachers by gender and pupil enrolment by sample districts	24
7	Overall pupil/textbook ratio by subject by district	25
8	Summary of classroom observations	28

LIST OF FIGURES

1	Proportion of enrolment by gender and district	20
2	Proportion of enrolment by Class by gender	20
3	Distribution of pupils by expected age for grade	22
4	New admissions rates in sampled primary schools by gender and district	22
5	Grade repetition rates in sample primary schools by gender and district	23
6	Distribution of drop-out rates for sample districts by gender	24
7	Overall pupil:textbook ratio by Class and subject	26

ABBREVIATIONS AND ACRONYMS

AIDS	Acquired Immune Deficiency Syndrome
ASAL	Arid and Semi-Arid Lands
CBO	Community Based Organisation
DEO	District Education Officer
DMS	District Mean Score
ECD	Early Childhood Development
ECE	Early Childhood Education
EFA	Education For All
FGD	Focus Group Discussion
FGM	Female Genital Mutilation
FPE	Free Primary Education
HIV	Human Immunodeficiency Virus
KANU	Kenya African National Union
KCPE	Kenya Certificate of Primary Education
KIE	Kenya Institute of Education
KNEC	Kenya National Examination Council
KSh	Kenya Shilling
MOEST	Ministry of Education, Science and Technology
NARC	National Rainbow Coalition
NGO	Non-Governmental Organisation
PTA	Parent -Teacher Association
PTR	Pupil:Textbook Ratio
RA	Research Assistant
TAC	Teacher Advisory Centre
UNESCO	United Nations Educational, Scientific and Cultural Organisation

Acknowledgement

This study was carried out by the UNESCO Nairobi Office Education Programme in consultation with Kenya's Ministry of Education. A number of organisations, individuals and groups were involved in conceptualising, critiquing and undertaking the study and eventually producing the report.

UNESCO, therefore, wishes to acknowledge and thank all those organisations, individuals and groups that were involved in the study and the final production of the report. First, we thank Kenya's Ministry's of Education, for giving the political support and goodwill that enabled the research team to carry out the study. We would also like to appreciate the administrative and technical support we received from the ministry.

We would like to thank and recognise the support of UNESCO Nairobi Office through the senior education adviser, Dr Susan Nkinyangi, for providing the technical, financial and material and support for the study and finally published the report.

UNESCO particularly acknowledges the work done by the Principal Researchers: Dr Nkinyangi (UNESCO), Professor Octavian Gakuru, Dr Paul Mbatia and Professor Charles Nzioka, all of the University of Nairobi, Professor F.X. Gichuru of Kenyatta University, Dr Okwach Abagi, consultant, OWN and Associates, Mr David Aduda of the Nation Media Group, Mr Paul Wasanga of KNEC, Ms Eldah Onsomu, Mr Charles Obiero and Mr Joseph Kesa of the MOE. We are also grateful for the support provided by the district education officers from the eight districts and the director of Nairobi City Education Department during the training of the research assistants and

during the actual research period. They provided professional and logistical support and gave their input about the issues addressed by the study.

Finally, we recognise and salute the research assistants who spent a number of days in the field carrying out the actual study. They worked under difficult conditions, braving harsh weather and walking long distances on foot through difficult terrains to reach the schools. It is notable that the research was conducted at a time when public service vehicles were on strike over new transport rules and that caused a lot of hardships in terms of travel. Although that may have slowed the process, it did not dampen the spirit and enthusiasm of the researchers. We also acknowledge and appreciate the support of headteachers, teachers, pupils, parents and school committees as well as community leaders who participated in the study and gave the required information and data.

It is the collective and individual efforts of all these people and others, whose names do not appear here, that led to the successful completion of this study. A complete report detailing the findings from the districts has also been published separately and is entitled: *Challenges of Implementing Free Primary Education In Kenya: Experiences from the districts*. Our desire is that both reports will stimulate debate on Free Primary Education (FPE) and Education For All (EFA) and, through that, galvanise public and government support for the programmes. It should also provide a vital reference material for political leaders, policy-makers, researchers and scholars on the experiences of implementing universal primary education.

Executive Summary

The Free Primary Education (FPE) assessment study was carried out in 162 primary schools in Kenya in February 2004. The study covered nine sampled districts in five provinces. Eighteen schools were picked from each of the nine sampled districts. The Ministry of Education, Science and Technology (MOEST) records show that the sample area had a total of 2,169 schools with an enrolment of 963,918 pupils. Thus, the schools visited represent 7.5 per cent of the schools and 9.04 per cent of the enrolment in the targeted sample districts. The overall aim of the study was to document the experiences of the first year of implementing FPE and use them to address the emerging challenges.

The FPE study collected data from many sources and used different data collection techniques - both quantitative and qualitative. These included Focus Group Discussions (FGDs) to collect qualitative data from pupils, teachers and community members. The mail questionnaire technique was used to collect data from headteachers, a checklist to collect observational data from schools and in-depth interviews to get data from headteachers and district education officials.

The study established that after an initial increase in enrolment, public schools were beginning to experience a decline in enrolment due to dropouts and to a lesser degree, transfer to private schools. While enrolment rose to 92,974 in the 162 sampled schools in 2003, up from 74,410 in 2002, the number dropped to 88,356 in 2004, representing a 5 per cent drop. A number of factors explain this situation, including unfriendly learning environments, poverty, child labour and HIV/AIDS. **According to the study, the bulk of the pupils are in classes that are not appropriate to their age.** Only a quarter of the pupils are actually in a grade that is suitable for their age, while 44 per cent are over-age for their grade by two or more years. The results

indicate that the majority of the pupils are above the age expected for their grade. This has a negative impact on their learning achievement. Moreover, some of them were indisciplined and bullied younger pupils. Being over-age for grade also impacts on the survival rates especially for the girls, who due to cultural practices, are considered marriageable once they reach teenage even though they may still be in primary school.

The study also established that children returning to school after having dropped out constituted 7.5 per cent of the enrolment in schools. The majority of the re-entry cases were in Classes 4 and 5. In addition, more girls than boys constituted the new admissions in most of the districts, with a significant variation occurring in Kisumu and Gucha districts. This indicates that more girls than boys are affected when schools levy fees. Parents opt to send boys to school at the expense of girls, who are made to do domestic chores or engage in small-scale business like selling vegetables to bring in additional incomes to the family. Once they reach puberty, they are pushed into marriage to bring bride wealth to the family.

Repetition was noted as a common feature in most schools, an indication that the education system is wasteful. In the sample, a total of 7.7 per cent of the enrolled pupils had repeated their classes with males and females accounting for 8.1 per cent and 7.4 per cent, respectively. The proportion of repeaters is high - and this contradicts the official Ministry of Education policy that outlaws repetition.

Due to the large pupil influx, schools were facing a serious teacher shortage. Most classes were too large to be handled by a single teacher. On average, the teacher:pupil ratio in most schools was 1:50. This has a lot of implications on teaching and learning. The teachers were not able to give individual attention to the learners, especially to the slow ones, and this made it difficult for schools to offer quality education. Teachers were also unable to



Pupils sitting on stones due to lack of desks.

take full control of classes. Indiscipline was, therefore, rampant in schools.

Provision of instructional materials including textbooks was identified as one of the major achievements of the FPE programme, particularly through reducing the cost burden of education on parents and thus leading to an influx of pupils to school. However, it was noted that the FPE grants disbursements were not done on time as most schools started receiving the funds either in second or third term of 2003, implying most pupils had limited access to textbooks in first term. It was also noted that due to the recent curriculum review, schools had mainly procured the new textbooks for Classes 1 and 5 and 8. Storage facilities had also been provided either in the headteachers' offices or in classrooms.

Similarly, **there was concern that the procurement procedures were cumbersome and time-consuming.** It was, therefore, suggested that the government should establish a central professional body either at district or national levels to procure and distribute the books. This would save teachers a lot of teaching time that they spend attending meetings on

textbook selection and distribution. On the same note, headteachers would also be spared the time they spend traveling to buy books instead of teaching or running the schools.

Most schools do not have adequate classrooms to accommodate the large numbers of pupils enrolled under FPE. The classrooms were generally congested and there is hardly space for movement. The classrooms are in poor condition. Lighting is poor as many classrooms depend only on sunlight. It was noted, though, that with FPE, many schools had started doing repairs on classrooms using the money given for maintenance. Chalkboards are being given fresh paint coats and windows and doors fixed especially in classes where books and other teaching and learning materials are being kept.

The study found that the teachers, parents, school committee members and pupils learnt about FPE through the media, the 2002 General Election campaigns and through the provincial administration. They also learnt about it through circulars issued by the Ministry of Education. Some also learnt about it through

church and community leaders and local NGOs. There was consensus though that after the initial euphoria, there was lack of a sustained and comprehensive communication strategy for FPE. In particular, there was lack of information on the roles of the various stakeholders - teachers, parents, school committee members, sponsors and local donors.

There were mixed views about the impact of FPE. On the one hand, there was consensus that education quality had improved because of the provision of learning and teaching materials and because of the fact pupils were no longer missing lessons due to lack of fees. On the other hand, it was reported that quality had gone down due to large numbers of pupils in classes that made it difficult for the teachers to provide attention to all learners. Teacher shortage and enrolment of over-age learners were cited as other factors that had affected the quality of education. Teachers no longer gave adequate assignments to the pupils because they can not cope with the marking and teaching workload.

The FPE programme faces several challenges as clearly articulated by all the respondents. Increased student population; shortage of teachers; lack of clear guidelines on admission; hence, the entry of over-age children; lack of consultation with key stakeholders such as teachers and parents; delay in disbursement of funds; and expanded roles for headteachers were cited as some of the major challenges facing FPE. It was particularly noted that the implementation of the programme without prior consultation or preparation of teachers and lack of regular communication to sensitise the various stakeholders on their roles were highlighted as hampering the smooth implementation of the FPE programme. There was general misconception about the meaning of 'free' education with parents taking the view that they were no

longer required to participate in school activities. Matters were made worse by the political leaders, who were sending conflicting signals about parents' and communities' participation in FPE. They have given indication that funds drive or voluntary contributions were not acceptable.

In view of the study findings and based on suggestions by the various respondents the following recommendations should be considered if the FPE programme is to succeed.

■ **The government should as a matter of priority develop the FPE policy that clearly defines what FPE is all about.**

- The FPE policy should give direction on access, quality assurance, retention and completion strategies.
- The policy should give guidelines on admission criteria.
- It should also provide for the needs of children with special learning needs.
- It should clarify funding sources, define roles of various stakeholders, provide a framework for instilling discipline, conducting assessments.
- The policy should be widely disseminated.

■ **FPE should be implemented within the broader Education For All (EFA) framework, which provides for a holistic approach to education provision.**

- The government should adopt various strategies of expanding access, ensuring retention and completion.
- It should expand, strengthen and create centres for accelerated learning targeting over-age youth.
- Vocational and skills training, adult literacy and education programmes should also be strengthened so that they can accommodate the over-age learners.
- The government should finalise a policy for establishing equivalencies between formal and non-formal education and across the various levels of education.

There was consensus though that after the initial euphoria, there was lack of a sustained and comprehensive communication strategy for FPE.

■ **The Ministry of Education needs to urgently design an effective communication strategy to create awareness about the FPE policy, what it entails, and how it is to be implemented.**

- Teachers, parents, pupils and communities need to get regular updates about what is happening about FPE, how to address emerging challenges and how to work as a team to address those challenges.
- The Ministry of Education should use the mass media and the provincial administration to popularise FPE and inform parents and communities of what they are expected to do to make it succeed.

■ **Teachers should be taken through in-service courses to train them on new teaching techniques like multi-grade and double-shift and ways of instilling discipline without using the cane.**

- They need to be trained on guidance and counselling, especially to enable them deal with over-age learners.
- Parents, school communities and sponsors should be involved in disciplining of pupils.

■ **The government should carry out a thorough staff balancing exercise to ensure that all schools have enough teachers.**

- The government could consider employing more teachers to ease the shortage.
- It could also consider engaging contract teachers, who will be cheaper to maintain.
- Parents and communities should also be encouraged to engage part-time teachers, especially the unemployed trained teachers.
- The government and stakeholders should devise ways of motivating teachers, including promoting and rewarding best-performers.

■ **The government should provide clear policy guidelines on how parents and communities could provide physical facilities like classrooms, toilets, desks and water tanks. Emphasis must be made that no child should be locked out of school because of the parent's failure to participate in the development activities.**

- Part of the constituency development funds should be used to put up classrooms and toilets or rehabilitate facilities in schools to provide pupils with a conducive learning environment.
- Communities should be encouraged to raise funds to provide buildings and other physical facilities to schools.

■ **The government should revise the criteria for disbursing funds with a view to giving more money to schools in hardship areas and also consider giving allocations for joint exams.**

- Additional funds should be allocated for needy schools to enable them put up physical facilities since parents no longer pay building fees.
- The FPE funds should be sent to schools on time preferably during holidays so that the headteachers and the communities can plan and purchase the books and other teaching and learning equipment on time.
- Flexibility should be allowed in the use of funds on the condition that parents, communities and school committees agree on what they want to be supported. For example, schools that do not have electricity or telephone bills to pay should have the liberty to use votes for those items alternatively for pressing needs like paying the ECD teacher.
- The government should also consider including an allocation for school assessments and sporting activities.
- Voluntary participation of parents and communities to provide resources to put up non-budgetary facilities like toilets and classrooms should be encouraged. However, strict guidelines must be put in place to eliminate cases of exploitation of parents.

■ **The government should provide the infrastructure for the children with special needs.**

- Expand existing schools offering special needs education to accommodate more pupils.
- School buildings should be made friendlier to those with physical disabilities.
- Teachers should be trained on ways of handling children with physical disabilities.
- Parents and communities should be sensitised so that they can take their disabled children to school.
- Systems of school data collection should be improved to capture the information on children with special learning needs.

■ **A comprehensive ECD policy should be developed that defines the various components of the sub-sector, the kind of curriculum it should offer, teacher training, recruitment and payment as well as what roles the parents, the communities, the Ministry of Education and the local authorities should play.**

- The government should find a way of supporting ECD. Realising this would require a directive compelling local authorities to employ ECD teachers and make education free at least at the pre-unit level. The government should review the Simba Account with a view of building in a component for ECD funding.

■ **Intensify campaign against HIV/AIDS in schools and design special interventions to support those affected and infected by the scourge.**

- Publicise and widely distribute the *Education Sector Policy on HIV/AIDS* to assist schools, parents and communities to fight the scourge.
- Equip teachers with skills and knowledge to disseminate information on HIV/AIDS and enable them to providing

counselling services to those affected and infected.

- Strengthening teaching of HIV/AIDS in schools.

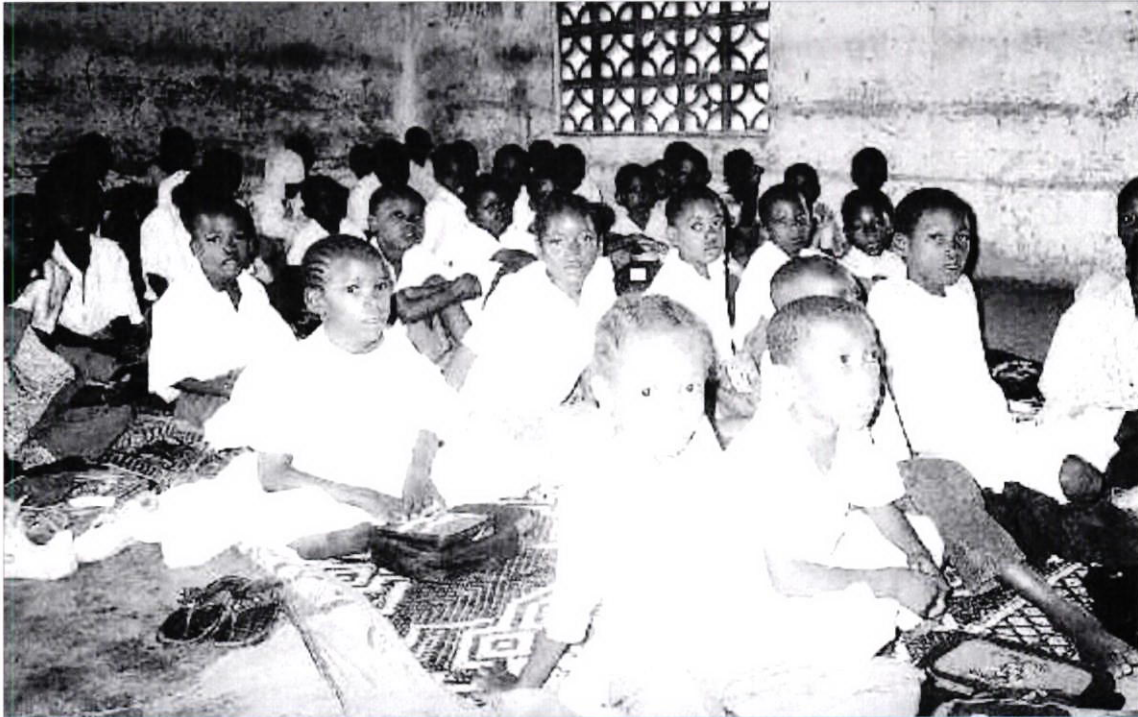
■ **The government should promote partnerships to ensure sustainable implementation of FPE.**

- The government should define the roles of various groups involved in school management, namely headteachers, sponsors and school committees, to enable them carry out their activities harmoniously.
- The role of sponsors needs to be clearly spelt out to avoid a situation where they exerted a lot of influence on the management of schools without commensurate input in terms of resources.
- Parents and community members should also be made aware that it is their obligation to ensure that all children are taken to school.
- Parents and community members should be encouraged to participate in school management.
- They should monitor the progress of FPE and ensure that all children enrol and attend school regularly. Those who are not enrolled or drop out of school should be reported to the chief or local education authorities for action.

■ **Headteachers, teachers and school committees should be trained on book-keeping, accounting and general procurement procedures.**

- The government should recruit, in-service and deploy more inspectors to the districts to improve inspection services and guarantee quality.
- It should engage bursars/account clerks to serve a cluster of schools. Not only will this ensure effective accounting procedures for the funds but also relieve headteachers from that task, which they are not well-equipped to do.

Background and Methodology



Mats have provided a good alternative for pupils where there is shortage of desks.

1.1 Background of the Free Primary Education (FPE) study

A political transition took place in Kenya after the December 2002 elections when the political party (KANU) that had ruled since independence lost to the opposition party. Just before the elections, the major opposition parties formed a coalition (NARC) that eventually won. During its campaigns, NARC promised to offer free primary school education. And true to its promise, after taking over in December 2002, through MOEST, the NARC government introduced FPE in January 2003. And as was expected in a country where a substantial proportion of children were out of school, the response was overwhelming. In many schools, the headteachers found themselves with more children to enroll than their capacity could hold. Due to the

limited space and facilities, the heads turned many children away. Of course, many parents were disappointed and they kept on moving from one school to another as they sought places for their children. Since the government had not given an age limit, even those who were 'over-age' were enrolled and this worsened the congestion in schools.

Given this background, scholars and policy-makers have raised pertinent issues related to the FPE policy. While there is a consensus that this is an appropriate policy addressing the problem of declining primary school enrolment in Kenya, a serious concern has been raised on the way the NARC government has implemented the policy. For example, after the (political) declaration of the policy, school heads were expected to implement it without prior

preparations. On the ground, school heads and education officers were caught unawares. Indeed, the government was itself unprepared for the policy because it was started on a short notice.

In response to the initial implementation problems, the Minister for Education convened an urgent meeting at the Kenya Institute of Education (KIE) in Nairobi in January 2003 that was attended by senior Education Ministry officials, the private sector, the civil society and faith-based groups. The meeting attempted to provide guidelines to the implementers and also started to address the most pressing obstacles hindering the implementation of the policy. The meeting set up a taskforce that was mandated to review the situation and advise the ministry on what should be done to implement the policy effectively. The ministry also sent out its officers to all the districts to review the situation on the ground and collect data to inform the implementation process.

To support the FPE initiative, UNESCO was asked by MOEST to finance and carry out an assessment study to collect much-needed data on the initial experiences in the implementation of the policy. In late 2003, after close consultation between UNESCO and the MOEST, a research team was constituted to undertake the study. The next section highlights the focus of the study.

1.2 The objectives of the FPE study

The overall aim of the study was to document the experiences of the first year of implementing FPE and use them to address the emerging challenges. The specific objectives of the assessment study were as follows:

- (1) Establish how different stakeholders (teachers, parents and pupils) understood the FPE policy and identify their various sources of information about the policy.
- (2) Establish how the policy had been imple-

mented in schools and capture the initial experiences of the stakeholders.

- (3) Assess the immediate outcomes of the policy in terms of transfers (from private to public or vice versa), change in enrolments, class size, use of existing school resources and others.

- (4) Identify specific resources (money, books and other teaching and learning materials) that schools had received through FPE.

- (5) Establish the perceptions of different stakeholders on the new policy in regard to quality, efficiency, discipline, and sustainability.

- (6) Take stock of the challenges, achievements and existing implementation that should be addressed to strengthen the FPE policy.

- (7) Document the lessons learnt in the first year after implementation of FPE in Kenya.

Taken together, these are the objectives that the assessment study attempted to realise. The next section presents the methodology adopted by the study.

1.3 The methodological design of the FPE assessment

The FPE needs assessment was designed as a national study and drew a representative sample of Kenyan districts. Using various data collection techniques, the study obtained data from various sources that included pupils, teachers, parents, school committees and education officers. In the next sections, the key components of the methodological design of the study are discussed.

1.3.1 The purposive selection of provinces and districts

Given the financial resources available and the urgency of the data targeted, the needs assessment was designed as a survey of Kenyan districts and schools. More specifically, the study targeted a representative sample of the districts and public primary schools. The sampling design was done in stages (adopted multi-stage sampling) and combined both the principles of probability



Pupils in class: FPE has given a chance to many pupils to get access to education.

and non-probability sampling.¹ In the first stage, the study purposively drew a sample of five out of eight administrative provinces and from each of the selected provinces, two districts were selected. The selection of the provinces (and districts) was based, *inter alia*, on their respective agro-ecological potentials with a view of capturing the national pattern. It should be noted that the agro-ecological potential of a zone (province or district) largely determines its economic potential which consequently, influences the poverty levels, basic infrastructures and to some extent, academic performance. Using the agro-ecological potential as the main selection criterion, Coast, Eastern, Nairobi, Nyanza, and Rift Valley provinces were selected.

In the second stage, the study selected two contrasting districts from each of the five provinces, except Nairobi that was treated as both a province and a district. The selection of districts was done purposively and ensured that one of the districts represented the high agro-ecological

potential zone of the province; the other district was meant to represent the low agro-ecological potential zone. In addition, the selection of the districts within a province was also controlled for the Kenya Certificate of Primary Education (KCPE) performance in 2002. In particular, the purposive selection of the two districts within a province also ensured a contrast in terms of academic performance as measured by the District Mean Scores (DMS) for KCPE results of 2002. Practically, within a province, using data from the Kenya National Examination Council (KNEC), the study purposively selected a district with a 'high' versus another with a 'low' DMS. In all, using these criteria, a total of nine districts were selected; two from each of the five selected provinces, except Nairobi, as shown in Table 1.

In Table 1, the DMS are shown in brackets for all the selected districts except for Nairobi. The first district per province listed in Table 1 represents the high agro-ecological zone; and except for Rift Valley, the dis-

¹Chen in Singleton, R., B.C., Straits, M.M., McAllister, R. (1988): *Approaches to Social Research*, OUP: New York: "... it is possible to combine probability and non-probability sampling in one design whenever sampling is carried out in stages."

Table 1

THE SAMPLE OF PROVINCES AND DISTRICTS FOR THE STUDY			
Selected provinces	Selected districts and District Mean Scores (DMS) for KCPE 2002	Number of schools covered per district	Number of schools covered per province
COAST	1. Taita Taveta (189) 2. Kwale (176)	18	36
EASTERN	1. Embu (190) 2. Mwingi (178)	18	36
NAIROBI	1. Nairobi	18	18
RIFT VALLEY	1. Kericho (193) 2. Kajiado (198)	18	36
NYANZA	1. Gucha (170) 2. Kisumu (181)	18	36
TOTAL	9	—	162

tract with 'good' academic performance. In the same way, except for Rift Valley, the second district represents the low agro-ecological zone of the province and the district with the 'poor' academic performance. To control for social economic status and academic performance in Nairobi, schools were selected purposively from different socio-economic zones (like Eastlands versus Westlands).

1.3.2 The random selection of primary schools

In stage three, the study attempted to select a representative sample of public primary schools in the nine selected districts. Given the limited time and finances, the study targeted to cover 18 schools per district or 36 schools per province - giving a total sample of 162 schools as shown in Table 1. At this stage, the selection of schools was done using a stratified random sampling technique. Within a district, schools were stratified on the basis of their academic performance as measured by the School Mean Scores for the KCPE 2002 results. The target here was to capture schools with 'good' versus 'poor' academic performance.

Practically, to select schools from a district, the School Mean Scores for KCPE 2002 results were used for the identification of 18 leading and 18 poor performing schools. Out of the 18 best performing schools in a district, the study randomly selected nine. In the same way, out of the 18 poor performers in a district, the study randomly selected nine schools. At this point, using data on KCPE 2002 candidature, the study also controlled the selection of the schools by size. Accordingly, both schools with a large and small number of candidates as reflected in the KCPE candidature of 2002 were

included.

The FPE study anticipated that in rural areas, some schools selected randomly

In each district, 'good' performing as well as 'poor' performing schools were randomly selected.

would not be easily accessible. Accordingly, the need to replace some selected schools was foreseen. In this respect, for each of the two categories of the targeted schools, the study used a

sampling frame of 18 schools to select nine schools to give room for replacement of a school selected but which was not easily accessible. By following these procedures, the study ensured that the selection of the schools at the district level was unbiased and hence scientific. In each district, 'good' performing as well as 'poor' performing schools were randomly selected. In addition, schools with large as well as those with small candidature were included in the final sample. Indeed, by adopting a stratified random procedure to draw a sample of schools at the district level, the study controlled all the non-academic interests (like political) that could have interfered with the selection procedures. Following the three stages, the study drew and covered a sample of 162 schools from the nine selected districts.

1.3.3 Selection of respondents within and around the schools

In the fourth stage of the sampling design, the study targeted to draw a representative sample of stakeholders involved in the implementation of FPE. Specifically, at the school level, the study targeted to cover the following: pupils, teachers, parents and members of the school committees. How were these categories of respondents drawn?

In each of the selected schools, using class registers, two pupils (a male and a female) per grade were randomly selected from Class 4 to 8. This way, a total of 10 pupils were covered in a school. The study did not therefore cover pupils from lower primary - who were considered too young to be subjected to any form of an interview. The selection of teachers was partially random. First, in each school selected, three teachers were selected to represent Class 8. Second, two science teachers were drawn from Classes 5 and 7. Third and last, three non-science teachers were selected from Classes 4, 6 and 8. In this way, a sample of eight teachers was drawn (albeit partially randomly) and studied from each of the 162 schools covered by the study.

The selection of community members - parents and members of school committee - was done purposively. After the selection of a school, the research teams in a district were instructed to contact and request the headteachers to invite members of the school committee and parents for a meeting with the research team in the selected schools. The group to be interviewed was to comprise four committee members (including the chairman and treasurer) and six parents. The group had to be of mixed gender and representative of the community. This way, the study covered about 10 community members per school. In some cases, however, it was not possible to have all the targeted community members inter-

viewed. Even then, in all the schools covered, the research teams were able to meet and interview at least five community members. Last, the study covered all the headteachers of the 162 primary schools, who were required to fill a questionnaire.

1.4 The collection of FPE data using different techniques

The FPE study collected the required data from many sources and used different data collection techniques - both quantitative and qualitative. Indeed, the study adopted a triangulation methodology. First, the FPE study used Focus Group Discussions (FGDs) extensively to collect qualitative data from pupils, teachers and community members. By definition, an FGD entails collection of qualitative data from a group of between six and 12 persons who are facilitated (by the researcher/moderator) to reflect and discuss specific issues of interest to a study. Using an interview guide (the instrument), one of the two research assistants conducting an FGD facilitated the discussion while the other recorded the discussion - manually and electronically using a tape recorder. Accordingly, all FGDs covered by the study are recorded on tape. For each cadre of informants, the FPE study had constructed an interview guide for the FGDs. [Notes to research assistants and the instruments used for the FGDs appear in the Annexes.]

Second, the study used mail questionnaire technique to collect data from headteachers. In every school, the headteacher was given a questionnaire that he or she was requested to fill. Through this technique, the study collected useful quantitative data pertaining to enrolment, class size, attendance, and distribution of pupils by class and sex, stock of school facilities, and others. [A copy of the mail questionnaire also appears in the Annexes.]

Third, the FPE study used a checklist to collect observational data from schools. In



Learning under tree: All efforts have been made to ensure that children are taught.

all the schools covered, the research teams physically visited designated classes (two lower classes and two upper classes) and made observations regarding physical appearance, roofing materials, type of walls, status of windows, congestion, pupils present and sharing of desks, and others. [The checklist used by this study also appears in the Annexes.] Through this tool, the study collected massive observational data that enriched qualitative and quantitative sets of data reported in this document.

Fourth and last, while in the districts, the technical supervisors (Principal Researchers) visited the district education offices and held in-depth interviews with education officers. In a number of districts, the supervisors were able to interview the District Education Officers (DEOs) who are the senior most implementers of the policy at the district-level. From this source, the study obtained valuable data on the bureaucratic constraints that hampered the flow of information and finance, which are critical for implementing the new policy.

1.5 Training and organisation of the district research teams

Before embarking on the fieldwork, the Principal Researchers (from UNESCO and MOEST) recruited about 60 Research Assistants (RAs) and thoroughly trained them for three days at Ruiru (outside Nairobi). The training covered, *inter alia*, FPE as a new policy and related issues, critical issues on scientific research (such as sampling), and qualitative and quantitative data collection techniques. In particular, the RAs were trained on how to collect data using the FGD technique and how to record data systematically. The training also covered interviewing and observation as data collection techniques.

After the rigorous training on methodology, the RAs were deployed to the nine districts. The Principal Researchers were each assigned a district to supervise. Nine district specific teams were formed that comprised the supervisor and six RAs. Within a district, the six RAs were further subdivided into three smaller teams of two. Each team was then allocated six schools, where they collected data from headteachers, teach-

ers, pupils and community members. A supervisor in a district, therefore, had to coordinate the work of three teams in his/her district to cover a total of 18 schools. This way, all the 162 schools in nine districts were covered. This ensured 100 per cent coverage of the study's targeted sample in February 2004.

1.6 Challenges encountered during fieldwork

The FPE study faced several challenges. First, the study had a short time frame - for training, field work and report writing. Two and most serious, fieldwork was conducted when there was a national crisis in the public transport sector. This slowed the movement of the district research teams - which relied entirely on public transport - from Nairobi to the districts and from one school to another within the districts. To overcome this challenge, the study increased the number of field days by three for all the district teams to ensure effective coverage of the sample. But in all, the stakeholders covered strongly supported the initiative and hoped to see an improve-

The supervisors studied and merged the nine districts reports to come up with a overall report.

ment in the implementation of the FPE based, in part, on the study findings.

1.7 Analysis of the FPE data

After the fieldwork, the technical research team held numerous meetings and agreed on how to organise, summarise, and analyse the raw data to come up with the expected reports. During the meetings, it was agreed that each research supervisor would write a report for the district he or she covered. The full districts assessment reports are publicised separately in another document. Basically, the supervisors were to analyse qualitative data from the FGDs. In addition, one supervisor was allocated to analyse the quantitative data for all the districts using an appropriate statistical package. Such data would be used to enrich the discussions based on qualitative data. After the compilation of the district-specific reports, the supervisors studied and merged the nine district reports to come up with an overall report. This report captures all the substantive issues pertaining to the first year of FPE's implementation.



Many schools are in poor condition.

CHAPTER 2

Characteristics of sample and quantitative data



Pupils going home at the end of the day. All schools recorded high enrolment.

2.1 Sample school population

The FPE study was carried in 162 schools comprising 18 schools from each of the nine sampled districts. MOEST records showed that the sample area had a total of 2,169 schools with a total enrolment of 963,918 in 2004 [Table 2]. The schools visited represent 7.5 per cent of the schools and 9.04 per cent of the enrolment in the targeted sample districts. Table 2 shows the distribution of the primary schools with a school pupil population comprised of 50.1 per cent boys and 49.9 per cent girls.

2.2 Enrolment

The results in Table 2 show the overall district data and enrolment in the sample schools. The enrolment in the 162 sampled

schools had increased from 74,410 (in 2002) to 92,974 pupils (in 2003). In 2004, the enrolment reported of 88,356 pupils depicted a drop of 5 per cent when compared to enrolment of 2003. Nairobi recorded a total enrolment of 144,929 in 2002, increasing to 205,362 in 2003 and declined to 203,061 in 2004. In Kajiado, primary school enrolment increased from 58,334 in 2002 to 73,981 in 2004. A higher proportion of boys than girls were enrolled in all districts except Kajiado, Kericho and Kwale. This may be attributed to the fact a large number of boys in these districts are involved in informal employment. For example, in Kwale, boys work in the tourism sector as 'beach boys'.

However, data on enrolment for all the schools in the sampled districts reflect a

Table 2: Distribution of enrolment in sample districts and schools

District	Overall district data			Sample schools data		
	2002	2003	2004	2002	2003	2004
Kajiado	58,334	66,648	73,981	9,588	10,631	11,715
Nairobi	144,929	205,362	203,061	16,009	23,383	18,071
Mwingi	85,880	97,069	107,261	6,296	6,833	6,966
Gucha	100,145	126,545	122,197	5,047	6,404	6,732
Kiambu	46,511	51,543	55,984	7,135	7,876	8,113
Kwale	88,077	109,456	131,055	8,817	11,664	12,220
Taita Taveta	59,168	62,827	66,855	7,329	7,896	7,962
Embu	56,175	61,814	62,337	7,567	11,057	8,913
Kericho	125,073	133,086	139,183	6,607	7,220	7,664
Total	768,296	916,355	963,918	74,410	92,974	88,356

tremendous increase in enrolment from 768,296 (in 2002) to 916,355 (in 2003) an increase of 19.3 per cent. The increase in enrolment reflects the achievement towards increasing access to education during the implementation of FPE. Also, between 2003 and 2004 the overall district enrolment increased by 5.2 per cent in the nine districts as compared to the sample schools that reflected a decline of 5 per cent.

The overall district data indicates that enrolment in Nairobi and Gucha declined by 1.1 per cent and 3.4 per cent respectively between 2003 and 2004. In comparison, data collected from the sample schools also show that enrolment in Nairobi declined by 22.7 per cent between

2003 and 2004, while that of Embu district declined by 19.4 per cent in the same period. The decline in enrolment in the public schools could be attributed to several factors, including drop-out due to unfriendly learning environments, poverty and transfers to private schools. In 2004, Kajiado District had the highest increase in enrolment of 10.2 per cent in the sample data and 11 per cent in the overall district data as shown in Table 3.

Table 3 and Figure 1 show that nationally there is near attainment of gender parity in enrolment. However, gender inequality was highest in Kajiado, Kwale and Kericho as they recorded more boys than girls in school. On the contrary, Nairobi, Gucha and Embu had a higher enrolment for girls.

Table 3: Percentage change in enrolment, 2003 – 2004

District	Overall district data		Sample schools data					
	2003	2004	2003			2004		
			Males	Females	Total	Males	Females	Total
Kajiado	14.3	11.0	10.5	11.4	10.9	5.3	16.0	10.2
Nairobi	41.7	-1.1	63.8	25.1	46.1	-38.8	2.2	-22.7
Mwingi	13.0	10.5	10.6	7.1	8.8	8.6	-0.3	1.6
Gucha	23.9	-3.4	30.6	23.8	26.9	4.3	5.9	5.1
Kiambu	10.8	8.6	11.3	9.5	10.4	-0.4	6.3	3.0
Kwale	24.1	19.7	32.9	31.5	32.3	4.1	5.5	4.8
Taita Taveta	6.2	6.4	9.9	5.3	7.6	-0.5	2.3	1.0
Embu	10.0	0.8	6.6	76.8	45.7	13.0	-34.9	-19.4
Kericho	6.4	4.6	8.1	10.6	9.3	4.1	8.4	6.1
Total	19.3	5.2	26.1	23.7	24.9	-8.6	-1.1	-5.0

Figure 1: Proportion of enrolment by gender and district

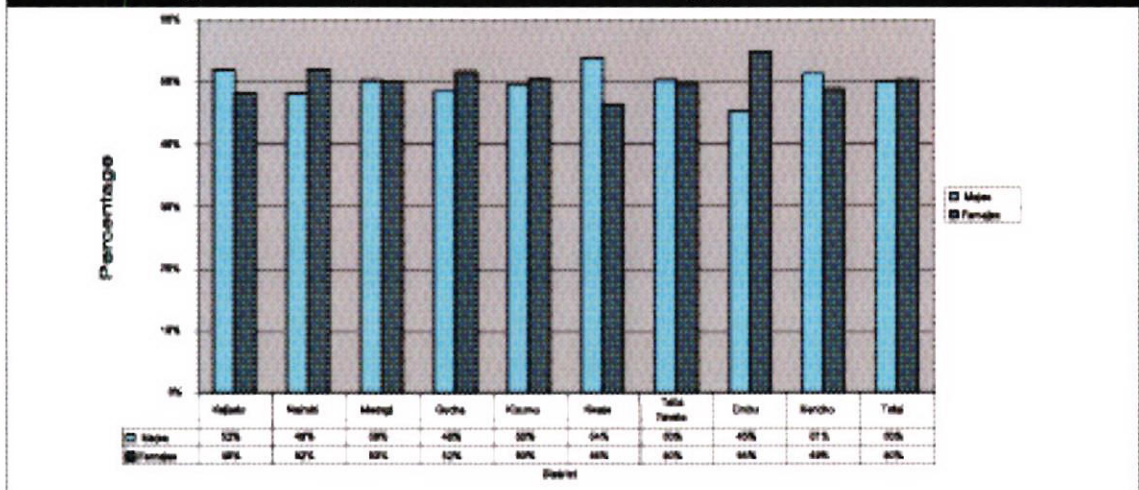


Figure 2 illustrates the proportion of enrolment for each grade by class by gender. The school grade enrolment levels show an increase from Class 8 at 9.1 per cent to Class 1 at 15.1 per cent, indicating an annual increase of new entrants in primary education.

Table 4 illustrates the distribution of enrolment of the sampled districts for Class 1 to 8. The composition of the grades is similar for all the districts with Classes 1 and 2 recording the highest enrolment levels. However in Embu, Classes 3 and 4 had the lowest enrolment composition, while for Kwale it was in Class 5 to 8.

2.3 Age specific data

Table 5 indicates a positive achievement during the FPE introduction, since at Class 2, 53.9 per cent of the pupils are of the expected age for grade. However, the new entrants in Class 1 in 2004 were only 29.6 per cent. This represents a 24.3 decline. It is critical to note the proportion of pupils who were over-age for their grades - they constituted 11.6 per cent of the total enrolment. Within this group are pupils who should be in the fourth year of secondary education or in post-secondary institutions.

Analysis of the age data in Figure 3, reveals that only a quarter of the pupils are

Figure 2: Proportion of enrolment by class by gender

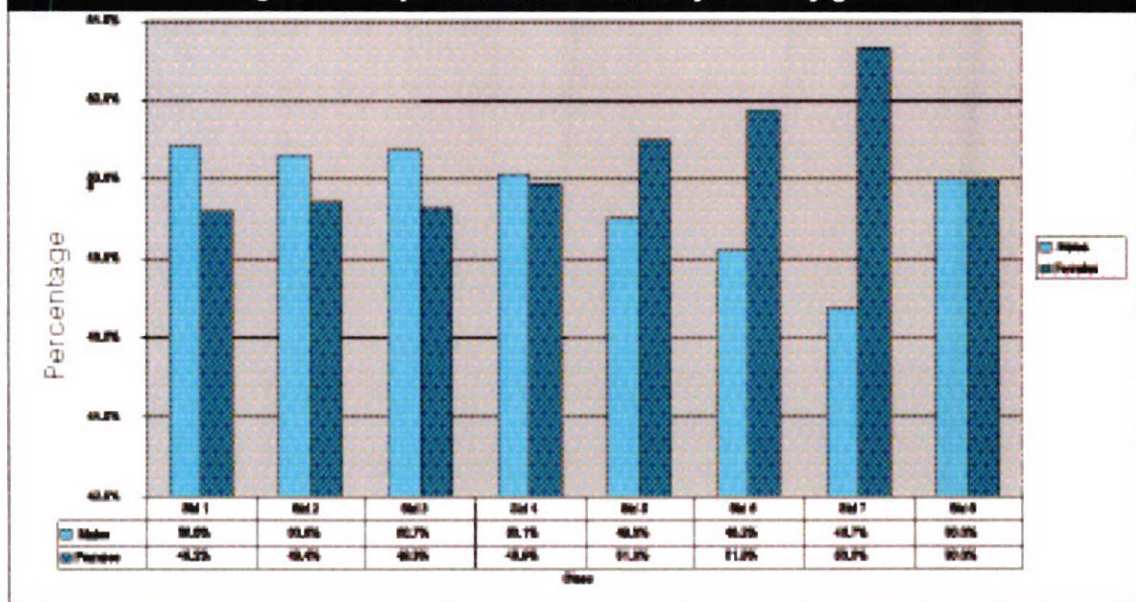


Table 4: Proportion of enrolment in sample schools by district and grade, 2004

DISTRICT	N	Class (grade) percentage							
		1	2	3	4	5	6	7	8
Embu	18	13.1	14.0	10.7	10.9	12.5	13.3	13.8	11.8
Gucha	18	13.9	13.0	13.2	13.7	13.6	12.1	11.9	8.6
Kajiado	19	15.8	14.9	12.2	13.2	12.5	12.0	10.9	8.5
Kericho	18	15.4	12.8	12.2	12.1	11.6	13.1	12.2	10.5
Kwale	18	19.7	22.7	12.5	11.0	9.2	9.5	9.1	8.2
Kisumu	18	13.7	12.8	12.5	12.7	13.0	12.3	12.3	10.7
Mwingi	18	18.8	13.3	13.8	11.3	11.8	10.4	11.3	9.4
Narobi	18	12.9	15.8	13.7	13.2	12.4	11.6	10.7	9.7
Tata Taveta	18	14.7	13.4	12.4	11.8	11.7	11.3	12.7	12.2
TOTAL	162	15.2	15.3	12.6	12.3	12.0	11.6	11.4	9.6

actually in a grade that is suitable for their age, while 44 per cent are over-age for grade by two or more years. The results indicate that the majority of the pupils are above the age expected for their grade. This has a negative impact on their learning achievement. Among others, teachers indicated that the over-age pupils did not participate in classroom activities like asking or answering questions or reading aloud for fear of exposing their weaknesses. Yet classroom participation is part of the learning process and enhances achievement. Moreover, some of them were indisciplined and bullied younger pupils, especially the bright ones who they considered a threat. It also impacts on the survival rates especially for the girls, who, due to cultural practices, are considered marriageable once they reach teenage.

2.4 New admissions, repetition and drop-out

The analysis of new admissions indicates that they constituted 7.5 per cent of the enrolment in schools. Figure 4 shows that the highest new admissions occurred in Gucha and Kericho districts, with 13.5 per cent and 12.6 per cent, had the highest proportion of new admissions while Mwingi at 3.3 per cent recorded the least. In addition, more girls than boys constituted the new admissions in most of the districts, with a significant variation occurring in Kisumu and Gucha districts. This indicates that more girls than boys are affected when schools levy fees. Parents opt to send boys to school at the expense of girls, who are made to do domestic chores or work in small-scale business like selling vegetables

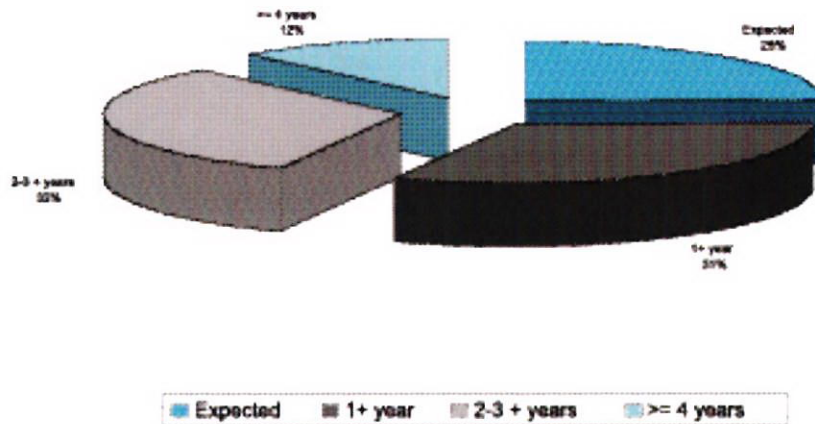
Table 5: Distribution of primary school pupils by age by grade in sample schools, 2004

Age for grade	Expected age for grade and over-aged for grade								Row total
	1	2	3	4	5	6	7	8	
Expected	29.6	53.0	14.6	19.3	19.9	20.0	15.2	22.5	24.8
1+ year	34.2	16.3	50.6	29.6	28.3	29.6	26.2	34.6	31.8
2-3+ years	25.0	19.0	21.9	34.8	36.5	38.9	49.8	38.9	51.8
>= 4 years	11.2	10.7	12.8	16.3	15.4	11.5	8.9	3.9	11.6
Column Total	100	188.0	188.0	188.0	188.0	188.0	188.0	188.0	188.0

Note: Np= 86,937, Ns=162

Official entry age at Class 1 is 6 years

Figure 3: Distribution of pupils by expected age for grade



to earn additional income to the family. Once girls reach puberty, they are pushed into marriage to bring bride wealth to the family.

Grade repetition

A total of 7.7 per cent of the enrolled pupils had repeated their classes with males and females accounting for 8.1 per cent and 7.4 per cent, respectively as represented in Figure 5. The proportion of repeaters is high - and this contradicts the official regu-

lation that outlaws repetition. Kericho, Kisumu and Mwingi reported the highest repetition rate of more than 10 per cent, while Nairobi with 1.1 per cent, was the lowest.

Drop-outs

Figure 6 provides details of the drop-out levels for the sample districts by gender. In 2004, the sample schools reflected a low pupil drop out level of 1.4 per cent with a slight gender variance of 1.5 per cent for

Figure 4: New admission rates in sample primary schools by gender and district

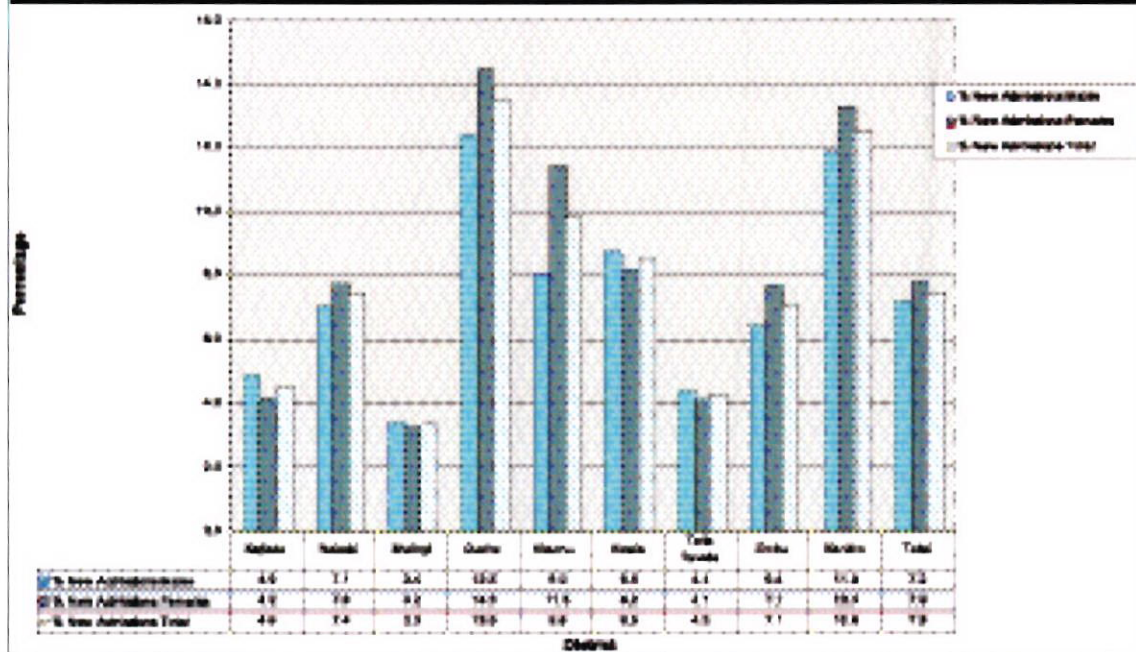
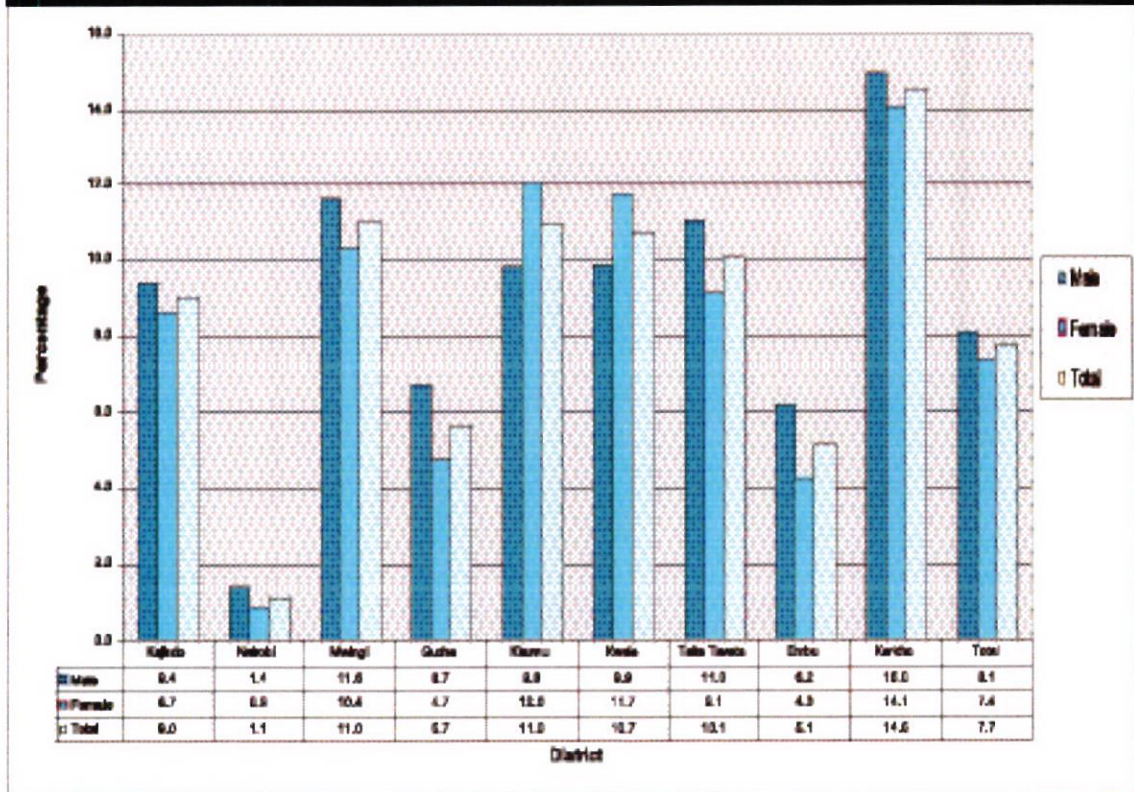


Figure 5: Grade repetition in sample primary schools by gender and district



girls and 1.4 per cent for boys. Incidentally, Kisumu, Gucha and Nairobi had high drop out rates despite recording high new admission levels. Embu and Taita Taveta reported the least drop out rates of 0.2 per cent and 0.4 per cent.

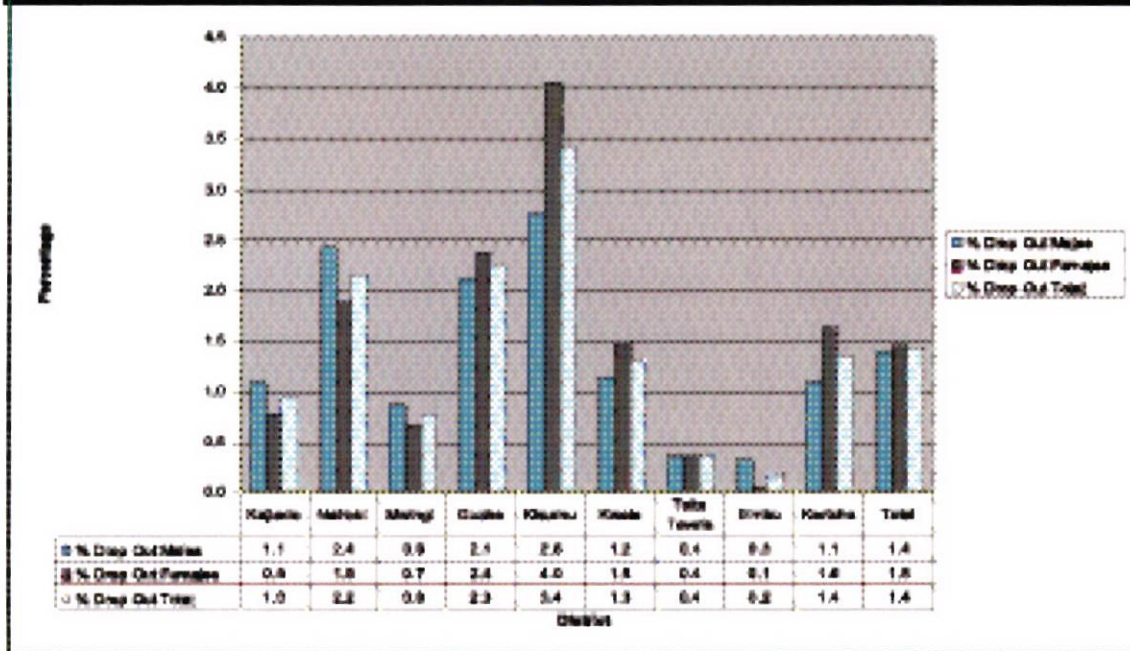
2.4 Number and ratio of teachers

Table 6 provides details of the composition of teachers in the sample districts. There were a total of 2,146 teachers of whom 61 per cent were females. Based on the enrolment of each of the 162 schools and the number of teachers in the nine districts, Kajiado had the highest pupil: teacher ratio of 1:58 followed by Kisumu and Kwale with 1:44 and 1:42 respectively. The district with lowest pupil:teacher ratio was Embu at 1:29.

2.5 Provision of textbooks in schools

Most of the 162 sample schools visited had received FPE grants, ordered and received instructional materials as per the MOEST guidelines. Provision of instructional materials including textbooks was identified as one of the major achievements of the FPE programme, particularly through reducing the cost burden of education on parents and thus leading to an influx of pupils to school. However, it was noted that the FPE grants disbursements were not done on time as most schools started receiving the funds either in second or third term, implying most pupils had limited access to textbooks in first term, 2003. It was also noted that due to the recent curriculum review, schools had mainly procured the new textbooks for Classes 1 and 5 and Class 8 (which is an examination class). Storage facilities had also been pro-

Figure 6: Distribution of drop-out rates for sample districts by gender



vided either in the headteachers' offices or in classrooms.

On procurement procedures, some teachers suggested that the textbooks should be bought through an established central professional body either at district or national level. They said teachers were spending a lot of teaching hours attending meetings on textbook selection. Similarly, headteachers spent a lot of time travelling to buy books at the expense of teaching or running the schools. A central professional

body for book selection and procurement would, therefore, ensure that the recommended books were supplied to all schools. However, this issue requires further review to identify the best decentralised textbook procurement procedures that do not compromise the quality of teaching and learning while eliminating bureaucratic red tape witnessed in the past.

Table 7 presents the results on the aggregate pupil: textbook ratio (PTR) in the

Table 6: Number of teachers by gender and pupil enrolment by sample districts

District	Male teachers	Female teachers	Total	Pupil Enrolment	Pupil Teacher Ratio
Kajajado	56	143	199	11,715	1:58
Nairobi	63	363	427	18,071	1:42
Mwingi	80	101	182	6,966	1:38
Gucha	114	83	197	6,732	1:38
Kisumu	93	91	183	8,113	1:44
Kwale	104	125	288	12,220	1:42
Taita Taveta	93	110	192	7,962	1:41
Erabu	79	219	298	8,913	1:29
Kericho	119	75	180	7,664	1:42
Total	901	1,310	2,146	88,356	1:41

162 sample schools. In most schools pupils had access to textbooks at least in the core subjects: mathematics, English, science and Kiswahili. The government target in the provision of textbooks under the FPE is to ensure a PTR in the core subjects of 1:3 in lower primary and 1:2 in upper primary. According to the study findings, the overall PTR was good as it ranged between 1:2 and 1:4 in all subjects but with disparities among classes.

The analysis in the nine districts showed that on average the PTR for mathematics, English and Kiswahili is 1:3 while science is 1:4. Most schools recorded achieving the desired PTR for certain lower and upper classes in mathematics and English, especially for upper classes as shown in Figure 7.

One of the problems stated by the pupils and teachers on textbooks use was that it was problematic sharing textbooks particularly in doing homework. The pupils and teachers, therefore, recommended that the government should target provision of one textbook per child in the core subjects.

Analysis of the (PTR) by subject by district shows the following:

- In **Embu** the overall PTR by subject was 1:3 in English, mathematics and Kiswahili; and 1:4 in science. The mathematics PTR averaged 1:3 in lower primary and ranged from 1:2 to 1:4 in upper primary. Kiswahili PTR in lower and upper primary ranged from 1:3 to 1:4. English PTR was recorded between 1:2 and 1:4 in lower primary and 1:2 to 1:4 in upper primary classes. The PTR in science was also relatively high ranging from 1:4 to 1:6 in both lower and upper primary classes.
- **Gucha** recorded overall PTR of 1:3 in mathematics, Kiswahili and English and 1:4 in science. The mathematics PTR averaged between 1:3 to 1:4 in lower primary and between 1:2 and 1:3 in upper classes. English and Kiswahili PTRs ranged from 1:2 to 1:4 in all classes. The PTR in science was relatively

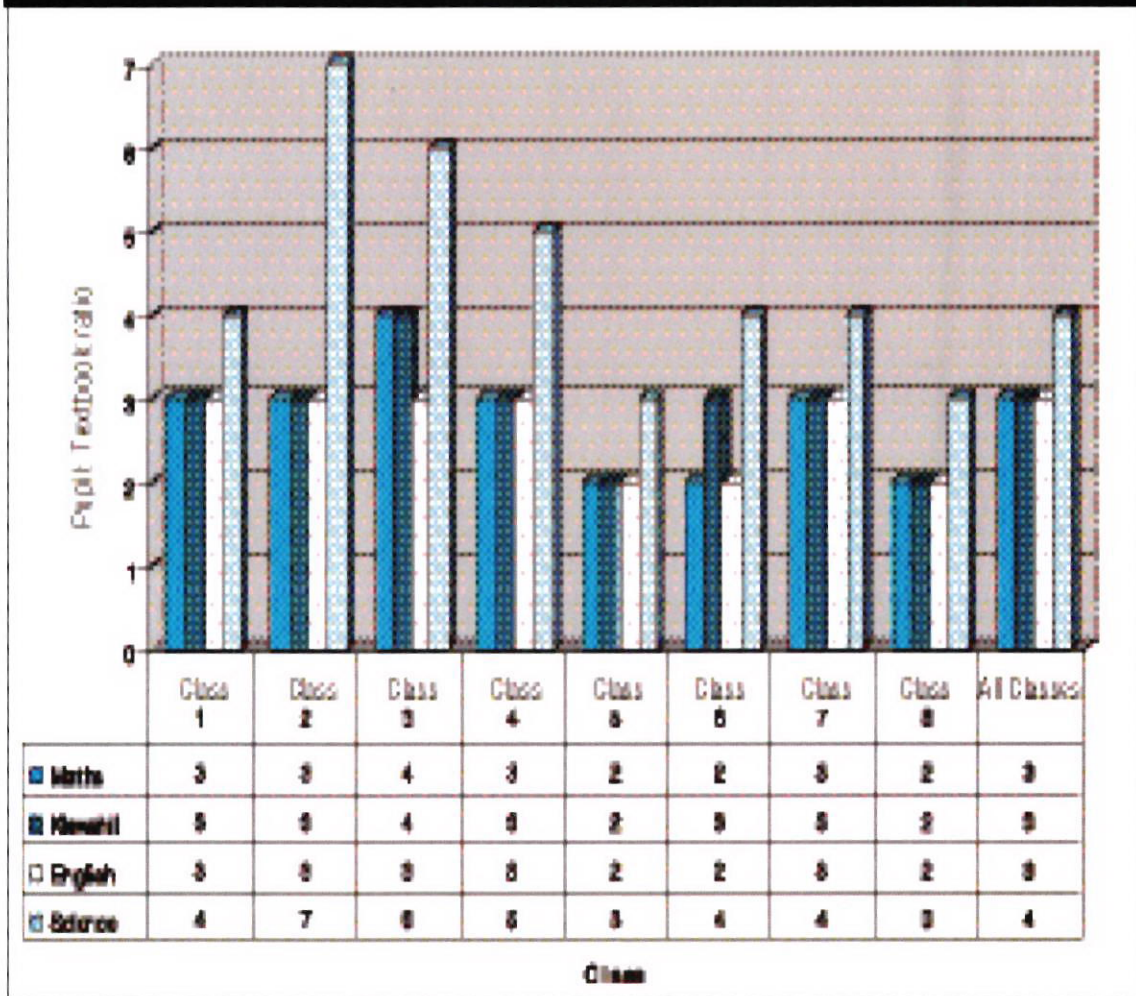
Table 7: Overall pupil/book ratio by subject and district

District	Maths	Kiswahili	English	Science
Kajiado	1:3	1:3	1:3	1:4
Kericho	1:3	1:3	1:3	1:6
Kisumu	1:3	1:3	1:3	1:3
Kwale	1:3	1:3	1:3	1:4
Mwingi	1:2	1:3	1:2	1:3
Nairobi	1:2	1:2	1:2	1:3
Taita Taveta	1:3	1:3	1:3	1:3
Embu	1:3	1:3	1:3	1:4
Gucha	1:3	1:3	1:3	1:4
Total	1:3	1:3	1:3	1:4

high ranging from 1:4 to 1:7 in lower primary and 1:3 to 1:4 in upper primary classes.

- In **Kajiado**, the mathematics PTR ranged between 1:3 to 1:4 in lower primary and 1:2 to 1:3 in upper primary. Kiswahili PTR ranged between 1:3 and 1:4 in lower primary and 1:2 to 1:3 in upper primary. English PTR ranged between 1:2 to 1:3 in upper primary and 1:3 in lower primary. The PTR in science was relatively high ranging from 1:3 to 1:7 in lower primary and from 1:3 to 1:4 in upper primary.
- In **Kericho**, the mathematics PTR ranged between 1:2 to 1:3 in lower primary and 1:2 to 1:5 in upper primary. Kiswahili PTR ranged between 1:3 and 1:4 in lower primary and 1:2 to 1:3 in upper primary. English PTR ranged between 1:2 to 1:4 in upper primary while it ranged between 1:3 to 1:4 in lower primary. The PTR in science was also relatively high ranging from 1:5 to 1:9 in lower and upper primary classes.
- **Kisumu** recorded relatively low PTRs compared to other districts particularly in science. The mathematics PTR averaged 1:3 in lower primary and ranged from 1:2 to 1:3 in upper primary. Kiswahili PTR averaged in lower primary and 1:2 to 1:3 in upper primary. English PTR averaged 1:3 in lower primary while it ranged between 1:2 to 1:3 in upper primary. The PTR in science was also relatively high ranging from 1:3 to 1:5 in lower primary and between 1:2 and 1:4 in upper primary classes.
- **Kwale** recorded overall PTR of 1:3 in mathematics, Kiswahili and English and 1:4 in science. The mathematics PTR averaged between 1:2 to 1:6 in lower primary and ranged from 1:2 to 1:4 in upper primary. Kiswahili PTR ranged from 1:2 to 1:6 in lower

Figure 7: Overall pupil/textbook ratio by class and subject



primary and 1:2 to 1:3 in upper primary. English PTR ranged from 1:2 to 1:6 in lower primary and between 1:2 to 1:3 in upper primary. The PTR in science was also relatively high ranging from 1:3 to 1:6 in lower primary and from 1:3 to 1:6 in upper primary classes.

- In **Mwingi** the pupil textbook ratios by subject were relatively low. The mathematics PTR averaged 1:3 in lower primary and ranged from 1:2 to 1:3 in upper primary with an overall of 1:2 in all classes. Kiswahili PTR in lower primary averaged between 1:2 to 1:3 in lower primary and 1:2 in upper primary. English PTR averaged 1:2 in all classes except in Classes 2 and 3. The PTR in science was also relatively high ranging from 1:3 to 1:6 in lower primary and between 1:2 and 1:4 in upper primary with an overall average of 1:3 in all classes.
- **Nairobi** recorded overall PTR of 1:2 in

mathematics, Kiswahili and English and 1:3 in science. The mathematics PTR averaged 1:2 in all classes except Classes 3 and 4. English and Kiswahili PTRs ranged from 1:2 to 1:3 in all classes. The PTR in science was also relatively low ranging from 1:2 to 1:5 in both lower primary upper primary classes.

- **Taita Taveta** recorded overall PTR of 1:3 in the four subjects. The mathematics PTR averaged between 1:2 to 1:4 in lower primary and ranged from 1:2 to 1:5 in upper primary. Kiswahili PTR ranged from 1:2 to 1:5 in lower primary and 1:2 to 1:5 in upper primary. English PTR ranged from 1:2 to 1:6 in lower primary while it ranged between 1:2 to 1:5 in upper primary. The PTR in science was also relatively high ranging from 1:3 to 1:5 in lower primary and from 1:2 to 1:5 in upper primary classes.

In general, lowest PTR were recorded in Class 5 in all districts implying that owing to the implementation of a new curriculum, schools had opted to buy more textbooks for that grade compared to others. It was also apparent that among all the subjects, science had the least number of textbooks among classes and districts.

2.6 School observations: status of physical facilities

The school observation report gives a general description of conditions and characteristics of schools and can be considered representative of schools nationally. Schools were grouped according to how well they would fit into a given observation scale.

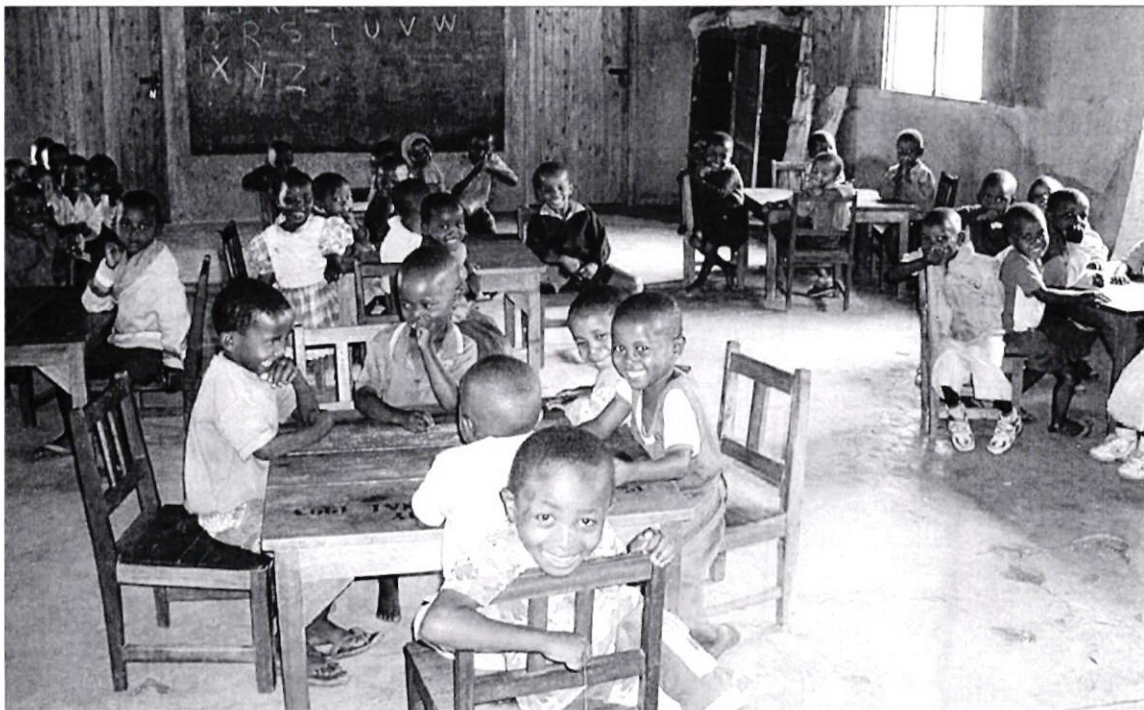
2.6.1 General condition of school compounds

The analysis indicates that a quarter of the schools had a clean school compound with ample space. However, only 15 per cent of the schools with a large compound

were untidy. Slightly less than half (44 per cent) of the schools were crowded but with tidy compounds while 16 per cent of the schools lacked space and the compounds were untidy. The results indicate that a majority of public primary schools are crowded (60 per cent); this does not augur well for the success of the FPE programme. There is a need to address environmental concerns especially for the 31 per cent of the schools that were reported to have untidy compounds.

2.6.2 Classroom observations

The study also sought to establish the conditions of classrooms. Generally, there were a range of classrooms in the schools visited - permanent, semi-permanent and mud-walled classes. Some classrooms only have roofs but no walls. The floors are not cemented and in most cases dusty. In worst cases, which were common, pupils learn under trees because there are no classrooms. Lessons conducted under trees are subject to weather conditions. For



Nursery school children in class: Parents and teachers asked the government to provide funds for nursery schools.

instance, lessons have to stop when it rains or when it is too windy. Concentration is also difficult because of many distractions in open spaces.

Classrooms in many schools are mud-walled and iron-roofed. In a number of cases, schools have permanent classrooms but most of them do not have window panes or shutters and doors. Only a few schools have permanent classrooms with lockable doors. In many cases, only upper classes were in good shape with chalkboards.

Overall, most schools do not have adequate classrooms to accommodate the large numbers of pupils enrolled under FPE. The classrooms were generally congested and there was hardly space for movement. The classrooms were in poor condition. They depend on sunlight for lighting. Pupils have difficulty reading from the chalkboard when there is no sunlight especially in the morning and evenings or when it is cloudy and rainy.

It was noted that with FPE, many schools had started doing repairs in the classrooms using money given for maintenance.

Chalkboards were being given fresh paint coats and windows and doors fixed especially in classes where books and other teaching and learning materials were being kept.

2.6.3 General characteristics of classrooms

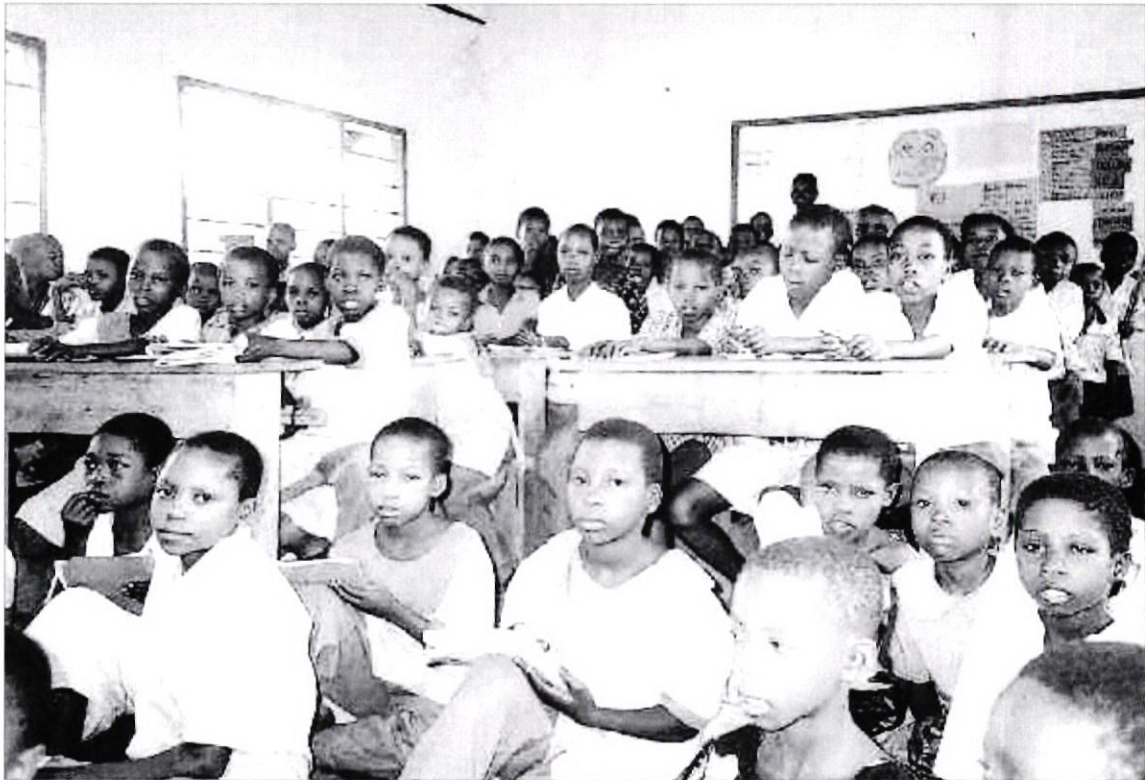
Observations were made in four classrooms in each of the schools. Observations included walls, roofing, windows, lighting, ventilation and acoustics in the classrooms as well as the condition of furniture, chalkboards and visual aids.

2.6.4 Classroom walls

From the analysis made on the condition of classroom walls, it was evident that three quarters (74 per cent) of primary schools have classrooms with permanent walls while only 23 per cent had temporary walls and 8 per cent conducted lessons in the open air. However, only 49 per cent of the classrooms are in good condition and about 14 per cent in a crumbling state as shown in Table 8.

Table 8: Summary of classroom observations

Walls	%	Roofing	%	Windows	%
Good condition	49	Good covering	60	Glass in place	23
Unstable/leaking	37	Caving in	10	Broken	18
Crumbling	14	Leaking	26	No glass	59
		Open in places	2		
Lighting		Ventilation		Noise	
Good seeing conditions	50	Stable and pleasant	53	Acoustics good	39
Poor visibility (part of classroom)	40	Uncomfortable conditions	47	Noisy/poor acoustics	61
Furniture		Chalkboards		Visual Aids	
Adequate/suitable for age/size of pupils	46	Visible from all areas of classroom	51	Visual aids in good condition	33
Inadequate for number of pupils	49	Glare, poor visibility from some parts	47	Materials in poor condition	40
None	5	None	2	No visual aids	27



Thirsty for knowledge: Pupils sit on every available place just to learn.

2.6.5 Classroom roofs

Looking at the condition of roofing, about two-thirds (62 per cent) of schools have classrooms well-covered with iron sheets while a third of them have iron-sheets roofs but leaking (26 per cent) or caving in (10 per cent). About 2 per cent were observed to be in open places.

2.6.6 Classroom windows

Observations were also made on the type of windows in classrooms. The results indicated that more than half (59 per cent) of classrooms did not have window glass, while 18 per cent had broken window glass. The majority of the schools did not have window shutters while a few had wooden window shutters.

2.6.7 Lighting, space, ventilation and acoustics

Slightly less than half of the schools had poor visibility in the classrooms and the situation was worse in lower primary class-

rooms. The majority of schools showed a noticeable variation in learning space. In almost every school, the lower classes were congested while the upper classes had adequate space. The majority of classrooms had poor acoustics.

2.6.8 Classroom furniture, chalkboards and visual aids

A large variation existed in the distribution of furniture where most of the lower grades in the majority of the schools had inadequate furniture compared to the upper grades where furniture was generally suitable for age and body size. About half of the schools had chalkboards visible from all areas of the classroom and only 2 per cent did not have chalkboards. Most schools had visual aids in poor condition (40 per cent) and about a quarter had no visual aids at all. The poor condition in provision of adequate furniture, visible chalkboards and visual aids can impact negatively on the pupils' learning outcomes.

CHAPTER 3

Highlights of focus group discussions



Waiting for admission: Parents had to wait for long hours to secure admission for their children when FPE was launched.

3.1 Sources of information on FPE and understanding

The study found that the majority of teachers, parents and school committee members were first informed about FPE through the media during the political campaigns for the 2002 General Election. They heard about FPE on the radio, from television and daily newspapers. The media was the predominant source of information on FPE. In a more limited way, teachers reported learning about FPE from education officials and circulars issued by the Ministry of Education. Some mentioned learning about it from other teachers or parents, local administrative leaders, chiefs' barazas, churches, community leaders, children and NGOs. Generally speaking, however, it was

the media that played the significant role in informing the education stakeholders on FPE. The information was straightforward and concise ('education is free'). What has been lacking, however, is a sustained and comprehensive communication strategy for FPE. After the initial euphoria in early 2003 and the media publicity of the time, little has been said about FPE thereafter. Though some attempts were made by the Ministry of Education to inform schools through circulars, this did not seem to have had any significant impact. There is still confusion over the meaning of FPE and in particular, the roles of stakeholders.

At the onset parents and teachers understood FPE as a system whereby children go to school and learn without paying

or buying anything. Conversely, they understood that it is the government that provides all facilities and resources required for learning such as textbooks, chairs and desks, buildings and maintenance.

“The government provides everything like learning materials, teachers and buildings, so the child just walks into school and doesn't pay anything.”

Teachers and parents noted that information was (and still is) vague on roles and responsibilities. FPE has been pretty much open-ended leaving teachers, schools and parents to figure out the details and its workings. Parents especially have diverse views on FPE and how it should work. Some say that they are only expected to buy school uniforms while others believe that FPE means everything is free, including uniforms.

Many teachers and parents understand FPE as a 'government policy' that has 'relieved parents' of a heavy financial burden. With that burden lifted, parents can now cater for other needs such as school uniforms. More significantly, many believe that the government has taken over full responsibility for primary education and made it free of charge.

“It is a system where the government takes over responsibility for the provision of education. It provides everything for school-going children.”

“It is said that the present government has given the children the 'right to education.’”

“Free primary education is a programme which enables every child irrespective of background to access education free of charge. It is an opportunity for all children to go to school. Free education is where parents do not pay fees and books are free. In short, anything that requires money has been catered for and parents need not pay

anything. If asked to pay KSh 25 for cooks, parents will defend themselves by saying NARC will pay for everything.”

At the time of the study, just over a year after FPE started, teachers, schools, parents and others were still trying to figure out the meaning of FPE. They know that the government disburses grants to schools for learning materials and other items. However, misunderstandings arise over roles and responsibilities.

“By free primary education, the role of educating children at primary level is the responsibility of the government. Parents don't pay anything since they were advised by the government not to do that.”

Pupils heard about FPE from the media, through NARC rallies in 2002, their parents and others in the community. Mostly, pupils understand FPE to mean education without payment of school fees or any other kind of levy such as money for examinations, buildings and co-curricular activities. Moreover, all learning materials at school including books, pens, pencils, geometrical sets and rulers are provided by the government. FPE also means no more drop outs from school due to lack of school fees. Pupils described FPE as a 'relief' to their parents. Some say that it is 'education for all' because even those who could not afford fees can now go to school.

Pupils recognise FPE to be a 'presidential directive' that all children must go to school. It caters for orphans and the poor.

“The president was trying to assist those who could not afford to pay school fees.”

FPE allows pupils to learn without being sent home to get fees. They say FPE has helped those parents who could not afford to pay for education and those who used to obtain textbooks on credit from shops and delay payments.

"My parents tell me that now they can save some money for my secondary education because they are not paying the primary school fees. They can also afford to buy a school uniform."

Some pupils thought FPE meant the government would provide everything, including uniforms, lunch and exam fees. That is to say, the government has taken over the sole responsibility of funding primary education.

"FPE is a programme in which parents do not pay anything. Books and pens are provided in school. It is system of education that does not require us to pay money."

The government meets the entire costs/payments in the school and provides the teachers. This, therefore, allows all children to go to school without any hindrance.

The study concludes that although teachers, parents and pupils know what 'free education' is all about, there is confusion about the facts. Otherwise, diverse views on the meaning of 'free' will continue at the risk of misunderstandings and ill-feeling between school administrators and

parents. Moreover, many parents who believe 'all is free' are likely to harbour ill-feelings toward education authorities and the government if asked by schools to make contributions. The longer parents and pupils believe 'all is free', the harder it will be to redefine the concept of 'free' and mobilise resources and support from parents in favour of their children's education and the running of the school.

3.2 Knowledge of the goals and rationale of FPE

Teachers, parents and school committee members are clear about the goals of FPE, which they see as eliminating illiteracy and creating an educated citizenry to participate effectively in the social, economic and political development of the nation. They see FPE as aimed at improving living standards and fighting and eradicating poverty. FPE is seen as a way of bridging the gap between the rich and the poor in terms of access to education, which is seen as a vehicle for social and economic upward mobility. FPE is a means towards realising the Children's Act that provides for compulsory and free primary education. Similarly, it is a step toward Education For All (EFA),



Hands up! Active participation in classroom.

which Kenya is a signatory to. FPE aims at catering for the children from poor families and orphans. It also aims at creating self-reliant citizens thus contributing toward improving the economy and eliminating poverty. The underlying rationale is that there is no development where there is no education.

FPE is meant to reduce school drop-outs, reduce the number of street children and child labourers, boost girls' education and increase the quality of education through the provision of learning materials to schools. Respondents said FPE underscored the government's intention to provide education to everyone. They said FPE has restored the 'right to education' to all children and increased primary school enrolment, especially among the poor.

"NARC was aware about the plight of Kenyans, the majority of whom were poor and unable to pay fees for their children. So it started free primary education to ensure that all children got a chance to learn and be assured of a better future."

"The government realised that there were people who could not afford education. It realised that it had to assist citizens in order to achieve the goal of eradicating illiteracy."

Even then, there are sceptics who believe that FPE is a political move or 'gimmick' - a political venture by the government to fulfil its election promise and comply with international conventions. Implicit in this is the view that the programme was not well thought out and like all political promises, may not be sustainable. Teachers and parents recalled how the ear-

lier attempt at provision of free education failed due to lack of funds and other factors. Thus, the sceptics wonder if the government is prepared this time round to avoid the mistakes of the early 1970s.

"Talk about free primary education started before independence. During campaigns for independence, African leaders promised to provide their people with free education if they took over power. Indeed, this was done by President Jomo Kenyatta in the 1970s but it never went on for long."

"FPE was started to provide all children with basic education considering that in the past many did not have a chance because of numerous levies charged in school."



Pupils interacting outside classroom.

The teachers and parents alike felt that the rationale of the policy was to lessen the burden on parents. Parents noted that they could now prepare and save for secondary education. In the past, poor families had to make choices between paying levies for their children in primary and those in secondary schools. Many children had to drop out at the primary level because their parents could not pay for secondary educa-

tion. With FPE, parents can now plan and save so that by the time the children reach secondary, there are funds to pay their fees. In this context, the provision of FPE is likely to have a positive impact on secondary school enrolment.

“FPE is beneficial to all. It has improved the quality of our lives. If there is FPE for all, then there would be no need for adult education. Adult education will not be necessary in the future because everyone will have gone to school.”

The respondents also said that the government had finally recognised that without education, people would not know their rights. If they are educated, they will become self-reliant and improve their lives. The economy will improve and there will be less thuggery, robbery and idleness.

Pupils said that FPE provided them with a chance to get education, benefited the poor and improved quality of education. Given that children are no longer sent home for fees, there is consistency in the learning process. Equally, FPE is a way of removing children from the streets and improving their behaviour. Generally, pupils said that FPE had ensured that all children went to school even orphans and ‘chokoras’.

“It is education given to us to enable those who have no resources to educate their children, and will enable those who had dropped out due to school fees to resume learning.”

3.3 Impact of FPE on school enrolments

Teachers, parents and pupils in all districts agreed that enrolments had increased tremendously, especially at the beginning of 2003, as result of FPE. This was confirmed further from the school enrolment data collected in this study. New enrolments were primarily those who had never been in school before and/or those who

had dropped out due to lack of fees. The major influx was felt mostly in the lower grades—Classes 1, 2 and 3. There were also transfers from private academies to public primary schools, a factor that led to closure of several private institutions, mostly in urban areas. However, the majority of transfers into FPE schools were from poor-performing to well-performing public schools. In Nairobi, for example, there was a mass influx of pupils in the slum areas to higher-performing public schools as was the case of Olympic Primary School in Kibera slums, where there were an extra 100 children entering Class 1, which was already full.

With school fees abolished, parents also transferred their children to better-performing public schools closer to home. Some boarding schools experienced decline in enrolment as pupils shifted to public schools. Children were even found crossing from Tanzania to join Kenyan schools, particularly along the common borders.

The study established that there was a higher intake of newly-enrolled girls as compared to boys. This meant that FPE brought more girls back to school, some for the first time and others after having dropped out because of poverty or pregnancy. Teachers explained that certain factors forced pupils out of schools before FPE (such as school levies) and these had affected girls more than boys. As result, FPE had ‘bailed out’ more girls than boys as reflected by the enrolment figures. It was noted that schools were enrolling pupils who had stayed out of school for three to five years or more because of school fees, early marriages and/or parenting responsibilities. Also enrolling were street children and orphans who had not been able to attend school before due to lack of fees. The high enrolments in urban schools were largely children from streets/market centres and and/or slum areas. Some schools received pupils with

special needs, whose parents had been keeping them at home.

The most notable increases in enrolment were found in Class 1, especially in the better-performing public schools. We found pupils enrolled in upper classes who had already passed their KCPE but decided to 'buy time' in FPE, rather than stay at home because they could not afford to join secondary school. Although the number of new pupils was still going up at the start of 2004, drop out rates were already being experienced. Some parents were moving their children to private and boarding schools, which are reputed for offering quality education and performing well in national examinations.

"A lot of pupils have transferred and a lot of them are here now in public schools but this year, those well-off parents have transferred their children back to private schools because there are a lot of pupils and teachers are few in public schools."

"The school was affected by the FPE with transfers from our school to private schools for the fear of the standard of the school going down."

The study found people referring to the newly-enrolled as the 'NARC or Kibaki children'. Many had never set foot in school and were over-age.

Pupils talked passionately about congestion in classrooms, particularly in the lower primary. They repeatedly noted that the new enrolments had expanded class size with some negative impacts. However, there were also those who came back to school after having dropped out of Class 8 due to inability to pay examination fees. Pupils said that the number of pupils had increased tremendously mostly, in Classes 1 and 2, and that had made it difficult for teachers to cope.

3.4 Impact of FPE on the quality of education

Views on the impact of FPE on the quality of education were contradictory. On one hand, education quality was said to have improved remarkably with the introduction of FPE. Pupils were spending more time in school since they were not being sent home to collect school fees from parents. Teachers and pupils said learning had improved because there was 'continuous learning' and they had textbooks (some for the first time), exercise books and other reading materials. Though textbooks are shared, teachers and pupils felt that FPE has had a positive impact.

Teachers consider the provision of teaching and learning materials as the major accomplishment of FPE programme. These materials have improved the teaching and learning process. The atlases, wall charts and globes, and the other learning materials have significantly improved the quality of teaching and made syllabus coverage easier. Teachers can now give assignments and prepare in advance for class work.

Pupils actually had much to say about teaching and learning materials, especially the geometrical sets, which they appreciate

Teachers consider the provision of teaching and learning materials as the major accomplishment of FPE.

a lot. However, many observed that there were fewer textbooks and other materials compared to the number of pupils. They have to share books at a ratio of 1:3 and some 1:5

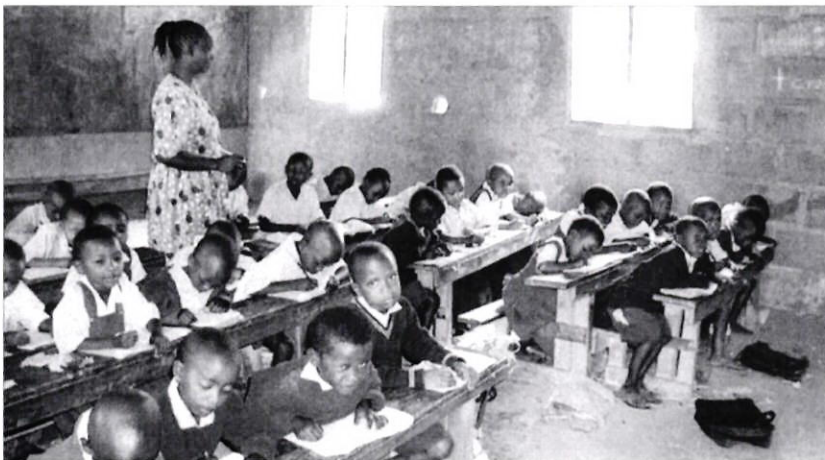
and this made it hard for them to do homework on time.

Despite accolades for the provision of textbooks, deep concerns were expressed over the failing quality of education. Teaching and learning had definitely been compromised by large classes and shortage of teachers. The study found teachers handled classes with 60, 70 or 100 pupils. In such cases, pupils hardly got the attention they deserved, hence, many were not

learning much. Teacher-pupil interaction is minimal and teachers can only move with the brighter pupils leaving out the slow learners. Without personalised attention, the weak learners can not perform well. Teachers admitted that they could not give individualised attention to the pupils and that it was not possible to assist slow learners or those with special needs.

“The quality of education is declining under FPE. You teach them, give exercises and mark the books at once. Attention is not given to slow learners and so they will keep lagging behind. We are just teaching the fast learners.”

Staff shortage has forced teachers to work without any break - those who teach in the morning also teach in the afternoon. Parents concurred that teachers were over-worked. Teachers said that if the govern-



A teacher conducting a lesson: Teachers said the provision of textbooks had improved quality of education.

ment employed more teachers, double-shift arrangements could be feasible and this would ease the current congestion in classes and make teaching more manageable and effective.

Pupils are also worried about the teacher shortage and how the need for more teachers would be met. Repeatedly, they said that teachers were inadequate and could not cater for them. They noted that the teacher shortage had affected the per-

formance of those schools that used to do well in national examinations before FPE. They reported that teachers no longer marked all the exercise books on time because there were so many pupils. Some teachers with many lessons missed some because they could not cope. Others handled two classes at the same time and that affected their performance.

“Close interaction with teachers is not possible because they busy all the time as they have too much work.”

It was also noted that since teachers were giving fewer assignments than before, there was likelihood that this would affect quality. Subjects like mathematics and languages require constant practice and feedback and without that, it is not possible to gauge the pupils' progress. But due to increased workload, teachers had resorted

to fewer assignments to avoid a huge marking load. Some teachers were asking pupils to exchange books and mark for each other in class. This, it was reported, affects a teacher's ability to identify pupils' weaknesses and assist them. Some teachers admitted that they had reduced the number of assignments they gave to pupils because they

could not cope with the increased workload. Pupils also concurred that teachers had reduced the number of questions in assignments as well the number of assignments given to them. Pupils further said that teachers gave assignments but did not mark them. They also said that teachers took too long to mark their work. In fact, they confirmed that some teachers asked pupils to exchange and mark their books by themselves.

“Nowadays instead of giving a lot of assignments, I have turned to giving remedial work because some pupils can't read or write.”

Many parents complained about the teacher shortage and its effects on the quality of education. Some observed that typically, urban schools have a better pupil-teacher ratio than rural ones. Parents asked why the government had not rationalised the posting of teachers to deal with the unfair distribution that was skewed against rural schools. Parents sought to know if more teachers would be employed and posted to the schools to alleviate the shortage.

The ‘any age’ admission policy had resulted in many over-age pupils who were finding it difficult to adjust in classes with younger pupils. Newly-enrolled over-age pupils were found in all the schools. Many of them had been working as house-holds (especially girls) or engaged in other forms of child labour. Teachers complained that some of the older pupils who had been working or married found it hard to follow rules and obey teachers. Such pupils, they noted, ended up having a negative influence on other pupils. The teachers also reported on parents who insisted that their children had to be placed in certain grades even when they were not intellectually suitable for those classes. Teachers ended up having some pupils, say in Class 6, who could not read or write. In the end, such pupils found it hard to cope and eventually dropped out. Without procedures for assessing prior learning, it is difficult for teachers to deter-



Young children learning through playing.

Teachers complained that some of the older pupils who had been working or married found it hard to follow rules and obey teachers.

mine the appropriate grade level to admit a new pupil. Youth who would have been better suited for adult education enrolled in primary school because it is free.

There is also a problem when admitting children who come to school for the first time directly from home. Many parents who can not afford nursery school are ‘bypassing’ it altogether and enrolling their children directly into Class 1. Quite telling, many parents were not ready to pay the nursery school fees. They questioned the rationale of making primary education free but not the nursery class, which ideally should also be free. To this extent, therefore,

and given that there was no age limit for admission, parents simply opted to sending their under-age children to Class 1 to benefit from free education. Their message was clear, free education should also include nursery school.

All in all, teachers noted that teaching lower classes was tough since they enrolled many pupils, including those who had never attended nursery school. Such pupils did not know even how to hold a pen and basic things. This meant that teachers had to take a lot of time assisting the new learners and had to go slow with

syllabus coverage to ensure that everyone moved at the same pace.

“Most of the older pupils did not go to nursery school and it becomes difficult for teachers to handle them, for example, a 15-year old in Class 1.”

“Those who have not gone through nursery affect the pace and quality of education. Some of the children from the street do not even know how to hold a pen.”

Since the introduction of FPE, continuous assessment tests and examinations have been done away with. Teachers said that they no longer gave frequent exams due to lack of money to print the papers. The funds provided for examinations was too little and parents were not willing to pay for exams since all levies had been abolished. The government allocated KSh 5 a term per child but that was not adequate. Teachers were forced to write exams on the chalkboard but this was difficult when there were many questions. Generally, chalkboards were not big enough to contain many questions and pupils could not cope with a high speed if a teacher had to erase some questions to write new ones. Teachers said that the exams needed to be done regularly to monitor learning progress and increase competitiveness. There were pupils who were not putting much effort because no one would follow them closely.

If teachers have to organise with parents to buy exams papers, they will just be internal ones and these could not be used to compare one school against another. The teachers suggested that there should be frequent examinations and district mocks to allow pupils to compete with others. Pupils concurred that they were not being adequately assessed.

Teachers said that the exams needed to be done regularly to monitor learning progress and increase competitiveness.

“We are under-examined because instead of the teacher giving five sums or 10, he gives only two that he can easily mark.”

Since there are no exams books, pupils had to pluck out pages from their exercise books to write exams. They complained that continuous assessments were not there any more since parents were not willing to pay. Parents said that they were waiting for NARC to give money for exams.

Pupils also said that the examination registration (KSh 300) for the KCPE was too high and they wished that the exam fee would be covered under FPE. Some were unable to pay for their KCPE and ended up not sitting the exams. In particular, it was suggested that orphans who could not afford exams fees should be allowed to

take exams without paying. Parents said that the continued levying of exams showed that primary education was not entirely ‘free’.

Teachers and parents alike felt that the government should allow holiday

tuition to be conducted together with morning and evening preps to ensure effective syllabus coverage. Parents especially complained that the tuition ban was likely to affect the performance of Class 8 candidates.

Pupils complained that teachers no longer gave them extra tuition on Saturdays or holidays because they were not being paid. They said that weekend and holiday tuition should continue but be ‘free’ so that every pupil can benefit. Despite the ban, in some schools, parents, the school committee and the headteacher had made some arrangement of carrying out the extra tuition and paying the teachers. A parent said:

“Some teachers provide tuition in town at a rented venue and we pay for it.”

The inadequacy of physical facilities in most schools was cited along with the teacher shortage as militating against good teaching-learning. Congestion and overcrowding especially in the lower grades are pervasive as the quantitative data collected in this study shows. It is not uncommon to find that the number of pupils has increased but desks and chairs have remained the same. Overstretched facilities and congested classrooms make for unhealthy and uncomfortable conditions. There are classes that should be divided into three or four streams but that can not be done due to the lack of teachers and facilities. Teachers felt that if FPE is to succeed, then the government must build more classrooms and recruit more teachers. Teachers, parents and pupils felt that classrooms and desks were inadequate. Pupils in lower grades were forced to sit on the floor or on mats in some schools. Generally, respondents

***Overstretched facilities
and congested classrooms
make for unhealthy and
uncomfortable conditions.***

agreed that education standards had deteriorated due to congestion and shortage of facilities such as desks.

"We are given one textbook when we sit three per desk and it is difficult to share. When one puts a textbook on the desk, the others cannot write well. We are forced to write on our laps."

Pupils complained vigorously about classroom congestion. In congested classrooms, teachers were unable to teach well and pupils were unable to concentrate. Pupils were so squeezed that it was hard to move freely in the classrooms. Such classrooms were stuffy, dusty and dirty because they could not be swept properly. Some pupils said it was easy to cheat as they were seated so close to each other. Constant close body contact also provoked disputes and petty quarrels. There were increased cases of theft because



Inside a classroom. Conditions are not good in many schools.

teachers could not maintain tight control over large classes.

“Because we are squeezed, if you have something in your pocket, someone can take it and you can not know.”

Repeatedly, respondents said indiscipline was becoming common, especially among the over-age pupils. They also said that discipline had seriously deteriorated due to the large numbers of pupils and teacher shortage. Congestion hindered classroom management and teacher’s control over pupils. Some pupils (especially the over-age) were reportedly transmitting negative influences from the world outside of school like smoking cigarettes, chewing Khat or sniffing glue. Some who had been expelled for disciplinary reasons were back to school. Bullying, rowdy behaviour, fighting, rudeness, harassment, defying teachers and refusing to do assignments were reported.

“Many new-comers are big and bullies and they don’t care since there is no caning. Pupils fear reporting such cases because they are never caned.”

It was also reported that the new-comers were finding it hard to adapt to the learning environment.

“Some of these over-age pupils, when told to speak English, say that they were not born in England. They say that even if they were pierced with a very hot nail, they would not speak English. They are noisy and provoke fights.”

Since caning was banned in schools, teachers can only holler and shout or try counselling. Yet counselling a pupil in a congested classroom is said to be ineffective. Teachers feel powerless, for example, that they can not cane pupils who refuse to do assignments. Teachers suggested that the government should clearly spell out acceptable modes of meting out discipline.

Everywhere we heard teachers say that some pupils have become unmanageable. “An African child can not respect anybody without caning.” As for now, few teachers are skilled in guidance and counselling. Hence, teachers and parents said that caning should be re-introduced to contain the increased indiscipline cases. They observed that ‘sparing the rod’ was spoiling children and they felt that it was necessary that teachers be allowed to cane pupils to instil discipline.

“Some pupils do not respect teachers. They refuse to do what the teacher tells them because they are as ‘big’ as teachers. Previously, when a pupil made a mistake, the teacher would just cane you instantly. But this is not the case anymore.”

“Because teachers are not supposed to use the cane they resort to pinching and pushing. They push pupils into the wall.”

There should be regular inspection to inspire (and not discourage) teacher performance, provide support to teachers, and improve the quality of teaching. The government should ensure that education officers inspect schools and support teachers to improve the quality of their teaching and not victimise them.

Some teachers also felt that lack of restriction on pupil transfers had contributed to the deterioration of the quality of education since it encouraged poor pupils to move to any school and get into any class of their choice irrespective of their ability.

FPE was seen to lack motivation or rewards for both the pupils and teachers. Another suggestion that was widely reported was that teachers should be rewarded better pay for the work they do. It was suggested that parents should be encouraged to buy gifts to teachers whose pupils performed well in the national exams.

3.5 Teacher preparedness for FPE

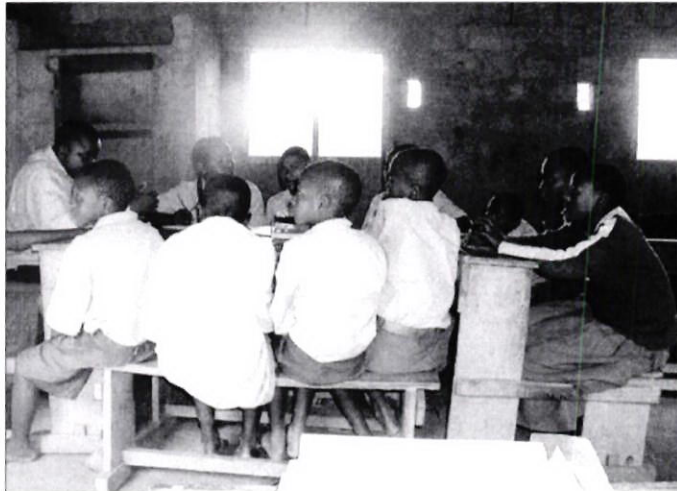
Teachers admitted that they were caught off guard with the introduction of FPE. Despite it all, many were upbeat with the provision of teaching and learning materials and that had spurred them on. The teaching and learning materials had improved their performance since they were able to cover the syllabus and teach new concepts easily and faster.

They were also able to give assignments, without writing them on the chalkboard. With the teachers' books and reference materials, lesson preparation was also easier than before. However, uncontrolled admissions with large enrolments offset teachers' performance and morale.

Teachers were overwhelmed with the workload, thus they left some classes and subjects untaught. Teachers increasingly resorted to giving out fewer assignments to pupils.

Views on teachers' performance varied among the respondents. Most parents and pupils felt that the teachers had really tried to cope with FPE and had done their best in teaching the large pupil numbers, hence they deserved praise. However, some said that coping mechanisms adopted by teachers such as giving fewer assignments were undermining the quality of education. We heard from pupils that there were teachers who had become relaxed and lazy, some were drunkards and absented themselves from class. But the teachers felt that they have been up for the task while admitting that FPE had been a lot of work.

Our discussions unveiled that the workload of teachers was progressively demoti-



A session of a focus group discussion with pupils.

Teachers said that they did not have enough time to complete the syllabus and revise the work done.

vating them. Teachers said that they did not have enough time to complete the syllabus and revise the work done. They could not pay attention to more than 50

pupils in class. They did not give assignments because they can not mark all of them objectively. All this has become worse since there are no longer any external mock exams, especially for the Class 8 KCPE candidates.

"We feel frustrated since the government knows so well there is an increase in enrolment in schools but it doesn't want to employ more teachers. We can't cope with the workload."

Added to this are problems of indiscipline especially among the newly-enrolled and over-age pupils. Indiscipline was said to be very demotivating. Teachers said that since they no longer caned children, indiscipline was rampant in schools. Teachers' morale was low and that meant poor classroom performance. New pupils were reportedly fond of insulting others and teachers could not do anything about it. They said even if they tried guidance and counselling, it was not possible to do that with a class of more than 50 pupils.

Teachers now realised that it was not always easy to teach the over-age (young baba's) especially in lower primary.

"These young adults feel shy in the midst of the young ones who call them baba."

"In my class these old pupils beat the young ones and recently it was reported that some of them nearly raped young girls on their way home after school."

Teachers are wearing down from the workload. They talked of fatigue and lack of job satisfaction. Many get to school early in the morning and leave late in the evening and yet do not complete their work. It is hard to give individual attention to pupils.

"I teach because I have to earn my daily bread. Otherwise, teaching a class of 80 pupils is like preaching in a Church."

Teachers say that they were never prepared to effectively manage large classes let alone communicate effectively with every pupil. They are ill-equipped to deal

with a double-shift system, especially when it is the same teacher handling both morning and afternoon shifts. They say by lunchtime, they are already tired and can not teach properly in the afternoon. The afternoon classes suffer. They feel that FPE is emphasising more on quantity than on quality.

"You can find yourself having five groups in Class 1. One group from nursery which is good and another one which is average. Then there is another that is slightly below average and another that never went to nursery and can't even hold a pencil. In this case, the teacher ends up doing nursery work, pre-unit work and the Class 1 work."

Teachers admitted that their performance was declining. They talked of lack of motivation, which meant that they might not implement the programme to the best of their ability. Under the circumstances, it was likely that performance of schools may go down with time. Talking to teachers, one got the impression that many were just in the job to earn a salary.



Dilapidated classroom; a common occurrence in many schools.

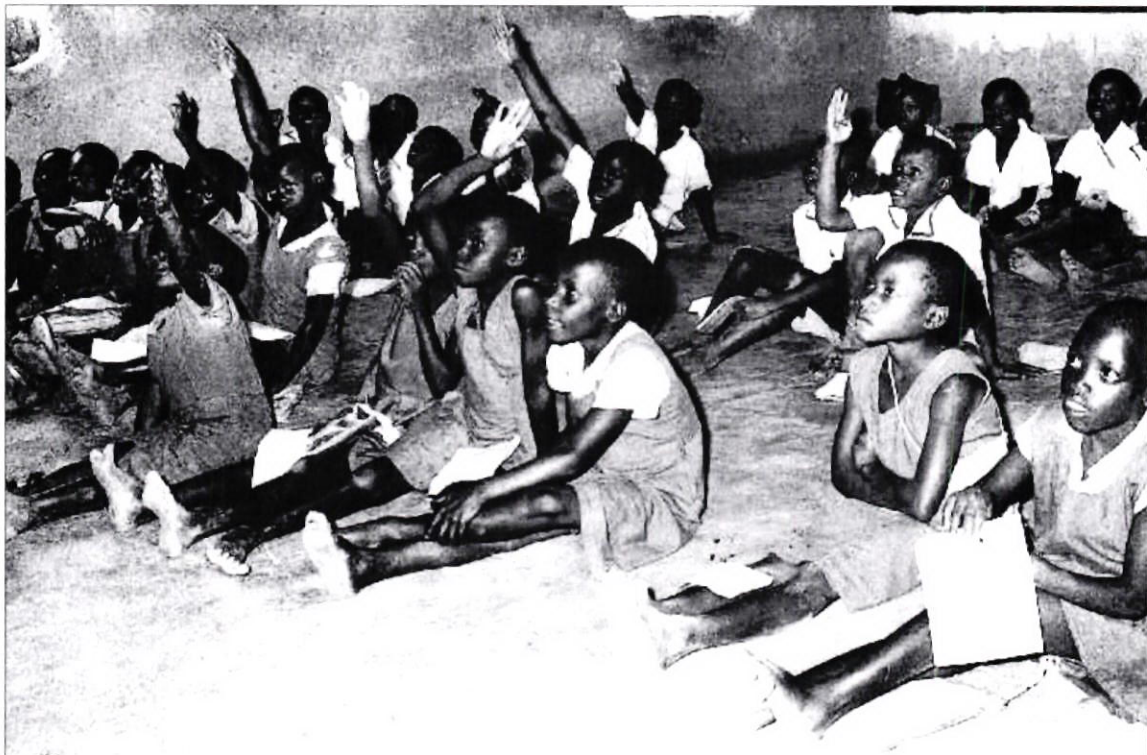
"The will to teach is there, but the strength has gone down because of large numbers of pupils. For me the number of children is large and I can't teach them the way that I should. I take much longer to mark books than before."

"Many of us have double work and are overburdened. It is only the parents who are benefiting from FPE. The government should think of teachers because we (teachers) are carrying the burden."

Although not directly related to FPE, the teachers raised the issue of lack of career progression, which they said was demoralising. Many of them had stayed in particular grades - P1 - for more than 15 years. With the increased workload under FPE, the question of promotion has taken another dimension. They were saying that if they were to work effectively and make FPE succeed, then the government must fast-track the job grading system so that many could move up the ladder. The frustration was

also compounded by the fact that some of them have done extra courses to improve their skills but had not been upgraded or promoted. There should be a scheme of service for primary school teachers like that for secondary school teachers. A secondary school teacher moves automatically to a new grade after three years unlike his/her primary school counterpart who is likely to retire at the same grade as at appointment. Further, there are no longer any rewards given to teachers who excel. After FPE was introduced, parents stopped offering rewards to teachers. In the past they did that, which motivated teachers to put more effort in their work.

Parents noted that teachers' performance had improved under FPE because they were provided with adequate teaching aids, reference materials and textbooks that enabled them to prepare their lessons well. Provision of textbooks and exercise books to pupils made teaching easier. However, having large numbers of children,



Where to sit is not an issue, what is important is that the children are able to learn.

parents said, the teachers were not able to give all pupils the attention they deserved. They did not give a lot of assignments because they could not cope with the heavy marking load. So, parents strongly felt that the government, which is already aware of the problem, should recruit more teachers.

Regarding coping with multi-age classes and/or cases of double-shifting in lower primary, parents said that teachers were not prepared. Since the number of teachers has not increased, parents said that double-shifting would mean that the same teacher would teach both sessions.

Yet parents admitted that teachers have been working harder because there are more pupils to teach. Parents see the extra efforts that teachers are making such as lower primary teachers assisting colleagues in upper primary. On the issue of syllabus, parents felt that the teachers were generally prepared since it had been changing over the years. The problem was the delay in the arrival of the teaching materials that had put teachers in an awkward situation.

Most parents argued that teachers should be better paid. It was noted that teachers were the backbone of society and should be paid well as "all of us have to pass through their hands." Some parents would like teachers to be allowed to do tuition (extra coaching) for pupils. This way they would get additional income for the extra work from parents. Before FPE, parents used to boost morale and motivate teachers by paying extra tuition. But now, this has been banned. So with FPE, some teachers have just decided to 'relax', drink or simply be absent. Parents said they were powerless; they can not do anything about teacher performance and behaviour.

Parents candidly disclosed that some financially able parents had withdrawn their children from public primary schools

because teacher performance had gone down. They predicted more transfers of this kind.

Pupils had mixed views about teachers' performance. Some said teachers were performing well. With the provisions of textbooks and reference materials as well as teaching aids like wall charts, teachers were able to prepare well for their lessons and were able to give illustrations that made it easier for the pupils to understand concepts being taught. Yet many pupils confirmed that teachers' performance had gone down since the inception of FPE and this had, in turn, adversely affected the performance of pupils and schools at large. Large numbers of pupils in classes made it difficult for the teachers to give attention to all the pupils, especially slow learners.

Large numbers of pupils in classes made it difficult for the teachers to give attention to all the pupils.

Some felt that teachers were rushing over issues/topics in class and gave very few examples and therefore many children could not understand. Teachers were also giving fewer assignments,

as it was not possible for them to mark all the work effectively. They said that teachers only benefited the few fast learners in class.

Those who talked about reduced teacher performance noted that there was laxity among the teachers. Some hardly covered the syllabus on time. Some complained that there were teachers who were not attending all classes, especially after the first break. Some were lax in attendance.

Notwithstanding this, pupils said teachers were trying their best to handle the large classes and ensure that the pupils got quality education. In many schools, teachers were working overtime without pay - mornings, evenings and weekends - to cover the syllabus and ensure the pupils got the best.

3.6 Views on FPE implementation Teachers' views

• Accomplishments

Teachers have seen the provision of teaching and learning materials by government as the most notable accomplishment of FPE. These provisions have helped to improve the quality of education. They have saved both teachers and pupils a lot of time and have resulted in high attendance rates, less absenteeism and 'continuous learning'. The government has enabled many pupils to enrol in school regardless of their socio-economic backgrounds - the poor, orphans and "chokoras" have been able to go to school.

Some schools have also been able to do repairs, renovations and other minor constructions through the FPE grants. Others have been able to employ watchmen and purchase materials for co-curricular activities and this has led to the revival in some schools of sports and games.

It also emerged that teacher/parent relationships had improved with the implementation of FPE. Some teachers confirmed that when parents were expected to pay fees, there were at times conflicts between parents and teachers when children were sent home to collect fees.

• Challenges

The teacher shortage was said to be the principal stumbling block in the implementation of FPE. This has forced schools to combine classes meant to have two or

20 Coast Express July 16-22, 2004

Teachers cry foul over auditors

We're being forced to hire a private accountant, they say

By JONATHAN MANYINDO-
EXPRESS Writer

Primary school headteachers in Taita Taveta District have complained of harassment by audit agents.

The more than 40 teachers mostly from Tausa Division, said that the District Audit team was harassing them while demanding that they pay an audit fee of between Sh500 and Sh2,000 to a private accountant.

Speaking on condition of anonymity, the school heads said they were being subjected to un-budgeted for expenditure.

"This is corruption of the highest order despite the government's commitment to zero tolerance to corruption," they said, adding that they had written to their union boss complaining about the issue.

They accused the audit team of colluding with a private accountant to charge them un-receipted levies. "When do we teach if we spend most of the time writing books of accounts and travelling to seminars on financial management?" they asked.

But in a swift reaction, the Taita Taveta District Knut branch secretary, Mr James Mwasambo, said he had not received any complaints from the teachers. He, however, warned education officials against harassing his members.

Meanwhile, District Education Officer David ole Sadera said the auditing exercise was financed by the government and no teacher was supposed to pay for it.

He, however, advised teachers without accounting skills that they were free to hire accountants of their choice to assist them in book keeping. "There is a provision in the free primary funds given by the government to pay for such services including employing an accounts clerk," he said. He promised to investigate the allegations.

three streams, so that they do not go without a teacher. Some schools have introduced double-shift to cater for the increased of children and yet there are not enough teachers to cope with the workload.

Teachers noted a reduction in teaching vigour due to their heavy workload. Many teachers felt that the scrapping of 'tuition payment' under the FPE, which was a motivation to teachers, was contributing to the deterioration of education quality. It was reported that extra tuition offered teachers a chance to complete the syllabus and also to give attention to pupils with learning difficulties. Besides, it helped teachers earn extra money to supplement their salaries.

Teachers said apart from the teaching workload, they had to select books and issue them to pupils. Teaching and marking assignments for large classes were difficult tasks. Then there are the overstretched facilities like classrooms, which are congested with pupils squeezing on the few available desks and others sitting on the floor. Pupils are sharing books and this

has made it difficult to give homework thus leading to poor performance.

With large classes, teachers can not effectively manage pupils and monitor what they are doing. It was noted that the interaction between pupils and the teacher was minimal in large classes. Slow learners are seriously disadvantaged as there is no indi-

vidual attention and they end up always lagging behind.

There is the issue of over-age pupils and the 'new-comers' who find it hard to catch-up and cope with school work since they are being taught together and given no individualised attention. It is an uphill task for teachers trying to bring pupils who had dropped out of school to the same level with those who have had uninterrupted and regular schooling. These pupils end up performing poorly and this affects the teacher's morale and performance. Teachers went further to raise concerns over the rationale for teaching some subjects and yet they are not examinable. They said pupils did not take such subjects seriously.

Teachers felt that the standard of discipline in most schools had been seriously compromised due to the large numbers of pupils especially the over-age pupils who were often indisciplined.

The issue of discipline was of great concern to teachers especially as it relates to the 'over-grown' pupils. Added to this, they said that some older pupils who have returned to school had been working or married and were finding it hard to follow rules and obey teachers. The over-age

learners also have a negative influence on other pupils. It was reported that some older boys are wooing female pupils and teachers now fear that girls will start dropping from school due to pregnancies.

Failure by the government to plan the grants in line with individual school needs was cited as a problem. It was also argued that in the rural areas, for example, money allocated to electricity was not applicable to most rural schools since they lack electricity. Yet the government did not allow them the option to use these funds for other priority needs in the school. Teachers also felt that they were spending a lot of time on the purchase of the prescribed materials. Many pleaded for a return of the Kenya School Equipment Scheme.

FPE is thought to be undermining nursery education. Teachers complained that many children were now skipping nursery school and joining primary school without the basic skills acquired through early childhood education. Teachers were saying that parents now feel that education should be free from nursery school. Teachers raised also the issue of mother tongue lessons for lower primary - (Classes 1 to 3) and the lack of materials for this.



Squeezed together due to lack of facilities.

There are also many HIV/AIDS orphans staying with grandparents or other relatives who find it difficult to take care of them. Many of them go to school without food.

Before the introduction of FPE parents used to visit schools and discuss the progress of their children. Now parents have distanced themselves from schools. Generally, there is a lack of participation by parents in the education of their children and teachers see this as a failure. Parents have neglected their responsibilities since they were informed that school was 'free'. Many have simply stopped going to school to follow up their pupils' academic matters. Teachers said that parents expect the government to do everything. "They just sit back and wait for the government to take care of that." Further, parents are no longer contributing money to support schools and yet the FPE grants fare insufficient.

There is the problem of admission especially of children and youth who have been out of school for long. It is difficult for the teachers to determine and assess the appropriate grade level for entry for these pupils. Even after admission, some of the new pupils find it difficult to cope with the regular pupils. The same problem was noticed especially when admitting Class 1 pupils directly from home without passing through nursery school. Sometimes parents and pupils do not agree with the grade that teachers admit them to.

FPE has also reduced the number of subordinate staff forcing teachers to utilise some of the pupils in maintaining the cleanliness of the school.

• Lessons learned

Teachers have learned that the Kenya government can actually provide education to all its children regardless of their social, political and economic background. The government must now make primary education compulsory to all children of school-age and parents who fail to enroll their children in school should be prosecuted.

Another lesson learned is that there is need

for a clear policy stipulating how FPE is to be implemented with roles and responsibilities of the different stakeholders well-defined. For the FPE policy to succeed, stakeholders (such as parents, school committees, and local communities) need to be informed of their specific role in supporting the policy. The government should specify what it can provide and what it can not provide. This should be effectively communicated to parents and other stakeholders. The government should be frank.

The majority of teachers have learned that the level of illiteracy in Kenya is due to the poverty situation. They cited the large number of out-of-school children who enrolled after the introduction of FPE as indicative of this scenario. Those children who had dropped out of school had done so not by choice but mostly due to lack of fees. That is why even some married girls left their husbands to go back to school. However, it was also reported that FPE was creating expectations among the parents with many now wanting the government to make education free from nursery to secondary school. The question raised is: after FPE, what next? There is a need to begin to make secondary education a viable option and the government should consider increasing the number of secondary schools and revamp the bursary scheme for needy students.

The government must provide more teachers. It must also come up with a reward system for teachers especially promotions for those who have served for a long time or at least motivate them through a salary increment.

FPE has helped many children access education. Some are catching up and doing well in class although they require support and encouragement. Yet teachers noted that retention of pupils is an issue and needs to be looked into as some pupils have already dropped out.

It also emerged that FPE had reduced the financial burden on parents who could



Children interacting in the open. No space was spared to accommodate increased numbers of pupils in schools

now breathe a sigh of relief. Through FPE, the government has been providing funds to run the schools and parents only need to take their children to school. Yet since education is still highly valued in Kenya, teachers believe that some form of cost-sharing between the government and parents is inevitable to ensure quality.

FPE was implemented in a hurry and this taught teachers that a lot of time is needed to plan for any system to work properly and avoid gaps that can lead to its down fall. In future, teachers believe that the government needs to take time and carry out a pilot study before implementing a major policy shift like FPE. Initiatives such as FPE should be well-planned before implementation with enough consultation among various stakeholders on the ground. Teachers also noted that early preparations should have been put in place for FPE to be

Lack of planning has led to crowded classrooms with too many children sharing few and inadequate facilities

smooth and they noted that the government should have first made an assessment of the current stock of teachers and other facilities available before introducing FPE. The lack of planning has resulted to crowded class-

rooms with too many children sharing limited and inadequate facilities.

Moreover funds provided by the government to schools are inadequate.

Due to the complexity in selecting, ordering and procuring the various materi-

als, teachers were strongly recommending the need to revive the school equipment scheme so that government provides instructional materials directly to schools. The Kenya School Equipment Scheme needs to be re-introduced. The government should provide more funds to run/support learning and sporting activities because what has been provided so far is not enough. It also needs to give leeway for parents to chip in and support the programme.

The headteacher is overloaded with too much official work and lacks time to concentrate on teaching. Moreover, the distribution of teachers in the rural areas is uneven compared to the urban schools. Teachers can not be expected to deliver fully at this rate, especially now that the government has banned tuition in public schools. Also the provision for exams and continuous assessment needs to be looked into. There should be at least one exam a term instead of only one exam a year.

Teachers suggested that the secondary school bursaries should be disbursed through the primary school teachers and not the local leaders. This is because the primary school teachers know the actual background of the children proceeding to secondary schools. Alternatively, there is need to set up a full scholarship fund for orphans to cater to their special needs. FPE has opened the door to education for thousands of orphans and this is commendable. Yet orphans are being excluded from secondary education due to their inability to pay fees. Even with a partial bursary, most orphans have no means to raise the additional funds required.

Parents' views

• Accomplishments

Like teachers, parents reported that the main accomplishment of FPE was that it had enabled all children to go to school. Through FPE, the government has lifted the financial burden of parents by scraping school levies and providing teaching and learning materials. Even parents who are better off are content because they can take advantage of FPE and save money for their children's secondary education. There is now less absenteeism among pupils and teachers.

The free learning materials have attracted many to school, especially orphans who could not learn before because of lack of fees. Through FPE schools have free exercise books, textbooks, pens, rubbers, mathematical sets and teaching equipment, which is a 'big relief' to parents. Some repairs of desks and buildings have been done.

Most parents noted that there has been transparency in the use of FPE funds. They claim that a number of schools have managed to employ more support staff like watchmen thus boosting the safety and



Pupils outside a makeshift classroom.

security of schools. They reported that there is some money for maintenance but not enough.

• Challenges

The introduction of FPE resulted in high enrolments, but the number of teachers has remained unchanged. Teachers are overworked and are not able to effectively attend to all pupils. The influx of pupils has made it difficult for teachers to mark assignments and give individualised attention. Sharing of textbooks makes it difficult for pupils to do assignments and homework. Teacher's heavy workload has led to poor performance, a major cause of decline in the quality of education. With the ban on tuition, parents believe that the quality of learning had drastically gone down. Moreover, teachers have been threatened not to do extra hours or else they will be punished.

The issue of congestion in classrooms, shortage of desks and lack of enough physical and social facilities to meet the increased enrolment were cited as challenges to FPE. On the same note, parents argued that money given by the government is not adequate to buy or build new structures and carry out repairs and maintenance. Some schools need to construct latrines and classes to accommodate the increased enrolment. Parents also mentioned delays in the disbursement of funds and this has made it difficult for schools to buy the necessary provisions on time.

Generally, the disbursement of government funds has been delayed and when these were made available they came in installments. This caused problems in purchasing learning materials. The delays affected teachers' performance in terms of covering the syllabus and many parents were concerned about this.

Parents argued that money given by the government is not adequate to buy or build new structures and carry out repairs and maintenance.

Parents also identified lack (or poor flow) of information from the government about FPE as having caused a lot of confusion. This has led to a situation where stakeholders are not being sensitised on their role in the implementation of the programme. Parents noted that the problem of finances is very fundamental. There is a directive for parents not to contribute towards FPE and yet the funds provided by the government are not enough. In most schools, development projects that had been initiated before FPE by parents and school committees have stalled. FPE has made parents become reluctant to give money for construction, maintenance and repairs in the school. Just because they have been told that education is 'free'. To safeguard the integrity of FPE, the government will need

to address urgently the role of stakeholders. The school committee members and other parents expressed concern that, in general, parents need to be educated on their role in their children's education. When the teachers

call parents for a school meeting, they now refuse to attend.

Since the government banned fund-raising, parents can not make decisions on school development. They are no longer involved in school development plans and have left this to the government. FPE is also rendering school committees useless. Prior to FPE, school committees used to meet regularly. This is no more the case because they no longer need to collect money from parents, make decisions on purchases or monitor the way funds are used. Under FPE, it is the headteacher, committee chairman and treasurer, who are involved in making purchases. And it is only the headteacher, who does the accounting for the money using prescribed books of accounts provided by the government.



The study established that toilets are either in poor condition or lacking in many schools.

Another problem is that poor parents are sending their children directly into primary school skipping nursery school. It is difficult for teachers to handle these children, who join Class 1 without having learnt the basics. It was, therefore, noted that those who have not gone through nursery school affect the pace and quality of education.

Parents also identified HIV/AIDS as a major obstacle to FPE due to the increasing number of orphans many of whom come to school on an empty stomach making it difficult for them to concentrate.

Parents said that the government has not provided enough funds for continuous assessment tests and exams. Yet, they believe that mock tests assist in strengthening a child's performance and preparing them for KCPE. Parents also said that the KCPE fee (KSh 300) was too high and many could not afford it. They also expressed concern over writing exams on the chalkboard. Among others, this encourages cheating. Some schools even reported to be sharing out an exam script between two or three pupils.

Indiscipline is also rising in schools because of congested classes and the ban on caning. Parents reported problems such

as bhang or cigarette smoking. The over-age are not accustomed to the school environment. Many parents deplore the banning of the 'kiboko' (cane). They say that teachers had problems instilling discipline without the cane, especially when dealing with over-age learners. Since the government banned the use of 'kiboko' some pupils openly defy teachers.

Alternative modes of punishment are not effective. Thus, many parents asked the government to relax corporal punishment.

Transfer of teachers was infrequent and that meant that some teachers stayed for long in one school. Teachers who stay long in one station get used to the school and become lackadaisical. Parents say that teacher performance is negatively affected if they remain long in a school.

• **Lessons learned**

Parents have learnt that it is possible to provide education to all children if there is political will as well as a supportive school community. They also said that the challenges of FPE brought out the strengths of teachers, who were able to assist and work with many children. For FPE to succeed, they said the government should

mount aggressive public information and communication to educate all stakeholders on their various roles. Moreover, they noted that excluding early childhood education from the free education programme was an anomaly and the issue needs to be addressed afresh.

Despite FPE, there are some out-of and in-school factors such as poverty and socio-cultural issues that are still affecting participation and need attention.

“There are some boys still retained at home by parents to take care of rice fields.”

Parents pointed out that more pupils had been enrolled in schools and that the less-privileged had got access to education.

“People like education. In fact for most parents, it is just that they could not afford it. We didn't get educated because we couldn't afford. Otherwise, all of us would have gone to school.”

Parents reported to have learnt that many children had been locked out of school in the past due to levies. They also realised that in the past many girls had been left out of school. They noted that after the introduction of FPE, more girls were enrolled in school. They also learned that the government was committed to serving and providing services to its people and that all is possible.

Due to the high enrolments, classrooms were congested creating many problems in schools. Parents noted that classrooms were inadequate and desks insufficient. They also observed that there were delays in disbursements of the FPE funds and the money allocated per pupil was inadequate. They said that since parents no longer contributed any money directly to the schools, they felt helpless as they were unable to make decisions on school management.

Parents have also learned that the government needs to have proper plans based

on the specific needs of schools. Some schools need more assistance than others and some are unable to operate on their current FPE budgets. Worst hit are schools in hardship areas. Parents claim the funds should be distributed fairly.

Parents were expecting that the quality of education would improve because schools received learning materials. However, they have learned that things have become worse because of congestion in schools and staff shortages. Another lesson is that the government has forgotten nursery school and the importance of early childhood care and education.

Finally, parents have learnt that the pupils need to be assessed regularly to maintain and improve the quality of education, yet there is no money for exams.

Pupils' views

• Accomplishments

The pupils reported that FPE has allowed children of all ages to learn. Old people have been encouraged to learn and that has meant that learning has no age barriers. FPE has improved enrolment and attendance, unlike in the past when some missed school due to lack of money to pay the levies. With FPE all pupils who were brought to school got enrolled. They also said the provision of textbooks and other teaching aids had motivated them to learn.

“In the past, there was a problem in doing homework because books were not available. Since FPE was introduced we have textbooks, which we carry home and so we can do homework without any problem.”

Another accomplishment reported by pupils is that their learning has improved because they are no longer sent home to bring school fees and buy textbooks. There are no more quarrels between teachers and parents on school fees and debts. Scrapping of fees has made all pupils feel

equal. Through FPE, pupils from all backgrounds have come to school irrespective of gender and age.

All children now have a chance to learn unlike in the past where tuition would only be offered to those who paid tuition fees. Schools now have story books, which the pupils can borrow to read, thus improving their grammar and quality of their essays. Teachers are doing a better job because of the availability of the teaching and learning materials.

Pupils also reported that repairs had been done in schools using money from the FPE funds. They noted some new facilities such as stores and classrooms that had been put up. They also noted that they had received sports and games equipment. In some schools, parents had decided to employ teachers and support staff like cooks and watchmen. Parents have been able to channel more funds into purchasing better and proper uniforms for their children.

Because of FPE many children have been rescued from child labour and other forms of abuse. Girls have been rescued from marriages and FGM. Pupils have stopped engaging in casual employment and can now concentrate on school work.

• Challenges

Pupils were very practical in the way they described the challenges facing FPE. They talked of the large enrolment that over-stretched the facilities like classrooms and toilets as among the major challenges for FPE. It was reported that in some schools pupils were obliged to wait in long queues during break-time to use the toilets. In many places, they simply relieved themselves in the bush. There is no more maintenance of furniture and other facilities because money from the FPE funds is not enough and as a result there are many broken desks and chairs. Pupils also talked of noise in schools, especially from classes

without teachers. Moreover, teachers now have to shout to be heard because the classes are large and congested.

The shortage of teachers has meant that pupils do not get personal attention. Teachers only concentrated on the bright pupils. Slow learners are ignored and are not benefiting from FPE, as they should. Pupils are concerned that FPE has done away with tuition that used to help them improve their performance. There is also a tendency of teachers to absent themselves from school on flimsy grounds.

Pupils talked of delays in disbursement of the funds and consequently delays in procuring teaching and learning materials. They said that the provisions were not adequate and when they ran out of them, there were no replacements. They said many children came to school without uniforms and hungry because of poverty.

Pupils from boarding schools complained of lack of water in their schools. Due to the limited FPE funds, there has been water-rationing intended to regulate water bills in some schools. For others, school feeding has stopped.

They observed that some of the newcomers (the over-age ones) have created discipline problems in school because they have bad manners. Generally speaking, they claimed that discipline had gone down.

"The bigger boys, who came to school due to FPE, like fighting a lot. It is only the male teachers who can separate them when they fight."

"Teachers have reverted to caning again but the radio said they should not! But caning is fine because some pupils are rude and should be punished."

Pupils also felt that the poor salaries and the heavy workloads are demotivating teachers. Also the placement of over-age

Pupils from boarding schools complained of lack of water in their schools.

pupils into various classes has created problems. Some can not follow what goes on during the lessons. Some bully the younger ones and also try to influence them to adopt adult behaviors. Pupils complained that continuous assessment tests are not being administered since parents are not willing to pay for them. Pupils also thought that the KCPE exam fee should be covered under FPE.

“Parents claim that tuition and examinations should be free too. We (pupils) do not do end term examinations because we do not pay for them.”

Although primary education was free, the pupils noted that most of them were not likely to proceed to secondary school because they can not afford fees charged at that level. So they feel that the government should make secondary education ‘affordable’.

Pupils also feel that schools had ignored co-curricular activities. They desperately need balls and other sporting facilities. They said that they want to participate in sport activities. Some schools also do not have playing fields.

3.7 Views of teachers and parents on the role of stakeholders in FPE

• Role of government

By and large teachers and parents agreed that the government has played an important role by providing teaching and learning materials to schools. Learning provisions to schools have contributed markedly to a reduction in pupil absenteeism. There is now ‘continuous learning’. With reference materials available, it is also easier for teachers to prepare lessons plans and improve their performance. Parents spoke

warmly of the government ‘relieving’ them of the burden of school fees and learning materials. In addition to that, teachers said that the government has a role in compelling parents to take their children to school. Teachers felt that the government should take serious measures against people using child labour and apprehend them for denying children an opportunity to benefit from FPE. Both teachers and parents raised concern that schools need more teachers and additional facilities. They were unanimous in their appeal to the government to employ more teachers to meet the

Both teachers and parents felt that the government should gather views and opinions from people at the grassroots before implementing a programme like FPE.

staffing shortfall in schools. They called on the government to improve teachers’ terms and conditions of service in view of the increased workload. Teacher promotion and upgrading should be made possible where there is merit. The government must assume its role in making

provisions for construction of buildings and other facilities.

As far as teachers are concerned, they want the government to sensitise parents, sponsors and communities on their roles in implementation of FPE. Parents said that the government should define its own role clearly and that of parents in the FPE policy. There has been (and there still is) much confusion and misunderstanding around the meaning of ‘free’. For example, when parents are told to build or repair a toilet in the school, they refuse saying education is ‘free’. If asked to pay for cooks, they refuse. Because of this attitude, many projects that were in place before FPE have grounded. Parents need to be made aware of what the government can provide and what it can not. The government needs to state how roles and responsibilities in FPE are to be shared.

Both teachers and parents felt that the



A teacher views teaching aids in a classroom.

government should gather views and opinions from people at the grassroots before implementing a programme like FPE. It should take time to plan. The government should realise that 'people really matter.' Parents want assurance that FPE will continue even with a change of government (it should not look like "maziwa ya nyayo" that started in the 1970s but later collapsed). Parents fear that they may only enjoy FPE for five years while the present government is in power.

Teachers and parents said that the government should also conduct assessments to find out the unique problems in certain areas and regions. Specifically, the government should inspect the physical conditions of schools and see how they are constructed and what is lacking. Rural schools should be given special consideration to 'catch-up' with other schools in terms of development. For the most part, they need more assistance. Along these lines, government grants to schools should be prorated and commensurate with the specific needs of the school. Some schools are worse off than others. Parents stated that the way the government is directing the funds is not fair since schools in hardship

areas are being neglected in favour of urban schools.

Alternative uses for funds given to schools to pay for amenities such as water and electricity should be allowed. Now when rural schools were given money for paying water and electricity bills, they were forced to return the funds back to the Ministry of Education headquarters in Nairobi if they did not have these facilities. Parents could not understand the logic behind this. They asked why the money could not be used for something else, like for example, supplying water to the school or paying cooks, watchmen and other school workers.

The government needs to prepare to bear the full cost of FPE when the donors withdraw. It was noted that the programme can not be sustained if it continues to survive on donor funds. Thus, the government has to find a more sustainable way of getting funds to keep the programme afloat. Teachers say that the government should think of ways of empowering parents like through supporting farming so that the farmers can in turn support themselves and schools. They also think that the government should allow 'harambees' in

schools to give parents the chance to contribute and fund projects such as building more classrooms and toilets or buying desks. The government should also clarify, for example, if a classroom roof has blown off, who should replace it.

“When the roof was blown off, the head-teacher was advised to write to the higher offices for more funds. He did so and is still waiting for a reply!”

Both teachers and parents felt that the government has a role to play in setting the foundation for learning by incorporating nursery school into FPE. The government also has a role of providing for orphans and checking their progress in school. Teachers and parents also said that the government should involve primary school teachers in identifying orphans from their respective schools to benefit from the secondary school bursary fund, because they know the orphans and needy children. Parents also feel that the government should make secondary education affordable.

Teachers and parents want the government to bring back the feeding programme

especially in drought and poverty-stricken areas. This will attract many poor children to school and improve learning. Some parents said that the government should allow teachers to conduct tuition to cover the syllabus effectively. Some parents can not afford to pay the KCPE examination fee and they say that if primary education is free, then it should include the KCPE fees also. It is absurd to take a child up to Class 8 only to fail because a parent can not afford the examination fee, they said.

The government should involve teachers in curriculum development to avoid unnecessary errors in textbook selection. It should also ensure that school inspections are done frequently. It should train teachers on guidance and counselling and issue certificates for such training.

Where public transport and road infrastructure are poor, the government should offer a scheme for teachers to be able to purchase motorbikes. Such a scheme would be an incentive to teachers while improving mobility and reducing the wastage of time.



Pupils of various ages crowded in an open structure used as classroom.

• Role of headteachers

Teachers and parents said that the role of the headteacher is to assure the smooth running of school activities. They generally agree that headteachers have played a key role in the implementation of FPE. They have admitted the new-comers in accordance with the government's policy on free education. They have implemented FPE policies in an open and transparent manner and managed the funds according to the prescribed guidelines.

Headteachers have played a role in enlightening teachers and parents on FPE issues. They generally kept the staff informed on the FPE funds, budgeted and ensured purchase and delivery of the various FPE materials. They have also tried to advise parents to send their children to school. They have also ensured that teachers were in class teaching.

Headteachers are responsible for procurement of the teaching and learning materials and accounting for use of government grants. They are expected to consult with teachers on the purchase of the required learning and teaching materials and equipment whilst facilitating their distribution to various beneficiaries. They are required to manage the FPE finances and keep accounts of all materials bought and distributed to the pupils. They also supervise teachers, discipline pupils and attend to parents and other visitors.

However, headteachers no longer have time for their teaching responsibilities. Due to the teacher shortage, headteachers are expected to be full-time teachers in addition to their school administration duties. It is clear that many are finding it difficult to balance their administrative and teaching roles. This affects performance in class since many are spending more time on school management than teaching.

Teachers are saying that it would be better

if headteachers were not assigned accounting work.

Teachers say that if the government can not train headteachers adequately in accounting and record-keeping then account clerks should be engaged to do the work. An accounts clerk could be assigned to operate in a cluster of schools. Alternatively, there should be a floating teacher so that the headteacher can have time to manage the school effectively and supervise the curriculum.

Parents are also concerned that headteachers are spending a lot of time out of school attending meetings instead of teaching. Parents agreed with teachers

saying that headteachers should be like a high school principal and exempt from teaching responsibilities. Teaching should be left to the other teachers while headteachers concentrate on

administration. Headteachers should be given enough support staff (such as accounts clerks) to assist in banking matters.

• Role of teachers

Teachers were very clear about their role in implementing FPE. They say that they are the main implementers of FPE. As such they are expected to teach, counsel and discipline the children. They are expected to be morally upright and role models. They should have a positive attitude towards FPE and support it. They provide a link between the government and the community. Teachers say that they are also responsible for sensitising parents on the need to educate their children. Teachers should also educate parents on the importance of early childhood development. Yet they feel that they need guidance from the government on the FPE policy so that they can be more informed and give comprehensive advice.

Teachers are also involved in selecting

Headteachers are responsible for the purchase of learning materials.



books and advising headteachers on what titles to buy. They distribute books and take care of them and other teaching aids in their classes. They are expected to advise pupils on how to take good care of the acquired materials. Parents have observed that teachers also assist school heads with admissions.

Parents say that teachers have to provide support to the over-age pupils and those with special needs. They should counsel and encourage pupils and support the weak ones. Teachers have had to devise other options for conducting exams since schools no longer have funds to print exam papers. Parents want teachers to improve their skills particularly in areas like multi-grade teaching.

Some parents suggested that teachers should specialise in particular subjects. Currently, they teach all the subjects and this does not augur well for effective and quality teaching. Teachers handling lower classes should not be expected to teach in the upper classes. This will enable them to spend more time with the slow learners in the afternoons and help them improve their performance. Some parents say that teachers should coach children to perform better without necessarily having to be paid. Some teachers have relaxed and do not provide remedial teaching. It was suggested that parents and teachers be allowed to decide whether or not children should be given extra tuition and at what cost. Teachers and not parents should make decisions on whether or not a child should repeat a class or proceed to the next grade.

Parents should discipline the children at home and teachers at school. Teachers should instil discipline because that is critical for good performance. Teachers should instil discipline and enable learners to cope with developmental and emotional challenges. But parents insisted that teachers

should be allowed to cane pupils to maintain discipline. Further, it was suggested that teachers needed to be taken for training in guidance and counselling.

• Role of parents

There were divergent views on the role of parents in FPE. Teachers were categorical that parents were playing a minimal role to implement FPE. They said that parents were expecting the government to provide everything, including textbooks, facilities and exam fees. Teachers say that FPE has made parents withdraw from supporting schools. They no longer carry out their responsibilities towards their children's education. They have more or less dumped their children on to teachers. Teachers say that parents are no longer supportive and do not want to participate in school activities or attend school meetings.

Some expected the government to provide their children with uniforms, shoes and lunch. Teachers say that parents have become irresponsible to the extent that they do not even

do obvious things like buying book bags for their children. When school pens get lost, parents expect teachers to replace them.

Teachers say that the parents should be made to understand that 'everything is not free'. They should cooperate and assist in their children's education. Parents need to support FPE by encouraging their children to work hard in class and assist them with their homework. Secondly, parents should be involved in providing material support to schools and in putting up physical facilities. They should provide that which the government can not offer. Parents should be given opportunity to take care of physical facilities in the school. Also, in times of need, teachers believe that parents should chip in for the purchase of some reading and learning materials, especially when

Parents should be involved in providing material support to schools.

there is a delay in the dispatch of funds by the government. They should replace textbooks lost by their children.

Teachers suggested that parents should pay something for extra tuition. Without that teachers were not motivated to teach outside the normal class hours. Parents should also be made to understand that their input was required in other areas like instilling discipline. Teachers want parents to work hand-in-hand with them to ensure discipline.

Yet many parents say that their responsibility is only to send their children to school, which they believe they have done. Many parents did not expect to play any other role in FPE than sending their children to school. They still contend that everything is 'free' and they do not want to be involved in the running of the school any more.

Parents contend that the government must come out clearly and specify what roles they must play in the implementation of FPE. This will dispel the cloud of confusion that continues to create gaps and misunderstanding in the implementation of

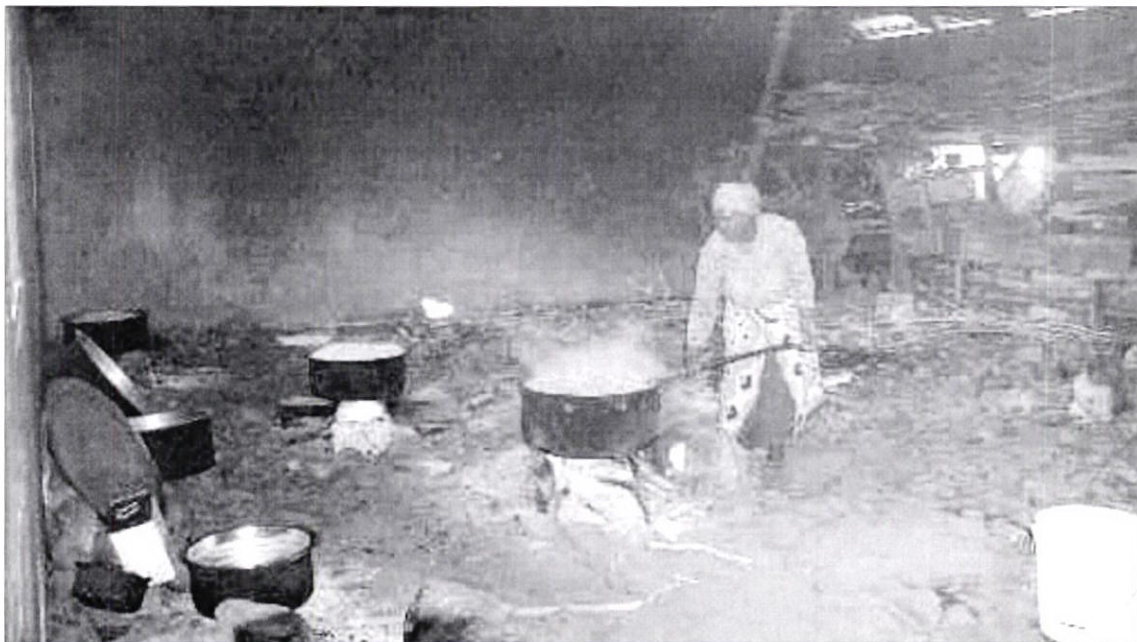
the FPE among teachers, pupils, and parents. Parents want to be given the opportunity to air their views and opinions and make suggestions on how they want their schools to be managed.

Parents said they have been providing uniforms, food and even health care to their children. In some schools, they have continued to provide support like employing teachers or paying teachers some extra money to motivate them to teach extra lessons.

Lack of coordination between parents and teachers is affecting the implementation of FPE. It is important that good relations be established between parents and teachers with respective roles clearly articulated.

- **Role of school committees**

Many teachers said that the school committees had become 'inactive'. Under FPE, teachers report that some members of the school committee were only involved in signing bank documents and nothing else. FPE seems to have made committees irrelevant in school management. In the past, the school committee used to collect



Preparing a meal for children in school. Many respondents urged the government to provide funds for school feeding programmes.

money from parents, keep, plan, use and account for it. That is no longer the case now since funds come from the government and go straight into school accounts, where the headteachers are the accounting officers. Some headteachers have been going as far as paying out of their own pocket allowances for school committee members to attend meetings.

Teachers said that the school committees should be informing parents on the developments and achievements of FPE. They noted that the committees were not performing this role, as they were not very active. The MOEST should revise the role of the school committee and specify its duties and responsibilities. Are school committees still expected to mobilise parents and raise money through harambees to expand the existing limited facilities? The MOEST should clarify this issue promptly to end the confusion on stakeholders' roles under FPE.

Teachers are complaining that the school committee members no longer visit the schools or participate in development activities. "It is like it (the school committee) has died. The school committee has vanished!" At the moment, the only meetings that take place are the ones for book committee members. It is this committee that sits with teachers to select books and make decisions on the numbers to be bought depending on the number of pupils and available funding. While the chairman and the treasurer of the school committee are active and hardworking, the rest of the committee members are basically dormant.

Teachers say the school committee has a role to play in creating awareness in the community about FPE. Through parents' meetings, chiefs' meetings and other community gatherings, parents can be enlightened on the importance of education and

what is needed to sustain FPE. The school committee should serve as the link between parents and teachers. The members should volunteer to work without expecting to be given allowances. Because school committee members are also parents, they should also educate other parents on their responsibilities. School committees can also organise for exams or tuition.

The school committee should also help in identifying children who are out of school and encourage them to attend. It should help deal with difficult pupils and assist with discipline. It can also be used to look for money and sponsors to assist with school improvements.

The school committee should assist school administration in management and

The school committee should serve as the link between parents and teachers.

problem-solving. It can also motivate teachers by supporting them through rewards for good performance. It should also assist in looking for sponsors and possibly organise parents to

supplement what the government is not providing.

Parents on their part also felt that the school committee should take a more proactive role. It should help the headteachers to mobilise parents to bring their children to school and contribute towards school activities in general. In some places, the school committee went around homes bringing children to school. Parents also confirmed that the school committees had become redundant and no longer involved in the school. They said that it is a sacrifice to serve on the school committee and they are no longer motivated to leave their daily tasks to go and attend to school matters.

"We are not even offered a cup of tea. The school committee receives nothing for what it does. We are told 'the church mouse eats in the church' but here you do not get anything."

Some parents said that the committees had tried to supplement the FPE deficits by organising for voluntary funds drive to raise money for particular projects. But these were few cases. It was noted that in the past, school committees had guidelines and knew what to do, but things had changed under FPE. Members of the school committee, therefore, need to have their roles well-defined.

Parents feel that it is up to the school committee to be educating parents on their roles in FPE implementation. They should monitor the performance of pupils and teachers. The school committee should have a say on what teachers do. It should also be regularly apprised on the money available for the school so that it knows what is going on. The school committee must take responsibility for school development and management and take an active role in monitoring FPE implementation.

• Role of education officials

Teachers had a lot to say on the role of education officers. They say that education officers have a duty to visit schools frequently to assist teachers and not to harass/victimise them. Their duty should be to see how the FPE is being implemented and to address any problems that may arise. They should be advising teachers on new and emerging challenges. Many teachers were unhappy with the education officers because they have become more of 'fault-finders' than professional advisers. When FPE was introduced, teachers said they were always being threatened with the sack if the programme did not take off well. Teachers said that education officers intimidated them and that was demoralising. Rather than being supportive and offering new ideas, for example, on dealing with large classes and congestion in classrooms, education officers made negative remarks about them. Teachers were

emphatic that education officers must change their approach. Both teachers and parents said that education officers should visit and inspect schools regularly so that they can familiarise themselves with the prevailing problems. They should deliver information from education authorities to the teachers and schools. They should hold general meetings with teachers to understand the conditions under which they work. They should engage in dialogue with teachers and come up with ways for improving the quality of education. They should understand the problems and environment in which teachers work and they should treat them with dignity instead of criticising and quarrelling with them. They should broaden their scope of work and do more than

class inspections. They should look more at the overall performance in a longer term. They should organise seminars to enlighten teachers on issues pertaining to FPE and how to handle it better.

Education officers should not routinely refuse teacher transfer. Teachers should not over-stay in a school as they end up losing respect from pupils and parents.

"One can ask for transfer and wait for even five years without getting it, which is demoralising."

TAC tutors should also assist teachers in uplifting the standards of the school and the quality of education through in-service training. For example, the School-based Teacher Development programme that selects three teachers from every school (teaching maths, English and sciences) for in-service training. They should also organise prize-giving days where top performing teachers are rewarded for their work.

Parents further said that education officers should attend school meetings to discuss ways and means of improving conditions in schools and to educate parents on

TAC tutors should assist teachers in uplifting the standards of the school.

their roles in FPE. Headteachers should be allowed to talk freely about their schools at such meetings.

• **Role of local communities**

Teachers and parents alike said that the participation of the local communities in FPE has varied from one school to another. In some communities, the chiefs and their assistants had played an important role in FPE by bringing children to school. They did this through the public barazas and visiting homes to encourage parents to take their children to school.

Some communities consider that their responsibility is to take their children to school and that is all. However, others have been more helpful. In some schools, for example, where there is water shortage, the community assists in

providing water. Teachers and parents alike shared the view that local communities should be the custodians of the school property. In addition, they expected local communities to enhance social order among the community and assist in instilling discipline among the pupils. For example, the chief should assist in maintaining discipline by eliminating illegal liquor and drugs in the community and prohibiting sale of the same to pupils.

Some communities have not been participating in school activities since the introduction of FPE and teachers are complaining that everything has been left to them and the government. The community members believe that it is the responsibility of the government to provide and, therefore, they do not have to lend any support to the school. Nonetheless, some chiefs are enlightening the community members on what the government is able and unable to do.

Teachers pointed out that local communities should raise concern when a child fails to go to school, especially those with

special needs. Community leaders should also provide care and support to orphans. They can also help in disseminating accurate information on bursaries.

Leaders should ensure that there is security for the children and the school. They should continue sensitising the community through meetings and enlighten people on issues about HIV/AIDS, which also threaten pupils.

The local community leaders should mobilise parents to bring their children to school and support the school committees in raising funds and other resources to put up more facilities in schools. They should also work with parents on how to improve academic standards and general school development.

Councillors and even Members of

Parliament should visit schools to assess how they are being run and to help solve problems where needed. Parents say they would like their community leaders to actively involve

Parents would like their community leaders to actively involve themselves in FPE

themselves in FPE. They should ensure that the FPE policy is adhered to. They can also help needy pupils with secondary school.

Parents felt that NGOs, CBOs and other interest groups should provide support like meals and healthcare to children especially orphans. Where possible, they should also provide facilities like classrooms or toilets for schools.

• **Role of sponsors**

The role of sponsors in FPE has been varied and in some places quite disappointing. In Nairobi, some sponsors have been very active in supporting FPE especially in slum schools. Some schools have donors like the Aga Khan, the Catholic Church and World Vision. These have helped to deploy more teachers, buy resources and teaching materials and maintain subordinate staff. They have also helped with uniforms,

books, erecting buildings and provision of medical care to pupils. However, in Taita Taveta sponsors are few and far between. Since the start of FPE, many schools said they had not had any sponsors. The impression is that somehow FPE has driven away sponsors. In many schools, teachers report that they had received assistance from NGO sponsors in the past for building and provision of books. Since the start of FPE, the contributions from sponsors have stopped in many schools. In Mwingi, some sponsors assisted in implementing FPE through providing bursaries for needy children and with construction and repair of school facilities. Others like the Catholic Church provided learning materials and desks, and sporting facilities.

In many cases, though, schools noted that the sponsors only provided spiritual and pastoral support like offering prayers to pupils when they are about to sit their KCPE. For FPE to succeed, teachers said, the sponsors have to be involved in the provision of physical facilities in addition to pastoral services.

The study found that teachers, pupils and parents are not well-informed on the role of sponsors, NGOs and CBOs under FPE. So, the respective roles of these stakeholders should be spelt out. There are those, for example, which help to buy uniforms for orphans. World Vision, for example, was cited as giving among other things, hurricane lamps to teachers who perform well. Teachers there said that they just work hard to get free kerosene lamps.

It was suggested that sponsors should organise for school feeding particularly in hardship areas and assist in paying cooks while the government provides the food. Sponsors should mainly take care of what the government is unable to do.

Teachers felt that the government should provide some incentives to sponsors, for

example, by having them incorporated in school committees. They could be encouraged to support children from needy families through the advice of the headteacher and the school committee. Sponsors can also assist orphans and give bursaries to the needy, who perform well in class. Sponsors can help by employing some teachers or support staff, by providing physical facilities and materials. They can provide much-needed first aid kits and help in the construction of toilets and water tanks. Some teachers said that the government should open up to the NGOs so that their roles can be appreciated.

Parents generally felt that there should be a provision in the FPE policy that allows sponsors to assist schools. Yet they should also not interfere unneces-

sarily with the management of schools.

Parents said that the sponsors should be encouraged to contribute toward secondary school fees to support needy children, including orphans and those with physical disabilities. They can also assist in paying the PTA teachers and bringing telephone lines and electricity to schools. They can support the provision of learning materials and other school equipment alongside constructing additional buildings.

What pupils think about the role of stakeholders in FPE

• Role of the government

Pupils said that the government has played its role. It has brought free education and relieved parents of the burden of school fees. They reported that the government had provided funds to buy textbooks, exercise books, pens, pencils, geometric sets, wall charts and other teaching aids like globes. The government has continued providing teachers although there was a shortfall. Pupils reported that some education officials visit schools to check how the

Pupils and parents are not well-informed on the role of sponsors under FPE.

funds were used and generally how the programme was being implemented.

Pupils said that the government should expedite the process of funds disbursement so that schools can buy the learning and teaching materials on time. They suggested that the funds should be sent to schools during holidays. The government should also increase the funding and also differentiate between boarding and day schools. They also said the government should provide for joint mock exams, which encourage competition among schools and help in improving performance.

The government should employ more teachers and provide funds for school feeding, and early childhood education and make secondary school 'affordable'.

Pupils said that the government should give special assistance to orphans to ensure that they attend and stay in school.

Pupils are also very concerned about physical condition of their schools. They said the government should take interest and check on the state of classrooms, school buildings and toilets.

Some pupils said that the government should: i) provide uniforms to children who can not afford them; ii) allow teachers to cane pupils; iii) level and improve playing fields and provide games and sports equipment; and iv) install fences around school compounds to make schools safe while keeping away idlers and petty thieves.

• **Role of headteachers**

Pupils said that headteachers have been controlling and administering new admissions of pupils, purchasing the required/recommended learning materials and facilitating their distribution while ensuring that funds are spent correctly and wisely. They monitor pupil's progress and at times hold discussions on the pupil's performance with their parents. They call

parents for general meetings to discuss various matters affecting the school. Some had ensured repair of the school facilities and even erected fences using the FPE funds. Headteachers have been the link between the government, school and parents - conveying information from the both ends through the pupils and teachers.

Pupils felt that headteachers should request more teachers and ensure that all teachers are doing their work properly. They should also concentrate on either office work or on teaching because they can not do both. They should maintain discipline the schools.

• **Role of teachers**

Pupils recognised that their teachers teach large classrooms, provide counselling and guidance services and also instill discipline. They choose books to be bought and distribute them. Teachers also keep records of books and ensure safe custody of teaching and learning materials.

Pupils felt that teachers should be more understanding and supportive and make sacrifices. They should guide

over-age pupils so that they can fit in school and participate effectively in their class work. Pupils noted that their teachers were not happy due to the large number of pupils and generally poor pay.

Nevertheless, they said that teachers should put more effort into their work to ensure good performance in exams. Pupils expect teachers to protect them in school.

• **Role of parents**

Pupils said that parents were responsible for taking their children to school, providing them with uniforms and bags and feeding them. Yet they did not expect their parents to make any contribution under FPE.

They said that parents also visited schools to monitor how their children were learning and also signed for the books. They would attend school general meet-

Pupils said that the government should give assistance to orphans.

ings and monitor their children's learning. Some parents also worked hand-in-hand with teachers to ensure discipline. They also helped in monitoring the behaviour of pupils while out-of-school.

In some schools, the parents were involved in providing physical facilities. Some parents were paying money for extra tuition for morning, evening and weekend classes.

Pupils said that parents should monitor their children at home and ensure that they are able to do their homework assignments. They should discipline their children and teach them to respect others. They should support teachers in instilling discipline in the children. If a parent wants his/her child to be fed at school, the parent should contribute to school feeding.

• Role of school committees

Pupils said that school committees have continued to be the link between the parents and the school, encouraging parents not to forget their roles. They assist the administration in solving some problems in the school and monitor to ensure that funds provided by the government for procurement are rightly and properly used. Many pupils felt that school committees should play a more active role by looking at school infrastructure and being more concerned about the development of the school. They should report cases of parents who do not take their children to school.

• Role of local community

Pupils were not clear on the role of the local community in the implementation of FPE. They felt that leaders in the local community should make sure that all school-age children enrol in school. They should check if the teachers are teaching well and insist that teachers do their work properly. They should be attending school

meetings and give ideas on ways of improving the institutions.

They should concern themselves with the needs of the school and make the necessary provisions. They need to encourage each other on the importance of education so that the ignorant parents can take their children school. Occasionally, they should make donations of some items that are required in the school.

They should help in disciplining the pupils and report to the headteacher all school-age children seen roaming and idling around the villages. They should act as watchdogs to ensure that pupils do not loiter around during class time and they should safeguard the security of the school.

• Role of sponsors

Sponsors were mostly involved in providing pastoral services - praying for KCPE candidates. They also made visits to the schools to check the implementation of FPE. They should do more according to the pupils and get directly involved in the development of schools.

They should help the schools as they did before FPE. They should also support children with special needs and orphans by providing them with uniforms and other basic needs. They can bring food, buy uniforms and provide books and desks. They can also construct new classrooms, build water tanks and bring iron sheets to repair leaking classrooms.

Some sponsors had helped the schools by providing water and storage tanks that helped to improve hygiene and children's health. Some held sessions for counselling and taught the pupils on hygiene. Some have provided advice on prevention of infections and diseases such as HIV/AIDS. Some have helped in construction of physical facilities and giving books.

Some sponsors had helped the schools by providing water and storage tanks.

3.8 Sustainability of FPE

• Defining roles and responsibilities of stakeholders in FPE

First and foremost, the government needs to develop a clear policy on the roles and responsibilities of the various stakeholders in FPE and establish avenues for them to make their contribution towards the programme. The message that has been understood by parents and communities is that primary education is now 'free'. The word free has made them neglect their responsibilities towards their children. It has created misunderstanding and tension among teachers and parents and other stakeholders. Many parents have simply relinquished their role in their children's education to the government and, as result, school development initiatives have come to a halt. Many school committees have become inactive seeing their role as having been taken over by the government. The government will need to take rapid measures to intensify and sustain its information awareness campaign to sensitise

parents, school committees, communities and sponsors on their expected roles in implementation of FPE. At the same time, MOEST should create appropriate forums with stakeholders to explain and discuss the FPE policy in detail, filling in the existing void and then utilising the information harnessed through these joint meetings to formulate operational guidelines, which spell out the agreed-upon roles of stakeholders in support of the FPE policy. This way, the government can tap the overwhelmingly popular support in favour of FPE, the good will and the positive ideas contributed by people towards its improvement.

To ensure the continuity even with a change in government, parents contend that FPE should be articulated within a national education policy. The government should allow organised community support to stimulate and enhance stakeholders' participation in FPE. Sponsors should also be mobilised to help fund school development activities, which are currently not being covered, like building more class-



Children having fun outside classroom.

rooms, toilets or buying desks. Parents who are willing to motivate teachers in terms of tuition should be allowed to do so within guidelines.

Parents and the local community should also be asked to support FPE by informing the relevant school administration of the children who should be in school but who are not enrolled. Through school and the local administrative structures, concerned parents/guardians should be forced to take children under their care to school. People feel that strict measures should be taken against people employing children of school school-age, as they are denying them their right to FPE.

- **Dealing with high enrolments and teacher demotivation**

The most immediate action needed to sustain FPE is the recruitment of more teachers to match the overwhelming enrolments and to share out the workload. The study found that nearly all schools are dangerously understaffed. The study questions opportunities for balancing teachers, as it is unclear from our findings as to where the pool of teachers lies. Supposing there is a teacher surplus, the question is whether teachers will be willing to serve in the affected schools as those represented in this study? The study concludes that the government has little alternative than to find ways to get more teachers into the schools, otherwise, the understaffing will further jeopardise the delivery of FPE and contribute to its slow demise. Moreover, the widespread growing dissatisfaction and demotivation of teachers are worrisome. Frighteningly vast numbers of teachers are overworked and depressed by their work conditions and terms of service. Any hopes for advancement and better remuneration are grim at this stage. These factors can not be ignored if the government wants FPE to

Teachers need to know how to support and manage over-age pupils and those with special needs.

succeed and guarantee sustainable quality education.

Generally speaking, teachers are lacking skills on how to handle large classes and how to use approaches like double-shift or multi-grade teaching. Similarly, teachers need to know how to support and manage over-age pupils and those with special needs. In light of the ban on caning, teachers are in desperate need of viable alternatives to instil discipline and good behaviour. So far, guidance and counselling have been unsatisfactory given that teachers are not well-equipped with the skills and FPE classes are large. Parents are quite aware of the challenges faced by teachers and they believe that all teachers need 'refresher training'.

The study was informed by stakeholders that the present system of burdening the headteacher with administration, accounting and a full teaching load is unrealistic. It

is suggested that the government engage accounts clerks/bursars to take charge of procurement and accounting for the government funds sent to school. This would relieve headteachers of the agony of the financial responsibilities that fall on top of their

other duties. Alternatively, headteachers should be exempted from a full teaching load to concentrate on the accounting and administrative work. However, this would require putting headteachers through training to get them up to speed on these matters. Training so far has been lacking. A solution needs to be found. The headteacher can not be a 'jack of all trades'.

- **Quality assurance in education provision**

The pervasive decline in the quality of education revealed by this study requires immediate action. Paradoxically, there are now more books and learning materials in schools, yet everywhere we were told that quality has seriously been compromised. Lack of a moti-

vated teaching force, large and congested classes, ban on extra tuition and indiscipline are contributing to the decline in quality. The study found that continuous learning assessment is at the bare minimum. Funds to schools allocated for joint and mock exams are far too little to regularly assess learning achievement. Little if any regular testing is taking place and it is not hard to imagine the consequences of this in the future. Monitoring learning performance and achievement are not taking place. Pupils are even repeating Class 7 and 8 due to lack of KSh 300 to register for KCPE.

The open-age admission policy and lack of any operative measure for assessing prior learning has resulted in classes (especially the lower ones) being swelled with over-age pupils who are disadvantaged and misplaced from the start. The ministry needs to provide the admission criteria. The few success stories of over-age pupils being able to catch-up are overshadowed by stories of failure. However, for the most part, over-age pupils are struggling to catch up and many are in need of remedial support. The study found that problems of discipline are often associated with the over-age FPE pupils. Truancy and indiscipline may be a means of expressing frustration and exasperation with the learning environment. An over-age pupil who bullies a younger classmate may not necessarily be acting maliciously but rather out of feelings of inadequacies in an unsuitable learning environment. The government should take rapid measures to reinforce alternative modes of education delivery including adult education programmes to accommodate the over-age learners.

A sound system of quality assurance must be put in place. This calls for regular assessment of learning and revamping the scope of work of the inspectorate at the district and lower levels. Grassroot reports concerning

inspection, monitoring and supervision of FPE at school-level are disturbing. The government must ensure that the overarching function of inspection is to support quality assurance and not 'policing' teachers. If disbursements of school funds are timely and prompt, inspectors should be able to monitor this as part of the quality service provision. True reports of the situation of FPE in the schools will paint an accurate picture and guide the implementation of quality assurance.

• **Assuring support provisions to schools**

The government will need to continue providing grants to schools for teaching and learning materials, and assisting with the construction of more physical amenities, including toilets. Those interviewed felt that the government should give the grants according

to the specific requirements of a school. So far, schools are funded on the basis of a uniform unit capitation per child. It is not possible to respond to the diversity of needs when all schools are considered equal. Schools

should be allowed to draw up their own budgets and send them to the ministry for approval and sponsorship accordingly. Once roles are clear, schools can begin to complement the government contribution by improving their facilities and buildings and creating a conducive and motivating environment for learning.

To sustain the goals of FPE and a culture of reading, there is need in almost all schools to have a library, with enough books and especially storybooks. Water and sanitation are lacking in many schools. This provides for unhealthy and unsafe learning environments. Water and toilet facilities should be essential components of FPE. Many schools are also lacking security and need perimeter fencing and watchmen.

The government must also find ways to expedite the process of fund disbursements

Many schools are also lacking security and need perimeter fencing and watchmen.

to schools such as sending funds to schools during holidays for purchase of teaching and learning materials on time.

- **Reinforcing early childhood education as a foundation for learning**

The government should find a way to incorporate early childhood education into FPE and make at least the pre-unit class mandatory and free since it is critical to the foundation phase of learning. The government has invested heavily over the years in the development of ECD. Gains achieved are fading fast. More and more children are skipping nursery school altogether and entering directly into Class 1. ECD programmes are on the verge of collapse. The government must react quickly and look for ways to employ nursery teachers through say local government. Parents have indicated their willingness to contribute to ECD. However, they are finding it difficult, if not impossible, to pay salaries of nursery teachers. It will be increasingly difficult to reverse the current trend.

- **After FPE, what next? Making secondary school affordable**

Stakeholders are asking the government to lower fees for secondary education to make it more affordable. To sustain FPE, the post-primary education sub-sector must develop very fast. The government should be planning, as of now, for more secondary schools or other vocational institutions. The difficulties encountered with the present bursary scheme must also be addressed. There are serious loopholes as regard to needy pupils. Moreover, present bursary awards through the constituencies are too low to enable participation of needy students in secondary school. The case of orphans is ever more pathetic as only a few lucky ones have benefactors that can help them pay secondary school fees. Orphans have become the losers of the education system. There is little alternative than to set up a full scholarship fund for orphans to access secondary edu-

cation. The government should act boldly and justly for orphans and their right to education.

- **Support for children with special needs in FPE**

For FPE to be inclusive, the government will need to establish its policy on inclusive education. There is need to set up special classes to cater for children with special needs as it is not possible for overworked and overstretched teachers in congested classrooms to give individual attention to children with special needs. Ways should be found for teachers to work extra hours to assist slow learners.

- **Feeding hungry children for retention in FPE**

To attract and retain pupils in FPE and help them perform better, the government should find ways of introducing and maintaining with other sponsors feeding programmes in schools in needy areas such as ASAL. Some parents especially those of children and youth who enrolled in school because of FPE are poor and can hardly afford to feed their children. It is naive to expect hungry children to learn and perform well in school. Many of these same children also walk long distances to school. Failing to feed these children is failing them in their learning.

- **Learning is more than books: case for strengthening co-curricular activities**

FPE has given scanty attention to provisions for co-curricular activities. There is need to create and strengthen sporting and other co-curriculum activities like the arts. The government should find ways to provide sporting equipment while parents, community members, sponsors and donors put up play fields. In particular, it was reported that schools do not have funds to transport, feed and accommodate pupils going for games outside their localities. A specific vote for co-curricular activities should be given to the district education offices to organise such events.

There is need to strengthen sporting activities.

CHAPTER 4

Conclusion and recommendations



A teacher conducting a lesson.

The study set out to assess the way FPE was implemented in the first year and from that draw some lessons for the future. There was consensus that the FPE programme was a major milestone in the country's education system as it opened the doors for children, who would have otherwise missed a chance to access education and improve their lives.

The FPE programme is popular. It has motivated children to learn; offered teachers a chance to utilise their skills to the best of their abilities; and gave schools the opportunity to optimise resource utilisation. Pupils were provided with exercise and textbooks and for some that was the first time in their school life that they were able to carry home reading materials and do

their homework assignments; revise on their own and read ahead of their teachers, thus making learning an enjoyable experience. Similarly, they were provided with geometrical sets, items they had never known in the past, but which are critical for good performance in mathematics. Since the pupils were provided with exercise and textbooks and there were teaching aids in schools, which are used by teachers to explain the various concepts being taught, there was consensus that the quality of education was bound to improve. Moreover, pupils were no longer missing lessons due to lack of fees as used to happen in the past. That consistency in classroom attendance was helpful in realising quality teaching.

Teachers reported that the programme had enabled them to get reference materials like atlases, wall maps and globes, which made their work easier. The provision of textbooks to pupils was a big boon - teachers no longer had to write homework on the chalkboard or dictate notes as they used to do in the past. Now, they simply ask the pupils to do exercises from the textbooks, revise and read ahead on their own so that they can participate in classroom discussion quite effectively. The mere fact that they have reference materials motivates them as they are able to prepare adequately for their lessons and in that way do their best in the classroom. For parents who have all along agonised over numerous levies that locked out their children from school, this was a timely intervention that relieved them of a heavy burden and accorded them the opportunity to organise and prepare themselves for providing their children with secondary education. With the burden of school levies taken away from them, parents now just have to provide their children with basic things like food, shelter and uniforms. Since their children have been provided with textbooks, they can easily monitor what they are doing or assist them with revision and homework.

Even so, the FPE programme faces several challenges as clearly articulated by all the respondents. Increased pupil population; shortage of teachers; lack of clear guidelines on admission; lack of consultation with teachers, parents and communities; delay in disbursement of funds; expanded roles that have overtaxed headteachers were cited as some of the major challenges attending to FPE. It was particularly noted that the implementation of the programme without prior consultation or preparation of teachers and lack of regular communication to sensitise the various stakeholders on their roles hampered the smooth implementation of FPE. There was general misconception about the meaning of 'free' education with parents taking the

view that they were no longer required to participate in school activities. The political leaders were also sending conflicting signals to the parents and communities as they point out that fund drives or voluntary contributions were not acceptable.

In view of the study findings and based on suggestions by the various respondents, the following recommendations should be considered if the programme is to succeed.

FPE policy

The study established that the main problem with FPE is lack of a clear policy that clarifies the roles of the various stakeholders, admission criteria, handling of discipline, as well as ways of involving parents and communities in school activities, among others. Schools operate in a vacuum and that gives room for subjective decisions and actions, which are likely to affect learners. Moreover, teachers are being forced to admit pupils in grades that they are not suited for. Although parents and communities are willing to continue supporting schools by providing physical facilities, their roles and involvement in school activities have not been clearly defined. Indiscipline is becoming a serious problem in schools because of the large numbers of pupils, who are difficult to control, and also because of the enrolment of over-age learners. In the meantime caning, which was the teachers' best means of instilling discipline, is outlawed and the counselling that has been recommended is hard to implement because of inadequate training and heavy workloads. Thus, the study recommends that:

■ **The government should as a matter of priority develop the FPE policy that clearly defines what FPE is all about.**

- The FPE policy should give direction on access, quality assurance, retention and completion strategies.
- The policy should give guidelines on admission criteria.

- The policy should also provide for the needs of children with disabilities.
- The government should clarify funding sources, define roles of various stakeholders, provide a framework for instilling discipline and conducting assessments.
- The policy should be published and disseminated widely.

■ **FPE should be implemented within the broader Education For All (EFA) framework, which provides for a holistic approach to education provision.**

- The government should adopt various strategies of expanding access, ensuring retention and completion.
- It should expand, strengthen and create centres for accelerated learning targeting over-age youth.
- Vocational and skills training, adult literacy and education programmes should also be strengthened so that they can accommodate the over-age learners.
- The government should finalise a policy for establishing equivalencies between formal and non-formal education and across the various levels of education.

Community sensitisation for FPE

There was overwhelming evidence that the public does not have adequate information on FPE. After the initial euphoria that followed the introduction of the FPE, when circulars went to schools and messages passed on through the media, little has been forthcoming about the FPE policy or progress being made on the programme. Teachers, parents, communities and other stakeholders are operating in the dark. So, it is recommended that:

■ **The Ministry of Education needs to urgently design an effective communication strategy to create awareness about the FPE policy, what it entails and how it is to be implemented.**

- Teachers, parents, pupils and communities need to get regular updates of what is happening about FPE, how to address emerging challenges and how to work as a team to address those challenges.

- The Ministry of Education should use the mass media and the provincial administration to popularise FPE and inform parents and communities of what they are expected to do to make it succeed.

Discipline in schools

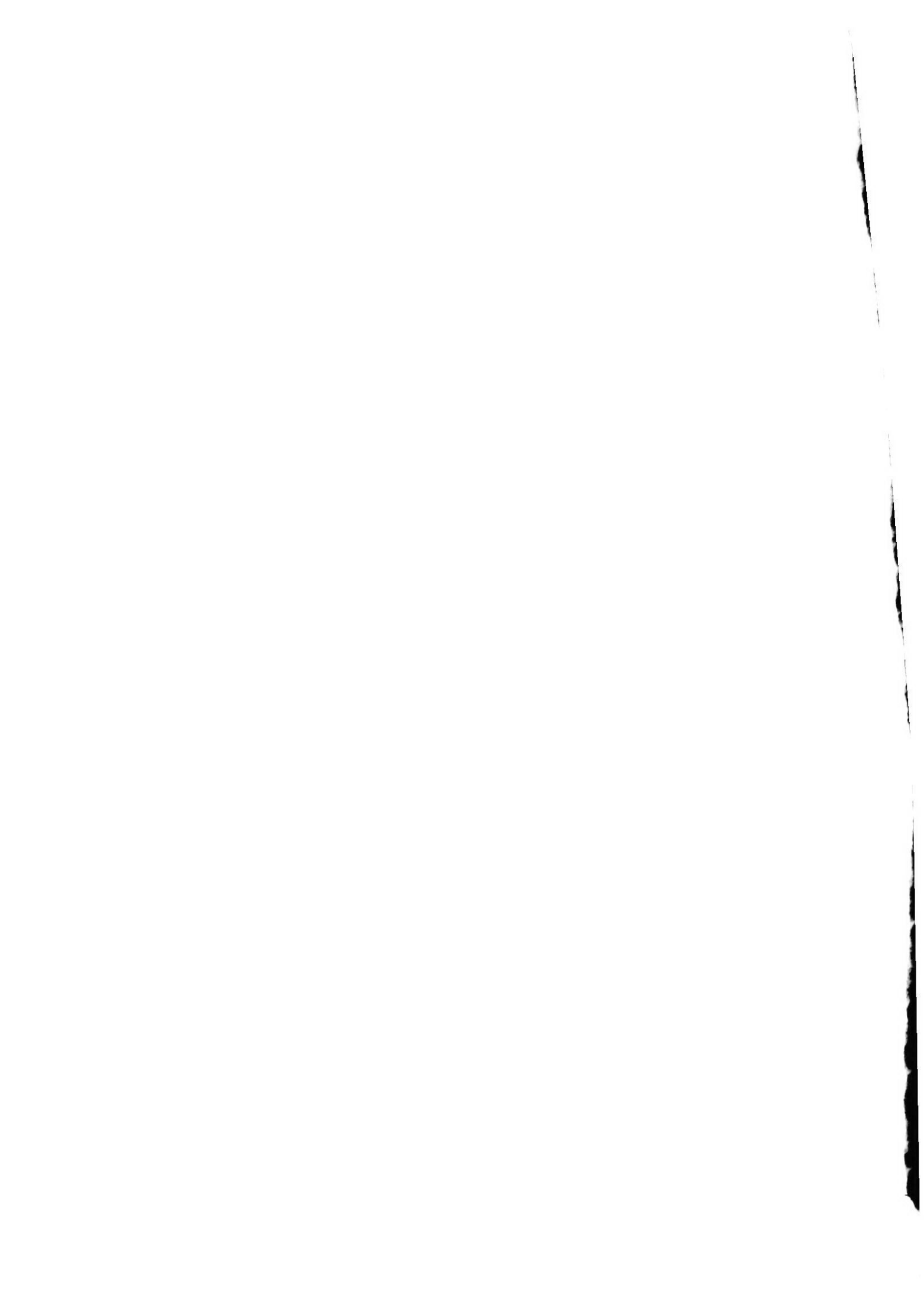
The study established that due to increased enrolment in schools through FPE, discipline was becoming a big challenge. It was noted that with the presence of over-age pupils in schools, some were deviants, and with the large numbers of pupils in classrooms, it was not possible to maintain discipline in schools. Matters have been compounded by the fact that corporal punishment is outlawed and teachers are required to use counselling to instil discipline. While the general suggestion among teachers was that the ban on corporal punishment should be lifted, the fundamental issue is that the ministry should provide a clear guideline on maintaining discipline. Teachers were hardly prepared to offer counselling and in the absence of corporal punishment, they were handicapped in disciplining errant pupils. It is therefore recommended that:

■ **Teachers should be taken through in-service courses to train them on new ways of instilling discipline without using the cane.**

- They need to be trained on guidance and counselling, especially to enable them deal with over-age learners.
- Parents, school communities and sponsors should be involved in disciplining of pupils.

Teacher recruitment, deployment and motivation

There was clear evidence that schools suffer a serious teacher shortage across the board. On average, there was a shortfall of two to three teachers in each of the schools visited. The teachers were having a heavy workload, handling many lessons and many pupils. It was difficult for them to give personalised attention to all the learners, give adequate assignments to test



what has been taught and take full control of their classes. They were also frustrated by poor terms of service. In particular, they were unhappy that they had to stay in the same job grades for a long time and they also did not have opportunities for training to improve their skills and performance. It is recommended that:

■ **The government should carry out a thorough staff balancing exercise to ensure that all schools have enough teachers.**

- The government could consider employing more teachers to ease the shortage.
- It could also consider engaging contract teachers, who would be cheaper to maintain.
- Parents and communities should also be encouraged to engage part-time teachers, especially the unemployed trained teachers.
- The government and stakeholders should devise ways of motivating teachers, including promoting and rewarding best-performers.
- The government should provide regular in-service training to teachers to improve their performance.

School facilities and learning environment

The mass influx of pupils into school due to FPE has stretched facilities to the limit. The classrooms are congested, desks are inadequate and so are textbooks. Toilets are lacking in schools and wherever they exist, they are inadequate and in poor condition. This has badly affected girls, the disabled and young children. There were reports of pupils resorting to relieving themselves in the nearby bushes, which is unhealthy. The congestion in classrooms affects teaching and learning activities. Slow learners are not taken care of. The net effect of all these is that the teaching and learning environment is not conducive, especially for the over-age learners and the disabled.

Consequently, schools have recorded dropouts and declining enrolment and this does not augur well for the goal of expanding access, retention and completion rates. To reverse the declining enrolments and emerging drop-out cases, it is recommended that:

■ **The government should provide clear policy guidelines on how parents and communities could provide physical facilities like classrooms, toilets, desks and water tanks. Emphasis must be made that no child should be locked out of school because of the parent's failure to participate in the development activities.**

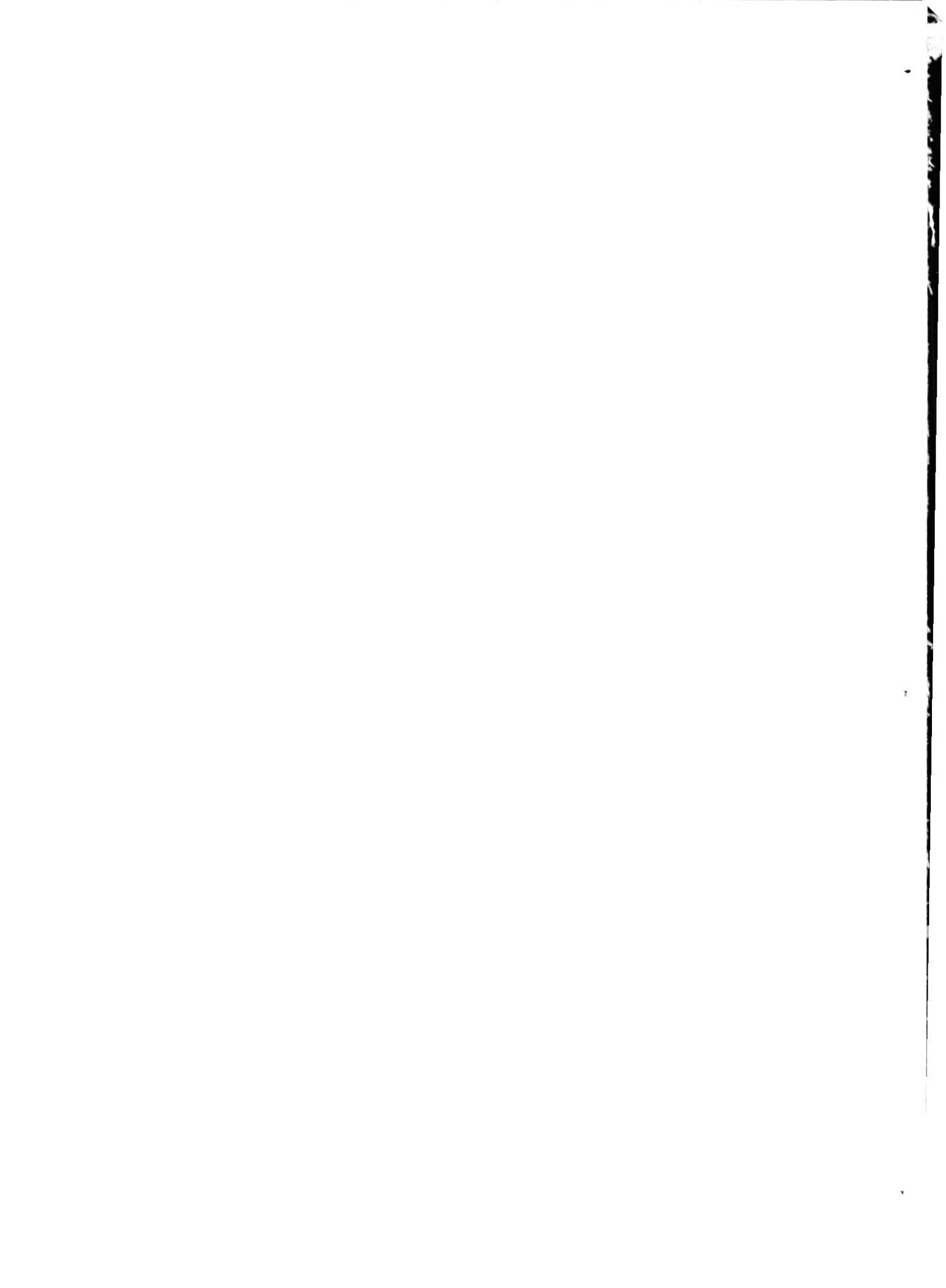
- Part of the constituency development funds should be used to put up classrooms and toilets or rehabilitate facilities in schools to provide pupils with a conducive learning environment.
- Communities should be encouraged to raise funds to provide buildings and other physical facilities to schools.

Funding FPE

Schools reported that the funds disbursement was largely good. Despite few cases of delays that resulted from logistical or technical reasons, they had got most of the funds sent out so far. The funds are sent to two accounts - Simba for buying teaching and learning materials and General Purpose for support materials like repairs, transport and recurrent expenditures. However, it was noted that the funds were inadequate; did not reach schools on time and did not allow for flexibility in spending. There were no funds for joint mock exams or the term tests, sporting and other co-curricular activities. Thus, it is recommended that:

■ **The government should revise the criteria for disbursing funds with a view to giving more money to schools in hardship areas and also consider giving allocations for joint exams.**

- Additional funds should be allocated for needy schools to enable them put up





An early childhood development classroom.

physical facilities since parents no longer pay building fees.

- The FPE funds should be sent to schools on time preferably during holidays so that the headteachers and the communities can plan and purchase the books and other teaching and learning equipment on time.
- Flexibility should be allowed in the use of funds on the condition that parents, communities and school committees agree on what they want to be supported. For example, schools that do not have electricity or telephone bills to pay should have the liberty to use votes for those items alternatively for pressing needs like paying the ECD teacher.
- The government should also consider including an allocation for school assessments and sporting activities.
- Voluntary participation of parents and communities to provide resources to put up non-budgetary facilities like toilets and classrooms should be encouraged. However, strict guidelines must be put in place to eliminate cases of exploitation of parents.

Special needs education

Although FPE had opened doors to many children to enrol in schools, it did not pro-

vide for the needs of children with disabilities. There are no special facilities for the children with various disabilities like hearing aids or braille materials. The school buildings and particularly toilets are not conducive for use by the physically disabled. Neither is the teaching and learning environment responsive to their needs. The fact that the classes are congested means that teachers can not give individual attention to those with disabilities. Moreover, the teachers are not trained to handle those with various disabilities and special learning needs, including the hyper-active or dyslexic children or the ones who are specially gifted. It is therefore recommended that:

■ The government should provide the infrastructure for the children with special needs.

- Expand existing special schools to cater for more children.

School buildings should be made friendlier to those with physical disabilities.

- Teachers should be trained on ways of handling children with physical disabilities.
- Parents and communities should be sensitised so that disabled children are taken to school.

- The systems of school data collection should be improved to capture the information on children with special learning needs.

Support for early childhood development

It emerged that ECD programmes had almost collapsed because parents at that level are required to pay levies to cover teachers' salaries yet primary education is 'free'. So, parents had opted to sending their children straight to Class 1 without going through ECD that provides children with solid foundation for primary and further education. Teachers reported that children who skipped ECD had difficulty coping because of poor preparation. To this extent, therefore, it was recommended that:

■ A comprehensive ECD policy be developed that defines the various components of the sub-sector, the kind of curriculum it should offer, teacher training, recruitment and payment as well as what roles the parents, the communities, the Ministry of Education and the local authorities should play.

- The government should find a way of supporting ECD. Realising this would require a directive compelling local authorities to employ ECD teachers and make

education free at least at the pre-unit level. The government should review the Simba Account with a view of building in a component for ECD funding.

Impact of HIV/AIDS on FPE

The study established that HIV/AIDS was impacting negatively on FPE. It had taken toll on teachers, thus reducing the capacity of schools to handle the large number of children enrolled. Similarly, it has created a large pool of orphans, who are not able to attend school consistently as they lack basic needs like food and clothing. Such children do not concentrate on their studies and some end up dropping out of school. Some schools also reported cases of HIV-positive children, who were not able to attend school regularly due to opportunistic diseases. HIV/AIDS had also reduced the capacity of the communities to support schools given than it had killed productive members of the society. In view of this, it is recommended that:

■ The government should intensify the campaign against HIV/AIDS in schools and design special interventions to support those affected and infected by the scourge.

- Publicise and widely distribute the *Education Sector Policy on HIV/AIDS* to assist schools, parents and communities to fight the scourge.



Playing time: More facilities are needed in schools to make learning exciting and interesting.

- Equip teachers with skills and knowledge to disseminate information on HIV/AIDS and enable them to provide counselling services to those affected and infected.
- Strengthen teaching of HIV/AIDS in schools.

Partnership for FPE

Notwithstanding the numerous benefits that have accrued due to FPE, it was noted that the programme had killed community initiatives in education funding and provision. While the communities were keen to provide physical, material and financial support to schools in the past, they have since withdrawn from schools because they have been made to understand that the government has taken over the full responsibility of providing education. Yet, this is not the case. Ideally, as the government provides teaching and learning materials, parents and communities should provide the physical structures. Ironically, parents and community members were clear that they are ready to support schools but there is no framework for doing so. Matters have been made worse by the perception created by the government that fund drives have been outlawed. Although the fund drives have not been outlawed per se, there is confusion over the matter and that requires clarification. It is, however, recommended that:

■ The government should promote partnerships to ensure sustainable implementation of FPE.

- The government should define the roles of various groups involved in school management, namely headteachers, sponsors and school committees, to enable them carry out their activities harmoniously.
- The role of sponsors needs to be clearly spelt out to avoid a situation where they exerted a lot of influence on the management of schools without commensurate input in terms of resources.

- Parents and community members should also be made aware that it is their obligation to ensure that all children are taken to school.

- Parents and community members should be encouraged to monitor the progress of FPE and ensure that all children enrol and attend school regularly. Those who are not enrolled or drop out of school should be reported to the chief or local education authorities for action.

Capacity building

After the introduction of FPE, the government organised in-service training for headteachers and school committees on its implementation. They were trained on book-keeping, procurement, textbook selection and accounting systems. However, it was reported that the training was inadequate and did not prepare the headteachers and the school committee members fully for their task. Most importantly, it is noted that the training focused on financial issues but did not incorporate curriculum management. Teachers were never trained on multi-grade and double-shift teaching methods yet they are required to use them. It was also noted that education officers and inspectors were not effective in their duties. They hardly provide professional guidance to teachers when they visit schools. On the contrary, they go out to find faults rather than provide professional support services. It is thus recommended that:

■ Headteachers, teachers and school committees should be trained on book-keeping, accounting and general procurement procedures.

- The government should recruit, in-service and deploy more inspectors to the districts to improve inspection services and guarantee quality.
- It should also consider engaging bursars/account clerks to serve a cluster of schools. Not only would this ensure effective accounting procedures for the funds but it would also relieve headteachers from that task, which they are not well-equipped to do.

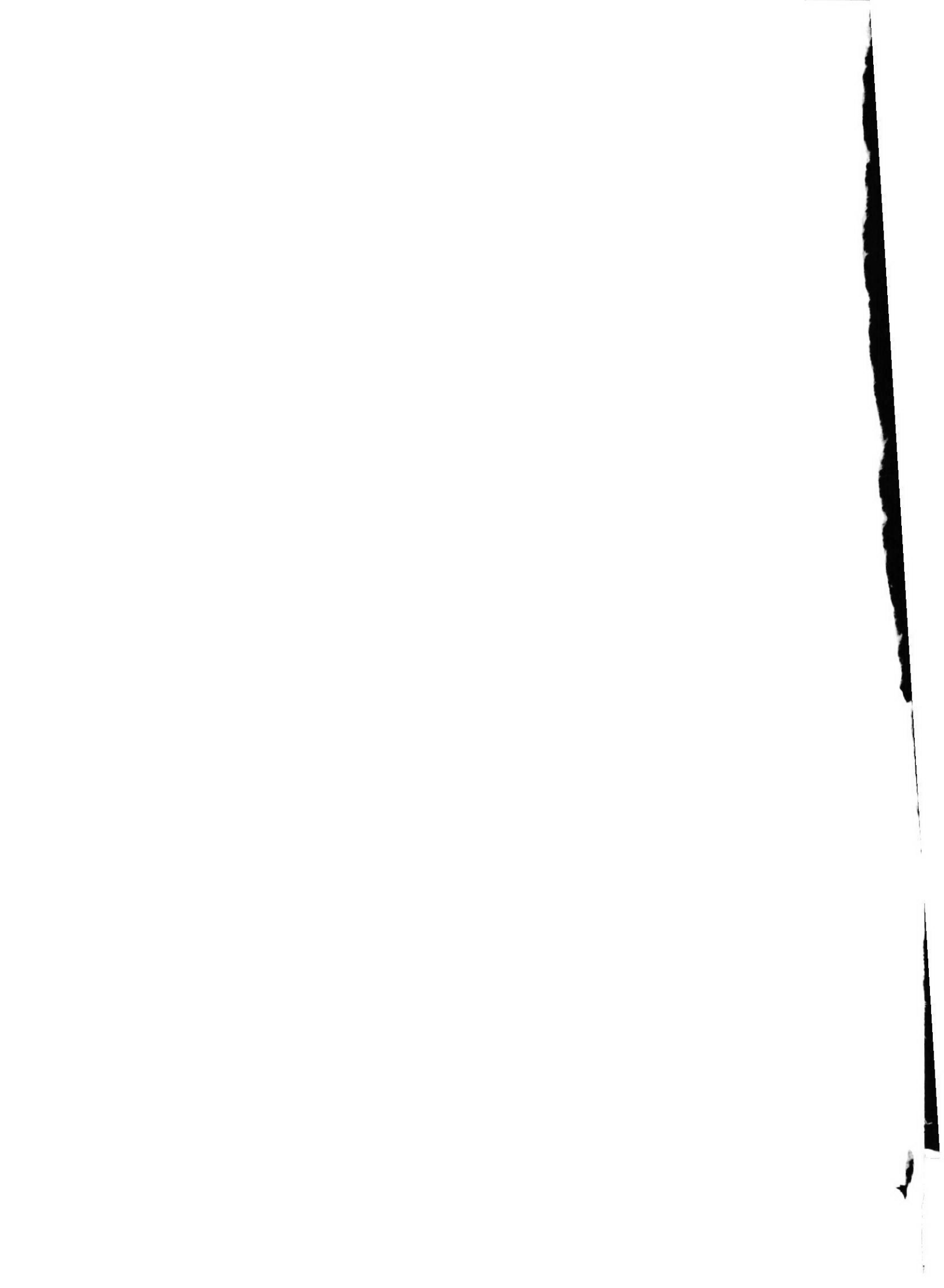
Strategy for disseminating FPE policy

The report clearly indicates that the success of FPE will largely depend on aggressive sensitisation campaigns to enable all the stakeholders to understand their roles in the implementation of the programme. This will dispel the misconception doing the rounds that with FPE, parents and communities can now stay away from schools as the government takes full responsibility of providing all the necessary learning and teaching materials. Although the government is providing textbooks, exercise books and other teaching and learning materials, it is upon the parents, communities, sponsors and other donors to support schools. For example, they should be involved in putting up new classrooms and toilets or repairing classes whose roofs are blown up by wind, and such like. But this is not happening as the burden of supporting schools has been left to the government, whose resources, however, can not meet all the needs. Even in cases where parents are able to help, they just shirk away and push everything to the government. The other side to it, though, is that the government has not provided a framework through which parents can support the schools. The ban of levies has been taken to mean that parents' contributions are not welcome in schools, which really is not the case.

Thus, the government has to **develop the FPE policy** and then mount a vigorous media campaign to popularise it. This should take different forms. (i) A policy document should be sent to all schools. (ii) Posters on the same, highlighting what every group should do, need to be designed and produced and posted on

school notice boards. These should be revised and updated to keep pace with new developments in the programme. (iii) An effective media strategy and campaign needs to be launched and sustained. This should take the form of advertisements, advertorials, supplements, TV and radio commercials, commissioned write-ups and documentaries and talk shows that educate the public on the various roles of the parties involved in FPE implementation. All these should be in English and Kiswahili and where possible, even in vernacular. (iv) The Minister, the Permanent Secretary, Education Secretary, Directors and other top officials of the Ministry of Education, including provincial and district heads, should hold regular press briefings, at least every quarter, to give updates on what has been done or what is being done on FPE. (v) The provincial and district education officials should also hold regular consultations with the local people on ways of sustaining FPE.

For these to work, the ministry needs to work with seasoned communication experts to develop the right content - correct messages - and design the best formats that will be easy to read, listen to or watch. The ministry also requires an effective media and public relations desk - one that liaises regularly with the media houses and provides materials and information that is needed for public consumption. The key message that could go out is that every stakeholder - parents, teachers, communities, sponsors and even donors - has a role to play to ensure successful implementation of FPE. It must be made absolutely clear that it is not only the government that is responsible for FPE, but all of us are.



REFERENCES

Abagi, Okwach (1999): "Education for the Next Millennium" in *Kenya's Strategic Policies for the 21st Century*. Edited by P. Kimuyu, Mbui Wagacha and Okwach Abagi, Institute of Policy Analysis and Research (IPAR): Nairobi.

Abagi, Okwach; Sifuna, Daniel, Aduda, David *et al* (2000): *Implementing the Report of Inquiry into the Education System of Kenya: Realities, Challenges and Prospects*, IPAR: Nairobi.

Aduda, David (1998): "Education in Kenya" in *The Reality of Aid 2000*, Earthscan Publication: London.

Chein in Singleton, R., Straits, B.C., Straits, M.M., McAllister, R. (1988) *Approaches to social research*, OUP: New York.

Makau, B.; Kariuki, M.W.; Obondo, A.; and Syongoh, G.A., (2000): *Harnessing Policy and Planning for Attainment of Education For All in Kenya*, research report prepared for Action Aid-Kenya.

NARC (2002): *NARC Manifesto: Democracy and Empowerment*, Nairobi.

Nzomo, J; Kariuki, J and Guantai, L. (2001): *The Quality of Education: Some Policy Suggestions Based on a Survey of Schools in Kenya*, SACMEQ Policy Research, Report No. 6, UNESCO International Institute for Educational Planning: Paris.

Republic of Kenya (2004): *National Action Plan on Education For All (2003-2015)*, Government Printers: Nairobi.

Republic of Kenya (2001): *Education for All (EFA) in Kenya: A National Handbook on EFA 2000 and Beyond*, Government Printers: Nairobi.

Republic of Kenya (2004): *Draft Report of the National Conference on Education and Training*: Nairobi.

Republic of Kenya (2003): *Economic Recovery Strategy for Wealth and Employment Creation*, Government Printers: Nairobi.



Republic of Kenya (1999): *Report of the Presidential Commission on the Review of Education in Kenya (Koech Report)*, Government Printers: Nairobi.

Republic of Kenya (1998): *Master Plan on Education and Training 1997 - 2015*, Government Printers: Nairobi.

Republic of Kenya (1988): *Report on the Development of Education for the Next Decade and Beyond (Kamunge Report)*, Government Printer: Nairobi.

Republic of Kenya (1976): *Report on the Education Objectives and Policies (Gachathi Report)*, Government Printers: Nairobi.

Republic of Kenya (1964): *The Kenya Education Commission Report (The Ominde Report)*, Government Printers: Nairobi.

Republic of Kenya (1981): *Report of the Working Party on the Establishment of the Second University in Kenya (Mackay Report)*, Government Printers: Nairobi.

UNESCO (1990): *World Conference on Education for All (WCEFA) Final Report: Meeting Basic Learning Needs*, UNESCO: Paris.

___(1996): *Education for All: Mid-Decade Report*, UNESCO: Paris.

___(1999): *Education for All: A Framework for Action in Sub-Saharan Africa: Education for African Renaissance in the 21st Century*. Adopted at the Sub-Saharan Conference on Education For All. Johannesburg, South Africa, 6-10 December.

___(2000): World Education Forum. *Education for All: Meeting our Collective Commitments. The Dakar Framework for Action*, UNESCO: Paris.

Annex 1

NOTES TO RESEARCH ASSISTANTS

Purpose of the study

The purpose of the study is to solicit the views, insights and opinions of key stakeholders in the free primary education (FPE) programme one year after its start. The study will gather information from schools and stakeholders on critical issues and concerns relating to the implementation and sustainability of FPE. In discussions with stakeholders, we will attempt to identify actions and opportunities for greater community participation in FPE.

Informed consent

As much as we hope stakeholder participants in the Focus Group Discussions (FGDs) will cooperate, research ethics require that you indicate the purpose of the study and that participants are contributing to efforts to improve FPE. You should inform them that participation is voluntary and there will be no payments. You should tell them that the group discussion will last for about two hours and that they are free to stop participating if they feel uncomfortable or unwilling to join in the discussion. You should obtain the oral consent for participation from each of the participants before starting the session.

The instruments

There are three instruments for the Focus Group Discussions (FGDs) that you will use in each of the six schools that you visit over the field work period. You will spend three days at each school. Two days will be spent conducting FGDs and compiling information on the school and one day will be spent writing up the school reports. School reports should be completed before leaving each school site.

The instruments outline the questions to be discussed during the sessions. The instruments intentionally contain few

questions to allow time and flexibility to pursue unanticipated but relevant issues and concerns. You are expected to use probing techniques to solicit views, insights, experiences, opinions, ideas and other information. You will have opportunity to practice these techniques during the training workshop (26 to 29 January 2004).

The instruments provide a framework for you to explore and probe for relevant information. The instruments to be used are:

- Instrument 1: FGD guide for use with teachers
- Instrument 2: FGD guide for use with pupils
- Instrument 3: FGD guide for use with parents, opinion leaders and school committees.

We expect you to use these instruments but you are not limited to them, as long as discussion is within the scope of the study objectives. The instruments will assist in report writing and maintaining a common format.

Note-taking and recording

Each research team will be provided with a new hand-held tape recorder, blank tapes and four packs of batteries. You will be provided with Steno Note Pads for note-taking during the discussions. All sessions should be taped. Remember to position the recorder to capture participants voices as clearly as possible. Be sure to carefully label each used tape with the name of the school and particular FGD recorded.

The research team member serving as the session observer should take comprehensive notes of the discussions recording them in the Steno Note Pads provided. You will be given two Steno Note Pads for each school. These are for the actual note-taking. Critical messages from participants should be quoted. Following the instruments will increase comprehensiveness of reporting and make data collection more efficient.

Each research assistant will be provided with an A-4 size Spiral Student Notebook for the actual reporting that will be done upon the completion of the FGDs and before leaving each school.

Starting the FGD session

Before the start of the session, the research team member that is serving as Moderator should introduce the other member of the team to the group. The introduction should spell out the purpose of the study and the modalities of data collection and of the discussion — including the use of the tape recorder.

The Moderator should explain the role of the group participants - who should feel free to express their individual views during the discussion. Participants should be told that the discussion is informal and that everyone has a right to contribute to the discussion. Participants should be assured that different opinions and views are welcome.

After the preliminary formalities, the interviewer should formally start the interview by:

- a) switching on the tape recorder;
- b) re-introducing himself/herself and the other member of the research team; and
- c) prompting participants to quickly introduce themselves.

Ending the FGD session

To end the session, you should thank the group for spending time to talk and discuss and for the information provided on FPE. You should indicate that you have no more questions and wish to end the interview. However, you should give participants a chance to add anything that they may wish to add or to ask any questions that they may have before ending the interview. [Remember that if you started with a prayer, you should also end with a prayer.]

After the FGD is over, participants should sign the appropriate sign-up sheet. This should be completed at the end of the session after the tape recorder has been turned off and the discussion is formally over.

Instrument 1: FGD guide for use with teachers

The instrument will guide you with the key questions. You will find out about the situation in the school before and after the introduction of FPE. Here, you will probe for factors that are associated with an increase or a decrease in enrolment. You will want to find out about the new pupils (their gender, ages, entry grade) and where they have come from. You will also want to find out if the enrolment situation in the school compares or differs from other schools in the district or area.

You will attempt to establish how much is known about FPE by teachers and how well-informed they are. You will try to understand how FPE is being implemented in the school and how teachers feel about their performance and motivation. Teachers will tell you what they think should be the role of other stakeholders in FPE.

You will seek opinions of teachers on how well-prepared they feel they are. Here, you will discuss how they are coping with more pupils, larger classes, alternative learning styles such as multi-grade teaching, multi-age teaching. You should also find out about their workload and how this has changed with FPE.

You will solicit views and opinions on issues and concerns relating to the quality of education and how quality has improved or deteriorated since the introduction of FPE and the reasons for this. You also want to evoke ideas on how quality can be improved and assured in the context of FPE and what action/measures are required?

You will ask about lessons learned over the last year and get suggestions from teachers for the future.

Finally, you will explore issues relating to sustainability of the FPE programme. Given the large numbers of pupils who enrolled in public school after the introduction of FPE, the reality of implementing and sustaining the FPE policy is increasingly problematic. Left to

itself, it is unlikely that the government will have the required resources (financial and non-financial) to implement and sustain the FPE policy. This reality suggests that, for the FPE policy to be successful, other stakeholders will be required to variously support the government efforts. You will examine the possible roles that other (non-state) stakeholders could take to make this new government initiative effective and sustainable. You will probe to capture other forms of involvements (roles and responsibilities) besides raising funds to supplement what the government is providing.

Instrument 2: FGD guide for use with pupils

The pupils focus group discussions will attempt to gather views and opinions of learners on how FPE has affected the school, and more specifically, the classroom learning environment itself. You should spend enough time discussing the issues outlined in the guide. These are all critical issues in the teaching-learning process. Encourage the pupils to speak up and feel free to express

their opinions. To start with, ask about the physical facilities. That is a good entry point. Are there more children than before? What about class size and the learning space? Are there enough/not enough desks and chairs? Have teachers changed in the way they are teaching, etc.? Let the learners speak out about their experience with FPE. Let them tell you what they think about how well (or not) FPE has been implemented in the school. What do they suggest for the future?

Instrument 3: FGD guide for use with parents, opinion leaders and school committee members

The FGDs with parents, opinion leaders and school committees will be much the same as that used for the teachers. However, here you will seek views from a non-teaching perspective. You will seek to understand how participants understand their respective roles and that of others in the implementation of FPE and, most importantly, its sustainability. You will need to spend time discussing various viewpoints in financing and contributions to FPE from various stakeholders.

Annex 2

INSTRUMENT 1: TEACHERS

Focus Group Discussion Guide

ISSUE 1: What do you know about Free Primary Education (FPE)?

Note: Probe for teachers' knowledge on FPE:

- Sources of information on FPE
- Goal(s) and rationale of FPE

ISSUE 2: Has enrolment in your school increased or decreased since the introduction of FPE?

Note: Probe for factors associated with increase/decrease:

- Enrolment of those out of school

- Transfers from private schools or non-formal education centres
- Changes according to gender
- Ages and entry grades of newly enrolled
- Situation elsewhere in the district/area

ISSUE 3: How has FPE been implemented in your school?

Note: Probe for what has happened:

- What has been accomplished?
- Problems faced, difficulties encountered, bottlenecks
- Teacher performance and motivation
- Stakeholders and their roles (e.g., government/Ministry of Education, school heads, teachers, parents, school committees, local communities, sponsors.)

ISSUE 4: How prepared are teachers for FPE?

Note: Probe for preparedness/non-preparedness in dealing with:

- More pupils, large classes
- Multi-age classes, multi-grade teaching, double-shifting
- Workload
- Teaching materials

ISSUE 5: How has FPE affected the quality of education in your school?

Note: Opinions on how FPE is affecting the quality of teaching/ learning

- Improvements/deterioration in quality of education
- Actions needed to assure quality in FPE
- Problems of discipline/indiscipline

ISSUE 6: What lessons have been learned over the last year about FPE and what do you suggest for the future?

Note: Probe for experiences:

- Achievements, failures, limitations
- Suggestions for future

ISSUE 7: What is required to continue FPE?

Note: What do you think the following can do or contribute:

- Government/Ministry of Education?
- Teachers?
- Parents?
- School committees?
- Local communities?
- Community leaders?
- NGOs, community-based organisations (CBOs)?
- Local education officers?
- Sponsors?

Annex 3

INSTRUMENT 2: PUPILS

Focus Group Discussion Guide

Issue 1: What do you understand about Free Primary Education (FPE)?

Issue 2: How has FPE affected your school and classroom?

Note: Probe for:

- Class size
- Desks and chairs
- Learning space
- Number of teachers
- Teacher performance
- Textbooks and other materials
- Classroom interaction
- Assignments
- School administration
- School schedule (double-shift)
- Discipline

Issue 3: Has your learning been affected since FPE started?

Note: Probe for:

- Improvements
- Difficulties/problems

Issue 4: How well has FPE been implemented in your school?

Note: Probe for what has happened:

- Accomplishments
- Problems faced, difficulties encountered, bottlenecks
- Teacher performance and motivation
- Stakeholders and their roles (e.g., government, headteachers, teachers, parents, school committees, local communities, sponsors.)

Issue 5: How can FPE be improved? What are your suggestions?

Annex 4

INSTRUMENT 3: PARENTS/OPINION LEADERS/ SCHOOL COMMITTEE

Focus Group Discussion Guide

Issue 1: What do you know about FPE?

Note: Probe for knowledge on FPE:

- Sources of information on FPE
- Goal(s) and rationale of FPE

Issue 2: Has enrolment in this school increased or decreased since the introduction of FPE?

Note: Probe for factors associated with increase/decrease:

- Enrolment of those out-of-school
- Transfers from private schools or non-formal education centres
- Changes according to gender
- Ages and entry grades of newly-enrolled
- Situation elsewhere in the district/area

Issue 3: How has FPE been implemented in this school?

Note: Probe for what has happened:

- What has been accomplished?
- Problems faced, difficulties encountered, bottlenecks
- Teacher performance and motivation
- Stakeholders and their roles (e.g., government/Ministry of Education, school heads, teachers, parents, school committees, local communities, sponsors.)

Issue 4: How prepared are teachers for FPE?

Note: Opinions on preparedness/non-preparedness of teachers:

- More pupils, large classes.

- Multi-age classes, multi-grade teaching, double-shifting
- Workload
- Teaching materials

Issue 5: How has FPE affected the quality of education in the school?

Note: Opinions on how FPE is affecting the quality of teaching/learning:

- Improvements/deterioration in quality of education.
- Actions needed to assure quality in FPE.

Issue 6: What lessons have been learned over the last year about FPE and what suggestions do you have for the future?

Note: Probe for experiences:

- Achievements, failures, limitations
- School management
- Involvement in the management of the school
- Suggestions for future

Issue 7: What is required to continue FPE?

Note: What is needed, by whom?

- Government/Ministry of Education?
- Teachers?
- Parents?
- School committees?
- Local communities?
- Community leaders?
- NGOs, CBOs?
- Local education officers?
- Sponsors?

Annex 5

Ministry of Education, Science and Technology/UNESCO
FPE assessment of primary schools

School Name _____
TSC school code _____
KNEC school code _____

INFORMATION TO BE COMPLETED BY HEADTEACHER

BASIC INFORMATION ON SCHOOL

School name:		
District:	Division:	Zone:
Gender and name of headteacher:		
Year school was established/registered:		
School telephone number:		Headteacher mobile number:

School Location

Urban	Rural
-------	-------

Type of school shifts

Single-shift	Double-shift	Multi-grade
--------------	--------------	-------------

Number of streams (classes) by grade.

Class 1	Class 2	Class 3	Class 4	Class 5	Class 6	Class 7	Class 8

School enrolment

	2002	2003	2004
Male			
Female			

Pupil enrolment by grade and gender in January 2004

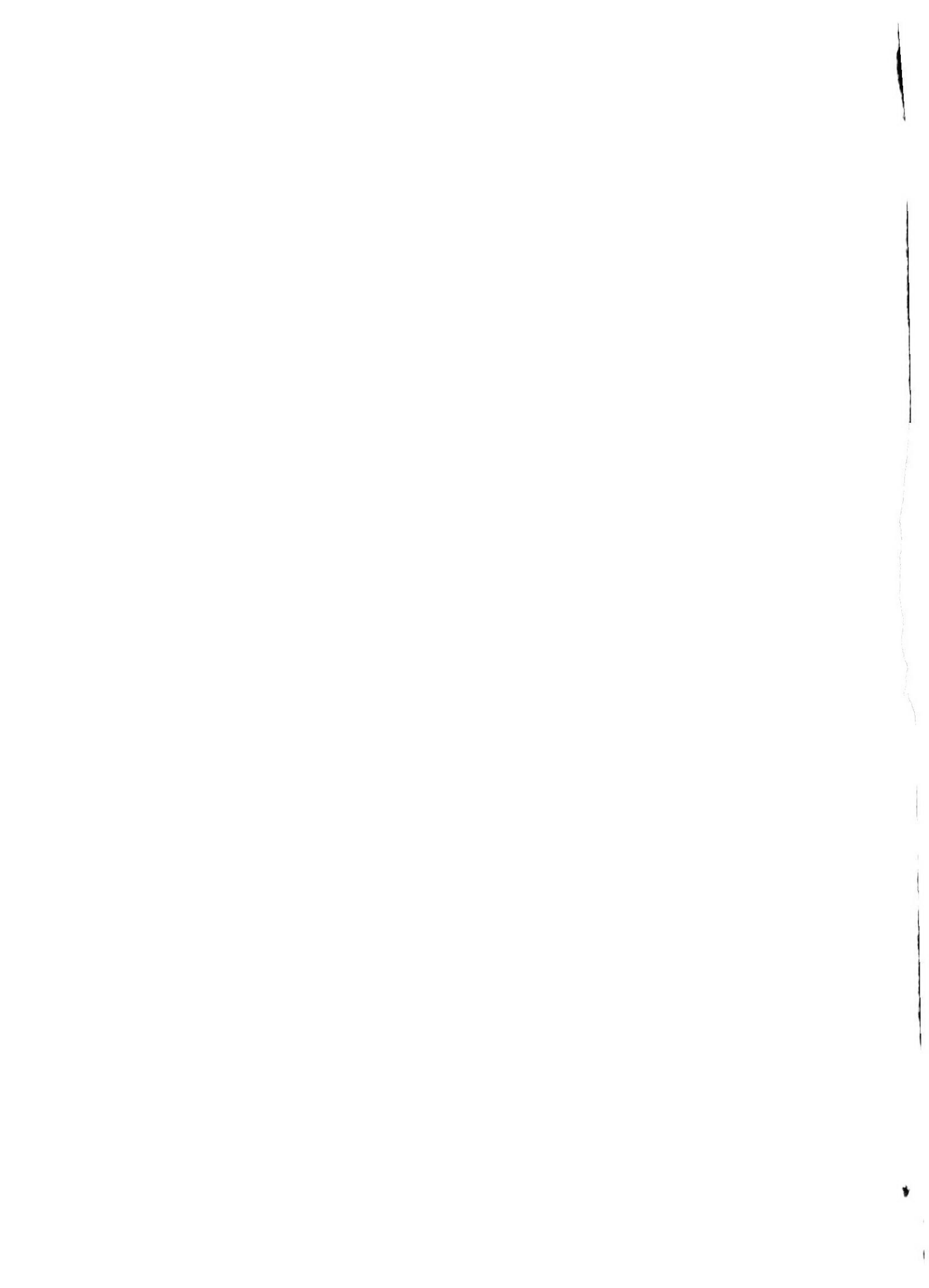
Class	Class 1	Class 2	Class 3	Class 4	Class 5	Class 6	Class 7	Class 8
Male								
Female								

NEW ADMISSIONS in January 2004 starting with Class 2

Class	2	3	4	5	6	7	8
Male							
Female							
TOTAL							

REPETITION: Number of pupils repeating a grade this school year

	Class 1	Class 2	Class 3	Class 4	Class 5	Class 6	Class 7	Class 8
Male								
Female								
TOTAL								



School Name _____

TSC school code _____

KNEC school code _____

TEXTBOOKS AND LEARNING MATERIALS

CLASS 1	Total number of books	Where being stored (described condition)
MATH		
KISWAHILI		
ENGLISH		
SCIENCE		

CLASS 2	Total number of books	Where being stored (described condition)
MATH		
KISWAHILI		
ENGLISH		
SCIENCE		

CLASS 3	Total number of books	Where being stored (described condition)
MATH		
KISWAHILI		
ENGLISH		
SCIENCE		

CLASS 4	Total number of books	Where being stored (described condition)
MATH		
KISWAHILI		
ENGLISH		
SCIENCE		

School Name _____

TSC school code _____

KNEC school code _____

CLASS 5	Total number of books	Where being stored (described condition)
MATH		
KISWAHILI		
ENGLISH		
SCIENCE		

CLASS 6	Total number of books	Where being stored (described condition)
MATH		
KISWAHILI		
ENGLISH		
SCIENCE		

CLASS 7	Total number of books	Where being stored (described condition)
MATH		
KISWAHILI		
ENGLISH		
SCIENCE		

CLASS 8	Total number of books	Where being stored (described condition)
MATH		
KISWAHILI		
ENGLISH		
SCIENCE		



Annex 6

School Name _____
TSC school code _____
KNEC school code: _____

INSTRUMENT 4: SCHOOL OBSERVATION CHECKLIST

Describe the general school facilities:

Permanent classrooms
Temporary classrooms
Open-air teaching areas that serve as classrooms
Classrooms in another venue away from school compound
School compound

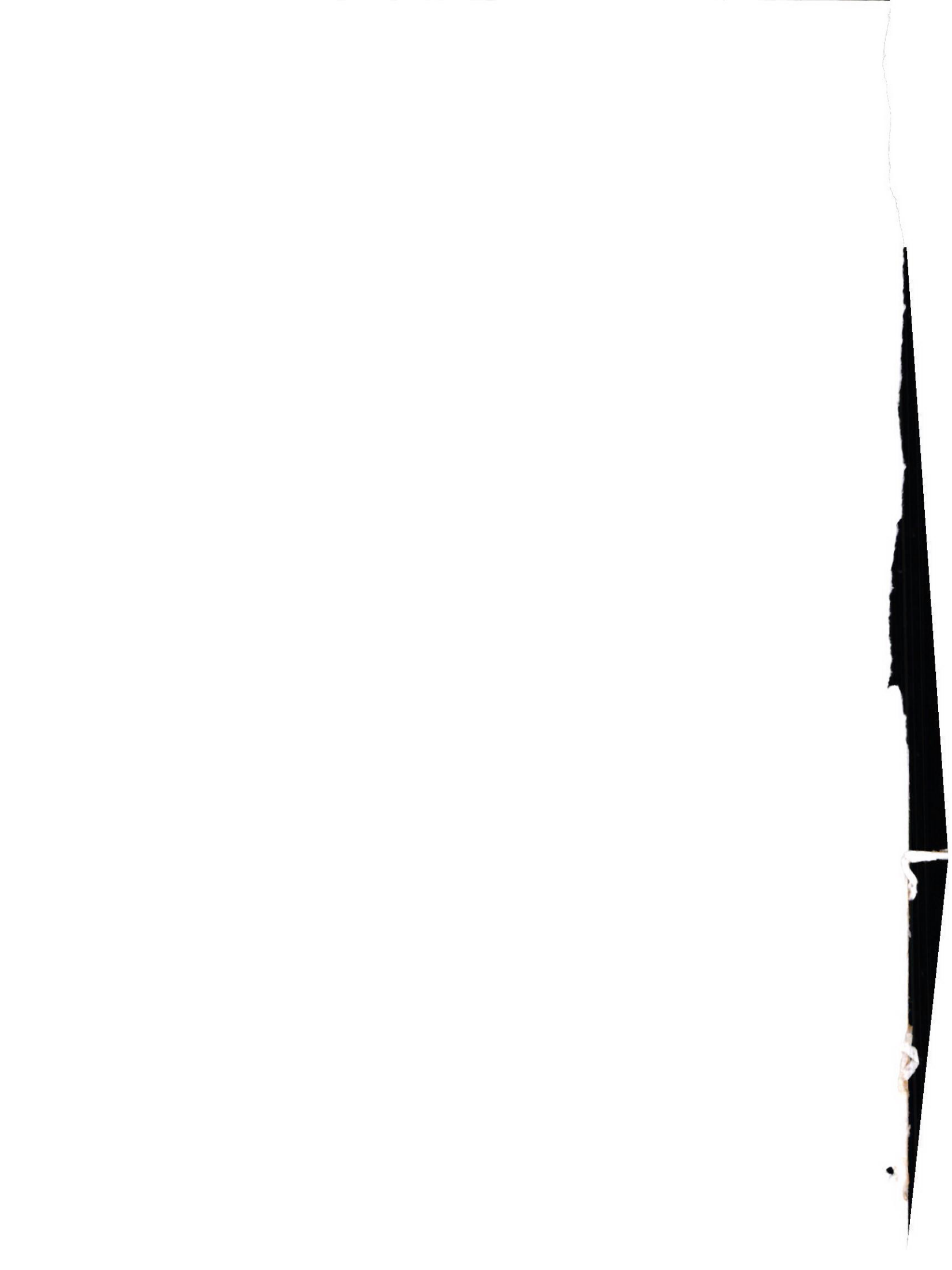
1. Look at a typical Class 1 and a typical Class 2 classroom and describe.

2. Look at two typical upper primary classrooms (Classes 5 to 8) and describe.

— You will have a total of four classroom descriptions for each school.

Record the number of children in each of the four classrooms observed and describe conditions.

Walls - good condition /unstable / moving / crumbling
Windows -glass in place / broken/ no glass
Roofing- good covering / caving in /open in places / leaking
Floor - flat and smooth /uneven / potted / dusty /muddy
Lighting – generally good seeing conditions / poor visibilityC too bright or too dark / bothersome contrasting light
Ventilation - stable and pleasant / hot / chilly and cold / damp and humid / breezy / uncomfortable
Noise - classroom acoustics good / noisy and poor with interference from other classrooms or outdoors
Space - ample space for pupils to work / classroom cheerful / classroom dull and drab / classroom crowded
Wall Charts, visual aids – materials on walls of classroom, quality and condition
Chalkboards - visible from all segments of classroom / presence of glare poor legibility from some parts
Furniture - sufficient, suited for ages and size of pupils / inadequate in number and size / mismatched desks and seats /broken furniture stored in classroom / children sitting comfortably / uncomfortably



School Name _____
TSC school code _____
KNEC school code: _____

Visit toilet facilities and describe what you see.

	TEACHERS				PUPILS			
	Male		Female		Male		Female	
Type of toilet		NOT working		NOT working		NOT working		NOT operating
Flush toilet								
Ventilated pit latrines								
Unventilated pit latrines								
NONE								

Are toilets clean/dirty? Who cleans toilets? Are toilets gender-sensitive?

School safety and security. (Good, fair, poor, not available)

Is there a boundary wall/fence
Security guard/service
First aid kit
Other

School water supply.

Is there water at the school (is it adequate? all the time? only sometimes?) What is the source? Where does the school get its water supply? How far away? Do children bring water to school? Is water at the school safe for drinking?
--

Describe facilities for co-curricular activities (e.g., sports).

Describe special rooms and amenities:

- Staff room, principal's office, library, school hall, storerooms, workshops, science laboratory, other.
- Electricity, telephone, typewriter, duplicating machine, computer, radio, television, tape recorder, other.
- School feeding programme, if any.

Describe the situation concerning children with special needs:

- Are there special facilities for these children to accommodate to their needs (e.g., ramps, toilets)?

