A STUDY OF THE EFFECTIVE IMPLEMENTATION OF MINISTRY OF EDUCATION POLICY GUIDELINES FOR FREE PRIMARY EDUCATION IN LUGARI DISTRICT, WESTERN PROVINCE, KENYA

BY

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DECLARATION

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

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To my loving Husband Beneah and children: Dickson, Leona, Daniel and David, whose love, support, understanding and encouragement kept my spirit alive during the study
ACKNOWLEDGEMENTS

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My sincere appreciation and indebtedness go to my late parents, Mzee Oloo Tulesi and Mama Teresina Anyango and my siblings for igniting in me an insatiable desire to read. Their individual contributions in this study I will treasure forever.

I would like to register special thanks to the Ministry of Education which provided most of the funds for this Post-graduate programme. Last but not least, I am grateful to all the respondents of the study in Lugari District whose information enabled me to successfully complete the research.
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<tbody>
<tr>
<td>AEO</td>
<td>Area Education Officer</td>
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<tr>
<td>AIE</td>
<td>Authority to Incur Expenditure</td>
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<td>ATS</td>
<td>Approved Teacher Status</td>
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<tr>
<td>BED</td>
<td>Bachelor of Education</td>
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<tr>
<td>CDF</td>
<td>Constituency Development Fund</td>
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<tr>
<td>CPE</td>
<td>Certificate of Primary Education</td>
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<tr>
<td>DBE</td>
<td>Director of Basic Education</td>
</tr>
<tr>
<td>DC</td>
<td>District Commissioner</td>
</tr>
<tr>
<td>DDEO</td>
<td>Deputy District Education Officer</td>
</tr>
<tr>
<td>DEO</td>
<td>District Education Officer</td>
</tr>
<tr>
<td>DQAS</td>
<td>Directorate of Quality Assurance and Standards</td>
</tr>
<tr>
<td>DQASO</td>
<td>District Quality Assurance and Standards Officer</td>
</tr>
<tr>
<td>EACE</td>
<td>East African Certificate of Education</td>
</tr>
<tr>
<td>ECDE</td>
<td>Early Childhood Development Education</td>
</tr>
<tr>
<td>EFA</td>
<td>Education for All</td>
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<tr>
<td>FPE</td>
<td>Free Primary Education</td>
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<tr>
<td>IMF</td>
<td>International Monetary Fund</td>
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<tr>
<td>KAPE</td>
<td>Kenya African Preliminary Examination</td>
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<tr>
<td>KESSP</td>
<td>Kenya Education Sector Support Programme</td>
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<tr>
<td>KCPE</td>
<td>Kenya Certificate of Primary Education</td>
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<tr>
<td>KCSE</td>
<td>Kenya Certificate of Secondary Education</td>
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<tr>
<td>KIE</td>
<td>Kenya Institute of Education</td>
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<tr>
<td>KJSE</td>
<td>Kenya Junior Secondary Examination</td>
</tr>
<tr>
<td>KNEC</td>
<td>Kenya National Examinations Council</td>
</tr>
<tr>
<td>MoE</td>
<td>Ministry of Education</td>
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<td>MoEST</td>
<td>Ministry of Education Science and Technology</td>
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<td>MoESU</td>
<td>Ministry of Education and Sports Uganda</td>
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<tr>
<td>NARC</td>
<td>National Rainbow Coalition</td>
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<tr>
<td>P1</td>
<td>Primary Teacher One</td>
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</table>
P3  Primary Teacher Three
SAPs  Structural Adjustment Programmes
SI  Secondary Teacher One
SMC  School Management Committee
SIMSC  School Instructional Materials Selection Committee
TSC  Teachers Service Commission
VAP  Value Added Progress (on pupils' previous performance)
UNESCO  United Nations Educational, Scientific and Cultural Organization
UPE  Universal Primary Education
ZQASO  Zonal Quality Assurance and Standards Officer
ABSTRACT

From independence in 1963 to 1987, the Government subsidized primary education but in 1988 cost sharing was introduced. In 2003 the government reintroduced the policy of funding most of the cost for primary education to fulfill International Agreements such as the World Conference in Jomtein (1990) which emphasized development of education in countries. From 2003 Free Primary Education has been implemented through specific MoE policy guidelines. These include unconditional admission of learners into public primary schools; government funding of the teaching-learning resources; empowering more of head teachers as AIE holders; enhanced in-service courses for teachers to handle all learners; empowering more of SMCs and SIMSCs on management of schools resources and monitoring of school activities by QASOs and auditors. This study therefore set out to evaluate the effective utilization of MoE guidelines in FPE implementation in Lugari District between 2003 and 2006. The literature review focused on research findings on the effective management of the human, financial, physical facilities, teaching-learning resources and time and then linked the findings to gaps in the strategies of FPE implementation in Lugari District. The study used random sampling to obtain 34 (30 %) of the 114 public primary schools in Lugari District and chairpersons of SMCs of the schools respectively. In addition, purposive sampling was used to sample the 284 (18.8%) teachers including the head teachers from a total population of 1508 and the 14 (100%) educational supervisory staff in Lugari District. All the respondents in the study were 332. The study used questionnaires, interview schedules and a document checklist to collect data. The data was analyzed using quantitative and qualitative data analysis methods. The Statistical Package for Social Science (SPSS) version 10.0 computer programme was also used. The analyzed data was presented in frequency tables, percentages, pie charts, bar graphs, line graphs and correlation tables. Some of the major findings of the study were that the teachers used Alternative Teaching Approaches such as Multi-Shift to address understaffing and inadequate physical facilities; the involvement of SMC and SIMSC in resource management in the schools had led to effective utilization of the available resources; promotion of discipline in the schools was mostly done through guidance and counseling; the course content of the in-service courses organized for head teachers on effective finance management were inadequate and the monitoring of school activities by QASOs and auditors was still inadequate. From the research findings, the researcher drew a conclusion that most of the strategies for the implementation of FPE in Lugari District were effectively articulated save for the enhancement of head teachers as AIE holders and the monitoring of school activities by most officials. Some of the recommendations made were that in-service courses on resource management should be of longer duration; parents should be encouraged to support government efforts in the FPE programme and the monitoring of school activities by QASOs and auditors should be enhanced.
1.1 Background to the Study

Globally, education as an industry is facing rapid conceptual and technological changes; new ideologies and vast amounts of new knowledge in the industry is constantly being produced using the latest innovations. The changing educational environment has no doubt had profound implications on learning, training and management systems. Thus, managers of education in any country should possess knowledge, skills and attitudes to articulate effectively new policy guidelines for implementing education programmes such as Free Primary Education (FPE). The management of educational programmes using the stipulated policy guidelines would enhance effective implementation in the ever changing environment (Burnes, 2004; Sallis, 2002; Hirst and Peters, 1972).

The concept of providing free education to citizens by governments of the world emerged from the development of the concept of democratic governance in which all peoples human rights were to be observed. According to the United Nations Charter, education is one of the basic human rights which should be accorded to each individual (UNESCO, 2003). Therefore, for governments to ensure effective promotion of education as a human right, they had to meet most of the cost of providing it.

The provision of free education is practiced in many countries in the world. For example in France, the provision of education is the responsibility of the
government through the Ministry of Education. The Ministry provides funds for public primary school education which is not only free but compulsory. In Britain, public primary education is paid for by the state and Local Education Authorities; while in the United States, public education at all levels is controlled and funded by the government which sources funds from the Federal, State and Local Authorities (Tyack, 2003).

African countries such as Zambia, Uganda and Tanzania introduced Free Primary Education at different times. In Zambia by 2001, the Gross Enrolment Rate GER was only 76.90 but when FPE was launched in 2002 it rose to 81.00. In Uganda FPE was introduced in 1977 which led to increase in GER of pupils from 74.30 to 135.80 in 2001. In the case of the United Republic of Tanzania, FPE was introduced in 2001 and by 2002 the GER had risen from 69.10 to 100.40 (Riddel, 2003).

After independence in 1963, the Kenya government appointed the Kenya Education Commission (1964) to make recommendations on how to manage education in the country. Some of its recommendations included financing of education by the central government; schools opening up to all learners regardless of their race and religion and the incorporating of education issues in the Development Plans. As a result of the recommendations, the government incorporated education issues in development plans such as 1974-1978; 1979-1983 and 1984-1988 and others that followed. In 1974 the government funded most of
the cost of teaching-learning resources in lower primary classes so that all learners willing to be admitted in the primary cycle could enroll in public primary schools. In 1980, the payment of fees in upper primary classes was abolished and the government covered the cost of employing both the teaching and non-teaching staff, the provision of equipment, teaching-learning resources and some aspects of physical facilities such as boarding facilities, while the parents provided for the pupils' basic needs including uniform. This was the first government attempt to provide free primary education.

When the government met most of the cost of education at primary level, there was a steady increment of learners enrolled in public primary schools between 1963 and 1987 whose figures were 69,000 and 5,031,000 respectively. Thus the total came to approximately 5.1 million (Republic of Kenya, 1965; Republic of Kenya, 1988). Due to the increase of learners, the primary education needed about Kshs 194 million out of the government recurrent expenditure of Kshs 548.9 million which was 35.34 percent (Republic of Kenya, 1984-1988). The large sum of funds needed to finance primary education overstretched the government resources leading to the introduction of the policy of cost sharing in 1988 (Republic of Kenya, 1988). Based on the policy of cost sharing, the parents and communities were expected to shoulder most of the cost of education namely; construction of physical facilities and provision of teaching-learning resources through payment of various levies and payment of salaries for non-teaching staff.
while the government paid the teaching staff only. The introduction of cost sharing coincided with the 8.4.4. system of education that was introduced in 1985 which required vast amount of teaching–learning resources. The parents felt overburdened.

The introduction of cost sharing policy by the government between 1988 and 2002 adversely affected learners’ enrollment in the public primary schools. For example, in 1993 a total of 79,959 girls and 165,142 boys dropped out of school as parents were unable to pay the many levies demanded by the new system of education (Republic of Kenya, 1993). Apart from the barrier of levies, the policy which stipulated that learners could only be admitted in class one if they were six years old also locked out of school many would be learners whose age was above six years.

In 2002, the NARC political party through its manifesto and election campaign slogans promised the Kenyan people to address the challenges that the country was facing including the education sector as a way of soliciting for votes. Therefore, when the NARC Party took power after the general elections of that year, it made good of its promise by re-introducing Free Primary Education in 2003 (Republic of Kenya, 2003a). The Free Primary Education was an Inclusive Education Programme whereby all learners were to be admitted into public primary schools regardless of age and ability (Mutiiria, 2004). In addition, FPE was meant to democratize education and realize the mission of MoEST “All pupils in school”
The re-launching of FPE was also one of the ways of actualizing the International Agreements such as the World Conference in Jomtien in Thailand of 1990 where Kenya and other signatories committed themselves to ensuring development in their countries by eradicating illiteracy among other social evils. To implement FPE effectively, MoE issued new policy guidelines which included the removal of age as admission criteria and banned the collection of any levies in the public primary schools. The government also instructed school head teachers and school management committees to open bank accounts for government funds for purchasing of teaching-learning resources (Republic of Kenya, 2003d; MoE, 2005).

The re-introduction of FPE in 2003, led to an increase in public primary school population from 5.9 million in 2002 to 7.2 million by the end of 2003. This increase resulted into new challenges such as overcrowding in class rooms; inadequate physical facilities; inadequate human resource and mismanagement of the government provided funds (Maina, 2005; Mutiiria, 2004; UNESCO, 2003; Republic of Kenya, 2003b).

In order for the FPE programme to be implemented effectively, the Director of Basic Education provided further guidelines to address the emerging challenges (Republic of Kenya, 2003/2004). The guidelines included the following:
• The schools were to adopt the use of Alternative Teaching Approaches (ATA) such as Multi-shift and Multi-grade to deal with the issues of overcrowding in the classrooms and other related facilities in the schools.

• The SMCs and the SIMSCs were to be actively involved in the management of school funds through budgeting and procurement processes.

• The TSC was to employ more teachers to solve the problem of understaffing.

• The education managers were to undergo intensive in-service courses on effective resource management. During the in-service courses emphasis was laid on planning, effective utilization of the available resources and creating of a sustainable conducive teaching-learning environment.

• The monitoring of school activities and utilization of the teaching-learning resources was to be carried out more frequently by QASOs and auditors.

The MoE policy guidelines on the implementation of FPE targeted five areas of management in all districts including Lugari District. These were:

• Management of the human resource.

• Management of finance.

• Management of physical facilities.

• Management of teaching–learning resources.

• Management of time.
1.2 Statement of the Problem

In order to establish how effectively a programme is being implemented, it is important to evaluate the policy guidelines used in its implementation. The effectiveness should be shown through verifiable indicators/effects. In 2003, the Government had re-introduced FPE and issued policy guidelines for its implementation. This led to challenges such as large classes, inadequate staffing and inadequate physical facilities in public primary schools. In response to emerging challenges the government issued new guidelines. These included provision of intensive in-service courses for education managers on resource management and frequent monitoring of school activities by QASOs and auditors. These guidelines were in addition to the earlier ones on admission and opening up school accounts for government provided funds.

However, there is no study so far to show how education managers in Lugari District were implementing the new guidelines of FPE. This study therefore set out to evaluate how effectively the education managers used the policy guidelines in the implementation of FPE in Lugari District. If the policy guidelines on FPE were being implemented effectively, then some of the Millennium Development Goals (MDGs) such as achievement of Universal Primary Education, eradication of illiteracy, extreme poverty and hunger and promotion of gender equality would be achieved.
1.3. Purpose of the Study

The purpose of this study was to evaluate how effectively the policy guidelines issued by MoE were being used in the implementation of FPE in Lugari District between 2003 and 2006.

1.4. Objectives of the Study

Arising from the background of this study, the following objectives were set out for evaluation:

i). The effectiveness of the MoE policy guidelines used for managing the human resource in the implementation of the FPE in Lugari District.

ii). The effectiveness of the policy guidelines for managing the finance resource in the implementation of FPE in Lugari District.

iii). The effectiveness of the policy guidelines used to manage the available physical facilities in the implementation of FPE in Lugari District.

iv). The effectiveness of the policy guidelines employed in the acquisition and utilization of the teaching-learning resources in the implementation of FPE in Lugari District.

v). The effectiveness of the policy guidelines used in managing time resource in the implementation of FPE in Lugari District.

vi). The effectiveness of the innovative strategies used by the education managers to cope with inadequacies in areas not addressed by the policy guidelines for the implementation of FPE.
vii). Solicit recommendations on how best the implementation policy guidelines could be improved upon to effectively implement FPE programme in Lugari District.

1.5. Research Questions

Based on the objectives of the study, the following seven research questions were formulated.

i). To what extent were the MoE policy guidelines for managing the human resource in the implementation of FPE in Lugari District adhered to by education managers?

ii). How effectively did the education managers implement the policy guidelines for managing the financial resource in the implementation of FPE programme in Lugari District?

iii). How effective were the policy guidelines applied by the education managers on the management of the available physical facilities in the implementation of FPE in Lugari District?

iv). To what extent were the policy guidelines for managing the teaching-learning resources in Lugari District in the implementation of FPE observed?

v). How effectively were the policy guidelines utilized to manage time in the implementation of FPE in Lugari District?
vi). To what extent were the innovative strategies used by the education managers to cope with the challenges they still faced in the implementation of FPE in Lugari District effective?

vii). What suggestions could make the policy guidelines used in implementing FPE programme in Lugari more effective?

1.6. Significance of the Study

The findings of this study would assist the education stakeholders in the following ways:

- Enable the Quality Assurance and Standards Directorate Officers (QASOs) to identify areas of weakness in the abilities of education managers in implementing policy guidelines at the primary school level that need in-servicing in order to improve the implementation of FPE.
- Enable the government and its development partners to provide more funds for intensive in-service courses of longer duration for the education managers to effectively articulate policy guidelines for the implementation of FPE.
- Enable the Directorate of Basic Education to identify areas of weakness in the policy guidelines for managing the resources and improve upon them.
- Form a basis for future research on policy guidelines for FPE implementation.

1.7. Limitations of the Study

According to Mugenda and Mugenda (1999), limitations are the anticipated difficulties that might hinder the effective data collection process of any study and
which might also reduce the scope, the sample and the extent to which the
generalization of the findings could be made.

This study faced the following limitations:
• The lack of efficient transport system in some parts of Lugari District as most
  roads were earth roads which become very muddy during the rainy season thus
  slowed down the data collection process.
• Lack of updated records due to the continuous enrolment of learners into
  classes.
• Uncooperative education managers because of heavy workloads.
• Inadequate finance as the MoE sponsorship was partial.
• Inadequate time as the researcher was not granted study leave.

1.8 Delimitation of the study

Mugenda and Mugenda (1999) further note that delimitation is the process of
reducing the study population and area of study to a manageable size among other
variables. The research focused on the five areas of management in education in
Lugari District to make the study manageable and hence collect the necessary data.
The areas were:
• Management of the human resource.
• Management of the financial resource.
• Management of physical facilities.
• Management of teaching-learning resources.
• Management of time.
1.9. Assumptions

The assumptions of this study were that:

- Education managers were implementing MoE policy guidelines on FPE implementation in Lugari District.

- The respondents would co-operate and provide honest information.

1.10. Theoretical and Conceptual Frameworks

1.10.1 Theoretical Framework

A theoretical framework refers to the perception held by researchers about factors that influence the operation of a programme. This study was based on the Human Relations Theory of Motivation (Okumbe, 1998). It states that recognition of the potentials of individual members of the organization not only motivates them to exploit their capabilities but also encourages them to articulate the policy guidelines provided and be able to use the available resources effectively and responsibly with minimum supervision. Consequently, they are able to achieve the organizational goals (Orodho, 2005). Proponents of effective education management such as Burnes (2004), Insel and Roth (2002), Best and Khan (2000) Okumbe (1998) and Malcom (1980) expound emphatically on the importance of interplay between motivation and the set policy guidelines in the implementation of educational programmes.
Malcom emphasizes the importance of evaluating education managers' abilities in order to gauge their effectiveness in implementing policy guidelines of a programme. Relating the Human Relations Theory of Motivation to implementation of policy guidelines for the FPE programme by education managers in Lugari District, the researcher sought to evaluate how motivated education managers were applying the policy guidelines and utilizing the available resources effectively and responsibly.

1.10.2 Conceptual Framework

A conceptual framework refers to a model which shows the relationships between variables in the study diagrammatically (Orodho, 2005). This study adapted, modified and applied Malcolm's (1980) ability evaluation management process to the implementation of policy guidelines for FPE programme in Lugari District as follows:
If MoE had provided the independent variables, then the dependant variable would have been achieved through the effective articulation of the teaching-learning processes, efficient use of the available teaching-learning resources and frequent monitoring and evaluation of education standards in public primary schools in Lugari District. The effective implementation of FPE would have been seen through verifiable indicators namely:

- Increase of learners’ enrolment in classes.
- Improved academic performance
- Cordial relationship among stakeholders in education.
1.11 Operational Definition of Terms

**Attitude:** The perception of the education managers in Lugari District about their work which influenced their performance.

**Evaluation:** Value judgment on the effectiveness of the application of approaches based on policy guidelines.

**Delocalization:** The 2003 government policy of posting of education managers to districts other than their home districts to make them deliver their services effectively.

**Democratic governance:** An administrative system which observes citizens human rights.

**Free Primary Education:** Education offered at primary school level (Standard 1-8) in Kenyan largely financed by the government from 2003.

**Inclusive Education:** Education that accommodated all learners regardless of age and abilities.

**Learners:** All people desiring to enroll in the primary school cycle.

**Policy Guidelines:** These were regulations developed and disseminated by MoE to be used in the implementation of FPE after it was reintroduced in Kenya in 2003.

**Primary School Management Course:** An in-service course organized by MoE to improve implementation skills of the public primary school manager.

**Statistical Package for Social Sciences (SPSS):** A computer software package for analyzing research data.
1.12. The Organization of the Rest of the Study

This study contains the review of the related literature in chapter two, research methodology in chapter three, data analysis, results and discussion of research findings in chapter four, summary, conclusion and recommendations in chapter five followed by references and appendices.
CHAPTER TWO: REVIEW OF RELATED LITERATURE

2.1 Introduction

A review of the available literature reveals that little research has been done directly on the evaluation of the policy guidelines education managers apply in the implementation of Free Primary Education in most developing countries where it is being implemented. Most research carried out has concentrated on the problems hindering the effective implementation of FPE programme which include understaffing, inadequate physical facilities and unsupportive parents (MoE, 2005/2006; MoESU, 2000; Cameroon, 1970). The available literature has been of great assistance to this study especially in the background information.

The review of the related literature focused on the policy guidelines education managers apply to effectively manage various available resources in order to implement an educational programme such as the FPE programme. This chapter is divided into five key areas of management namely: The management of the human, financial, physical facilities, teaching-learning and time resources and how they are articulated in the implementation of FPE programme in Lugari District.
2.2 The Management of the Human Resource

Burnes (2004) and Mbiti (1973) note that in any organization including a school, it is important to have managers who are able to implement policy guidelines and effectively perform supervisory duties. They should be able to use acquired skills to articulate set guidelines to effectively and efficiently implement education programmes. An effective and efficient education management system in the area of human resource is seen when members are able to effectively apply guidelines relating to strategic planning, delegation of duties and dissemination of information. The articulation of such skills enables one to recognize individual key strengths such as quality performance, prioritizing of activities, appropriate deployment of staff and the involvement of members of the school community in decision making process. This would ensure ownership of the decisions made by all stake-holders (Osler, 2001 and Aldac and Stearns, 1987).

Burnes (2004), Thompson (1981) and Hirst and Peters (1972) advocate for participatory planning which involves people who would be affected by the planned programmes. Willing participants contribute significantly to the success of any programme. The Republic of Kenya (MoEST, May 2003c) also emphasizes the importance of Sector Wide Approach to Planning (SWAP) by involving learners, teachers and school management committees in the formulation of school guidelines and planning school activities basing on MoE
policy guidelines on implementation of educational programmes. With the government funding most of the cost of the teaching-learning resources in public primary schools, there was need to involve stake-holders in education in prioritizing school activities to avoid collusion and confusion. This research therefore evaluated the extent to which education managers had applied MoE policy guidelines by involving SMCs and SIMSCs in decision making processes such as prioritizing school activities in Lugari District.

Peters (1972) emphatically notes that democratization of education is critical to a community's viability and development as it is through the education system that citizens are selectively equipped with appropriate knowledge and skills. Therefore, education should be made available to all and be fairly distributed. Basing on the research findings on the importance of democratization of education, the Kenya government decided to democratize its education system by involving the stakeholders in education in school activities. This was meant to ensure transparency and accountability and therefore eradicate ignorance and corruption. It also set out through the 4/5 year development plans to finance the recurrent expenditure on education in order to achieve its national goal of promoting access to education. For example between 1974 and 1988, the government financing of primary education had risen from Kshs 6 million to 194 million. This enabled an approximate 5.1 million learners to access primary education (Republic of Kenya, 1974-1988).
To ensure that learners are taught effectively, it is important that education be managed by skilled human resource. Education managers should ensure that learners acquire the required skills for economic development of the society and socially acceptable morals and attitudes for peaceful co-existence of humanity. Cameroon (1970) and Republic of Kenya, (1988) stresses the importance of having an effective and efficient educational human resource so that the implementation of education programmes can be realized. A research paper by MoEST (Republic of Kenya, 2004b) on Qualitative Management of Educational Resources emphasizes further on the need for education managers to be articulate and keep abreast with increasing growth of knowledge for effective implementation of education programmes such as FPE. The relaunch of FPE in Kenya over stretched the resources in most of the public primary schools in Lugari District due to a large learner population. The education managers therefore faced the challenge of utilizing the available resources to effectively implement the FPE programme. The study evaluated the extent to which education managers in Lugari District had adopted the use of ATA such as Multi-Shift and Multi-Grade to deal with the issue of over crowding in the classrooms and other related resource issues in the schools.

As a result of the Kenya government financing of education especially at primary level through its development plans of 1974-1987, there was an increase in enrolment of learners which necessitated the recruitment of teachers whose
expenditure by the end of 1987 stood at approximately 5.1 million taking Kshs 194 million as recurrent expenditure (Republic of Kenya, 1984-1988). An expenditure that overstretched the government resources. In view of this, an alternative source of funds for education had to be found. To address the financial challenge, the government set up the Presidential Working Party and Manpower Training for the Next Decade and Beyond in 1988 to advice on the best ways of financing education. The government adopted some of the recommendations of the Working Party. With reference to the recommendations of the working party, MoE developed policy guidelines on the financing of the implementation of education programmes, one of which was that parents and communities share in the cost of financing education. Thus, the policy of cost sharing came into operation (Republic of Kenya, 1988). The cost sharing policy remained in force until in 2003 when Free Primary Education was reintroduced.

The Republic of Kenya (2003d) notes that due to the relaunching of FPE in Kenya in 2003 using the mission of the Ministry of Education: “Every pupil in school”, there occurred an increase in gross enrolment in all public primary schools countrywide from 5.9 million to 7.2 million. An increase of about 1.4 million learners. The Gross Enrolment Rate (GER) rose to 104% in 2003 as compared to 93% in the year 2002. Thus, the public primary schools were stretched beyond their capacities in terms of adequacy of teaching staff,
teaching-learning resources, learning space and effective management of the funds provided by the government.

Jolly (1969) explains that for effective education manpower planning and education expansion to take place the establishment of the age-education profile is critical so that the numbers at each level are known. Expansion of an educational system is hindered by many factors which include inadequate recruitment of trained teachers as revealed through high teacher-learner ratio. The higher the ratio, the more ineffective the implementation hence compromised the quality of education. Provision of adequate trained human resource especially teachers contribute significantly to effective implementation of education programmes as it is them who broaden the frontiers of knowledge and narrow the confines of ignorance (Muluka, 2006).

According to Republic of Kenya (1967), the recommended teacher-learner ratio in public primary schools should be a minimum of 1:40 and maximum of 1:50. The relaunching of FPE in Kenya in 2003 which led to great increase in learners’ enrolment meant that the teacher-learner ratio would be too high for effective FPE programme implementation in all districts including in Lugari District if the recruitment of the human resource was not in line with the increase of learners. This was the case for Lugari District after the reintroduction of FPE. The challenge the education managers in Lugari District faced was how
to deal with the problem of high teacher-learner ratio so as to implement FPE effectively. The researcher in this study evaluated the extent to which the TSC had executed MoE policy guidelines on staffing of public primary schools in Lugari District in the implementation of FPE.

According to Burnes (2004) and Sallis (2002), human beings are sometimes non-standard and so they bring into educational institutions a range of experiences, emotions and opinions which should be taken into consideration during the implementation of education programmes in order to ensure effective adherence to policy guidelines. In addition, they note that education managers need to analyze the causes of ineffective implementation of a programme which could include lack of role models in leadership, inadequate resources, ineffective time management and lack of motivation of individual workers in the pursuit of the desired organizational goals. A Nation correspondent (2003, September 30:23) in a report revealed that public primary school heads were demanding for higher allowances for the responsibilities they carry out. Thus, for the human resource to implement an educational programme effectively they require among others a conducive working environment; recognition of their efforts; listening to their concerns; appropriate and adequate tools and clear workable policy guidelines. When teaching-learning process takes place in a conducive environment, the participants develop interest in the process and put in their best efforts to achieve the set organizational goals (Melvin and Tombaugh, 1967).
Farrant (1964) also underscores the importance of the education managers to lead by example. The human resource for example teachers and learners become willing to take responsibilities when they have a role model to emulate. A role model who allows them to participate democratically in all the activities in the school. In agreement with Farrant's views, Burnes (2004) and Sallis (2002) further add that a rational attitude towards authority and programme performance is not conveyed by merely the way in which the head teacher/teachers advises a prefect or handles disciplinary problems in a class. But it is conveyed more in the chances availed for the members of the school community to participate effectively in school committees, councils and prefect systems. In addition, the managers should explain clearly the objectives of the programmes and the expectations for each participant. To nurture and promote discipline among all members of the school community, education managers need to effectively implement policy guidelines that pertain to behaviour and responsible living (Lutomia and Sikolia, 2006).

Reid (1971) and Mills (1967) are emphatic on the fact that the effective teaching of selected topics in any subject depends on the teacher's intellectual conceptualization and application of teaching techniques and personality. The teacher's presentation of the subject matter coupled with his/ her ability to effectively use teaching-learning resources appropriately; impart knowledge and therefore be able to develop good rapport with the learners, determines the
learners’ participation and acquisition of the desired knowledge, skills and attitudes. Reid also states that an effective teacher is one who is in close touch with the learners’ own problems and difficulties and is able to appreciate those learners’ points of view. Hirst and Peters (1972) concur with Reid’s views on the teachers influence on learners as far as understanding of concepts and acquiring of desirable skills and attitudes is concerned.

Related to Reid’s views on the importance of good rapport in the school, is the value of effective communication in the management of the human resource. According to Insel and Roth (2002) and Aldac and Stearns (1987), effective communication promotes positive inter and intra personal relationships in an organization leading to the existence of conducive working atmosphere within and without the organization such as schools. With the high enrolment of learners and inadequate teaching staff in public primary schools in Lugari District, the education managers faced the challenge of creating a conducive sustainable teaching-learning environment. This study therefore evaluated how the education managers applied MoE policy guidelines to promote team spirit and motivation among stakeholders in education in the public primary schools in Lugari District during the implementation of FPE.

According to Sallis (2002) and Thompson (1981), the use of inappropriate monitoring mechanisms to evaluate the progression of the effective
implementation of educational programmes, may lead to wrong conclusions and hence delay in introducing intervention measures at an opportune time. The wrong conclusions may also result from lack of consultation before placement of education managers, who might give information selectively as a way of showing their dislike of the placement procedures (Republic of Kenya, 1999a). Most education managers had been posted to their current stations based on the government policy of delocalization which was not very popular yet they were expected to implement FPE using the MoE policy guidelines. This necessitated frequent monitoring of the education managers adherence to MoE policy guidelines on FPE implementation. The study thus evaluated the frequency and effectiveness of the QASOs and Auditors in monitoring school activities especially the utilization of the teaching-learning resources in the implementation of FPE programme in Lugari District.

2.3 The Management of Finance Resource

Jolly (1969) notes that although manpower is the basic input in effective education programme implementation, it is the availability of adequate finance that dictates the number of the education managers to be employed, facilities to be developed and the teaching-learning resources to be purchased for the effective implementation of a programme. It was in the pursuit to have adequate resources for effective FPE implementation that the Government of Kenya in 2003 sourced for large amounts of funds totaling to Ksh. 8.4 billions and
disbursed it in April 2003 to all public primary schools in Kenya for the implementation of FPE programme (Republic of Kenya 2003d). Since then, the government has continued to meet most of the budget for FPE implementation such that by the end of 2006, an approximate total of Kshs 24.9 billion had been spent (Republic of Kenya, 2006b). The funds have been provided both by the government and its development partners (MoE, 2007a). The effective implementation of FPE programme would contribute significantly to the eradication of illiteracy and eventually the achievement of MDGs, EFA and UPE goals (UNESCO, 2003).

Referring to the management of the finance resource, Hirst and Peters (1972) further add that since promotion of education programmes involves vast expenditure of public money, it is vital that education managers be of high integrity and consult with members of educational institutions on expenditure so as to enhance transparency and accountability. Thompson (1981) in addition, emphasizes on the use of Cost/Benefit Analysis Approach during budgeting before any expenditure is incurred to ensure the viability of the proposed project.

Sallis (2002) expounds further on the importance of involving educational stakeholders in budgeting school financial resources. In the case of FPE those to be involved in financial management were the chairpersons of SMCs and SIMSC members. The inclusion of SMCs and SIMSC would ensure
accountability and transparency in the use of funds and also motivate the school community through sensitization to supplement the government efforts by providing additional required resources. The promotion of accountability and transparency in funds utilization was the underlying reason why the government of Kenya issued specific policy guidelines on education management to make them more focused on the participation of SMCs and SIMSCs in FPE programme implementation (Republic of Kenya, 2003).

Still on the issue of financial management, Thompson (1981) and Malcom (1980) equivocally add that for education programmes to succeed, democratization of budgeting the finances must be done at institutional level. Reports by MoEST (Republic of Kenya, 2004b) on monitoring and evaluation of the implementation of FPE indicate that in some schools, consultation between the education managers and stakeholders in education on financial issues seemed to be minimal which were contrary to the policy guidelines.

Further reference on the management of the financial resource was made by UNESCO (2005), Mbiti (1973) and Jolly (1969) who underscore the importance of clear policy guidelines to manage the finance resource effectively. In order for the funds for FPE to be utilized as required by the procurement procedures, it was important that education managers understand and interpret correctly the procurement guidelines developed by MoE to enable them use effectively the
available scarce funds for purchase of the teaching-learning resources in the implementation of the programme in Lugari District (Republic of Kenya, 2003d and 2003f).

The challenge that the education managers in Lugari District faced was how far to involve the stakeholders in the financial management in order to ensure transparency and accountability in the implementation of FPE programme. This research therefore evaluated the extent to which education managers in Lugari District applied the policy guidelines on the involvement of the stakeholders in education in the budgeting and procurement of school resources in the implementation of FPE.

Mutiiria (2004) referring to the Republic of Kenya Education Act (1980), states that SMCs are legal entities which are empowered to participate in education management. The participation should be all encompassing to include advising on general school administration and effective financial utilization. MoEST inspection reports (March and May 2004; May and June 2005) reveal that some SMCs were unable to perform their roles due to inadequate knowledge of their responsibilities. With the introduction of FPE, the government organized in-service courses to empower education managers on their role and responsibility in the implementation of the programme.
The education managers in Lugari District faced the challenge of not acquiring the required proficient competency skill levels due to the shallow in-service course content since the courses were of short durations. Based on these observations, this research evaluated the frequency and effectiveness of in-service courses attended by education managers such as SMCs in Lugari district on their roles in financial management with reference to the policy guidelines for the implementation of FPE programme.

2.4 Management of the Physical Facilities

Farrant (1964) and Melvin and Tombaugh (1967) note that the expansion of education requires the development of adequate physical facilities as this would contribute significantly to a conducive environment for teaching-learning, hence effective implementation of an education programme. In line with their views on physical facilities, Jolly (1969) explains further that expansion of education requires capital investment for construction of permanent stores. He continues to state that the number of classrooms required is a direct function of the total enrolment and average class size.

An analysis of the report from MoEST (Republic of Kenya, 2003d) reveals that there was high enrolment of learners in public primary schools after the re-launching of FPE programme in 2003. Thus, at the end of 2003 there were a total of 7.2 million learners in public primary schools in Kenya compared to 5.9
million learners at the end of 2002. This upsurge of enrolment led to overstretching of the physical facilities. Still referring to the issue of physical facilities, Maina (2005) and MoE (2005/2006) note that in most public primary schools in Kenya, parents had developed marginal interest in the schools where their children were learning. They hardly complemented the government’s efforts in the provision of physical facilities because they viewed FPE as a government project which it should fund wholly.

To emphasize further the issue of physical facilities, Cameroon (1970) notes the importance of developing adequate and appropriate physical facilities for any meaningful expansion of education to be realized. Mbiti (1973) concurs with Cameroon’s views on the relationship between physical facilities and the expansion of an educational system through effective implementation of policy guidelines. In addition, Sallis (2002) and Harris (1970) also note that an educational programme cannot be effectively implemented using only policy guidelines even if the teachers are trained and committed without adequate and appropriate physical facilities such as classrooms, toilets and play grounds.

It was towards the effort to provide adequate physical facilities that the government of Kenya endeavoured to source for funds from its development partners in 2003 and also asked parents to supplement its efforts at the reintroduction of FPE (Republic of Kenya, 2003a). MoE policy guidelines used
to address the issue of inadequate physical facilities in the public primary schools included the use of ATA such as Multi-grade. The challenge the education managers in Lugari District faced was how to apply the skills they had acquired from the in-service courses on effective resource management especially scarce physical facilities through articulating effectively the MoE policy guidelines. This research therefore evaluated the effective application of MoE policy guidelines on the use of ATA by education managers in Lugari District to deal with the problem of inadequate physical facilities in the implementation of the FPE programme.

The availability of varied, appropriate and adequate physical facilities supported by the use of learner-centered teaching approaches and clear policy guidelines on resources management enhances learning. A Handbook for School Committees and Board of Governors, MoEST (2000) explains the importance of ensuring that SMCs provide their schools with adequate and appropriate facilities for teaching-learning so that educational programmes could be implemented effectively. The Republic of Kenya (2003d) indicates that there was inadequacy of appropriate facilities in most public primary schools including schools in Lugari District.

At the re-launch of FPE, the government was to meet most of the cost of implementing the programme while parents were to support the government
effort by providing physical facilities in the schools. In addition, the parents were also to provide basic needs for their children such as food. The challenge the education managers faced was how to sensitize the parents on the importance of providing adequate and appropriate physical facilities in the public primary schools in Lugari District so that FPE could be implemented effectively. This study thus evaluated the effectiveness of the use of the policy guidelines by the education managers to sensitize parents in Lugari District on the provision of adequate physical facilities in the implementation of FPE.

2.5 Management of Teaching-Learning Resources

According to Bell and Stub (1968), a conducive teaching-learning environment is critical for the articulation of policy guidelines which would lead to effective implementation of an education programme. In addition, they also emphasize that effective utilization of teaching-learning resources should have clearly stated activities for both the teacher and the learner. The utilization of the resources in the implementation of an education programme should in addition have learner-centered teaching approaches that are to be used for effective content delivery. As a result, the learners would be motivated to participate effectively in the teaching - learning process and eventually come out as the desired products. Thompson (1981) and Hirst and Peters (1972) concur with the views of Bell and Stub but add that effective utilization teaching-learning resources should also take into account the resources in the learners local
environment which would be familiar to both the learners and the teachers and would possibly reduce the cost of the resources required in the implementation of the education programme. Relating the research findings to the implementation of FPE, MoE in its policy guidelines encouraged teachers to use the local environment as a resource during the teaching-learning processes.

Referring to the teaching-learning resources, Farrant (1964) and Mbiti (1973) also explain that the major aim of education is to transmit knowledge by using appropriate teaching-learning resources. However, since it is not possible to have all the resources that one requires to implement a programme, one should choose those resources that are cost effective and which would enhance the teaching-learning environment. In addition, there is also need for well trained human resource that would be able to apply policy guidelines to ensure that the quality of input is commensurate to the output. The study thus evaluated how effectively the education managers applied MoE policy guidelines in the utilization of the scarce teaching-learning resources in the implementation of FPE in Lugari District.

Although the government was providing funds for purchasing most of the resources required for implementing the FPE programme since 2003, its policy guidelines encouraged improvisation of resources where there was still a short fall. In Lugari District the shortfall was noted in the number of text books per
learner in most of the subjects and also administrative documents. The shortfall had resulted from the continuous increase in enrolment of learners in public primary schools in Lugari District. The challenge the education managers faced was how to improvise for the resources that were lacking. This research therefore evaluated how effectively the education managers were able to improvise for the resources that were lacking in Lugari District in the implementation of FPE programme

2.6 Management of Time

Jolly (1969) states categorically that effective management of the time resource is important for effective implementation of education programmes. There should not be any portion of the syllabus carried over to the next term or class level due to poor time management during the implementation of an education programme. Referring to the same issue of time management, Shinn (1996) emphasizes the importance of effective planning the utilization of time. Education management should avoid time wastage by budgeting time and being punctual in all educational activities. Therefore, there should be a comprehensive action plan for implementation of all the education programmes. Tucker (2001), one of the proponents of effective time management, also notes that there is an explosion of knowledge in every sphere. Unless one manages time effectively to create room for updating one’s knowledge, soon one would find the knowledge outdated. Similar sentiments on time management were
expressed by Insel and Roth (2002) who advocate for qualitative utilization of time by prioritizing activities, scheduling tasks for peak efficiency, delegating responsibility, taking time off to rest and not postponing activities.

Similarly, Burnes (2004) and Periera (2000) emphasize the crucial role played by effective time management in the successful implementation of educational programmes. They further agree that most programmes fail due to poor time management. In addition, they note that it is necessary for education managers to pay special attention to the management of time and its utilization if educational activities are to be carried out as scheduled.

Effective management of time contributes significantly to the success of implementing an educational programme (www.chea.org/research/index.asp). In the implementation of FPE programme in Kenya, the teacher-learner ratio was above the upper limit of 1:50 ratio recommended by the TSC Act (TSC, 1967) in most public primary schools that unless time was effectively managed through preparation and utilization of professional documents such as schemes of work, lesson plans and adherence to MoE policy guidelines on Time Tabling, the effective implementation of FPE programme would not be achieved (Republic of Kenya, 2001; Republic of Kenya 2003d).
The Republic of Kenya (2005c) reveals that time wastage through ineffective preparation and utilization of professional documents is a major cause of the ineffectiveness in the implementation of FPE programme despite the in-service courses organized for education managers on resource management. The challenge the education managers in Lugari District faced was how to prepare and utilize the professional documents while teaching large classes which had resulted from the introduction of the FPE in 2003. In view of the above research findings and reports on time management, this study evaluated the extent to which education managers in Lugari District prepared and utilized effectively professional documents as required by the policy guidelines as they implemented the FPE programme. In addition it also evaluated how the education managers assisted learners to manage their time effectively.

In summary, basing on the research findings of the advocates of effective education programme implementation, this study therefore endeavoured to evaluate how effectively education managers in Lugari District applied MoE policy guidelines to address the gaps in the five selected management areas in the implementation of FPE programme. The gaps evaluated were:

- The extent to which education managers in Lugari District involved SMCs and SIMSCs in the decision making processes.
• The extent to which education managers in Lugari District had adopted the use of Alternative Teaching Approaches (ATA) to manage the large number of learners in the schools.

• The extent to which the TSC had staffed the public primary schools in Lugari District and how the education managers coped with the shortfall.

• The various ways through which the education managers promoted team spirit among the stakeholders in education in Lugari District.

• The frequency and effectiveness of the monitoring of the school activities by QASOs and Auditors in Lugari District.

• The extent to which the education managers involved the stakeholders in education in budgeting and procurement of school resources.

• The frequency and effectiveness of the in-service courses for education managers to enable articulate MoE policy guidelines on FPE programme.

• The ability of education managers to use ATA to cope with the inadequate physical facilities.

• The extent to which the education managers had used MoE policy guidelines to sensitize parents to provide adequate and appropriate physical facilities for the learners.

• The extent to which education managers in Lugari District had improvised for the scarce teaching-learning resources.

• The extent to which the education managers in Lugari District prepared and utilized professional documents to effectively manage time
• The various ways through which education managers in Lugari District assisted learners to manage their time effectively.

• Any innovative strategies the education managers had put in place to ensure effective articulation of MoE policy guidelines on the implementation of FPE.
CHAPTER THREE: RESEARCH METHODOLOGY

3.1 Introduction

In this chapter the procedures and strategies that were used to carry out the study are described. These are the research design, location of the study, target population, sample and sampling procedures, research instruments, pilot-testing of the instruments, data collection process and data analysis procedures.

3.2 Research Design

This study was carried out using a descriptive research survey design. Orodho (2005), Singleton (1993) and Winkler (1989) note that a descriptive research survey design is an appropriate way of evaluating education programmes as educational activities operate in a social context. In addition, Best and Khan (2000) note that descriptive research survey is an appropriate design for evaluating the effectiveness of the policy guidelines for implementing educational programmes as it uses quantitative and qualitative information to identify, analyze and interpret conditions that exist in relation to set organizational policy guidelines. It involves comparing what should be and what is.

This study therefore set out to evaluate how effectively the education managers applied MoE guidelines on human resource management, planning of the available finances, teaching-learning resource utilization, supervision of school activities and involvement of stakeholders in education in the implementation of FPE in Lugari District. Data was collected from the head teachers, teachers,
chairpersons of school management committees (SMCs) and supervisory education officials in Lugari District using a variety of research instruments. The collected data was analyzed using quantitative and qualitative procedures. The findings were presented in frequency tables, percentages, pie charts, bar graphs, line graphs, correlation tables and histograms in chapter four.

3.3. Variables

In this study, the dependent variable was the effective implementation of the FPE programme while the independent variables were a motivated skilled workforce, clear MoE policy guidelines on the implementation of FPE, availability of adequate financial resources and frequent in-service courses for education managers. Thus, the researcher evaluated how the provision of the independent variables influenced the dependent variable.

3.4 The Location of the Study

The study was conducted in Lugari District which was one of the eight districts in Western Province, Kenya in 2006 (see Appendix V). By then, the district was divided into three educational administrative divisions, namely Matete, Lugari and Likuyani. Gay (2003) and Singleton (1993), observe that the ideal setting for a research study is one that directly satisfies the researcher’s interests. The researcher was interested in evaluating policy guidelines for implementing FPE in Lugari District because she had participated in national standards assessment programmes in Lugari district between 2004-2005 and noted the challenges the education managers faced in applying the policy.
guidelines. The challenges included convincing parents to supplement government efforts to provide physical facilities in the implementation of FPE since the government had stated that primary education was free. In addition, she had also analyzed MoEST annual reports on the implementation of MoE policy guidelines for the FPE programme in public primary schools in the district. The findings mostly revealed issues of ineffective implementation which included inadequate preparation and utilization of professional documents due to increased workload for teachers as a result of increased enrolment of learners.

The evaluation of how education managers implemented the policy guidelines in the implementation of the FPE programme was to assist the researcher understand why Lugari District had the highest drop of −3.04 in KCPE performance in 2005 in comparison to other districts in the province whose mean deviation ranged from −0.97 in Mount Elgon District to +8.16 in Vihiga District (MoE, 2005). The evaluation was also to enable the researcher to make justifiable recommendations on how best the policy guidelines for the implementation of FPE could be articulated and consequently improve KCPE performance in the district.

3.5 The Target Population

Lugari District had 114 public primary schools with an approximate total learner population of 70,871 (35,408 boys and 35,463 girls). For educational and administrative purposes, the district was divided into 3 divisions and 8
zones respectively. By the beginning of 2006, there were approximately 1521 trained teachers including head teachers in the public primary schools in Lugari District (MoE, 2005). The teachers implement the FPE programme at the classroom level during the teaching-learning process while the head teachers implement in the whole school both as teachers and curriculum supervisors. On the other hand, the education supervisory staff in the district oversees the programme’s implementation in all primary schools in the whole district. To ensure accountability and transparency, the SMCs and SIMSCs participate in the budgeting and procuring of resources. The public primary schools were staffed according to TSC norm of 1 teacher per every class (MoEST, 2004 and Republic of Kenya, 1967). Based on the TSC staffing norm in the school as state above, the targeted population for this study was all the 114 head teachers, 1394 classroom teachers, 114 chairpersons of the School Management Committees (SMCs) from each of the sampled public primary schools in the district and all the 14 education supervisory staff at the DEO’s office, Divisions and Zones. This totaled to 1636 people.

3.6. Sampling Techniques and Sample Size

3.6.1 Sampling Techniques

All the names of public primary schools in each of the 8 zones in the district as shown in Table 3.1 were randomly written on pieces of paper by zone, folded and placed in a chalk box. The chalk box was shaken to mix them up then names of schools picked out one at a time up to a maximum of 3-5 schools per zones. This was between 11-15% of the total number of schools in each zone.
The process was repeated until every school in each zone had been given an equal chance of selection. Repeating the process ensured that all schools in each zone had an equal and independent opportunity to be sampled so as to reach the desired sample (Kombo and Tromp, 2006; Plews and Onyango, 1987).

Table 3.1: Number of Sampled Schools per Division per Zone

<table>
<thead>
<tr>
<th>Division</th>
<th>Zone</th>
<th>Total number of the Public Primary Schools</th>
<th>Number of sampled schools</th>
</tr>
</thead>
<tbody>
<tr>
<td>Lugari</td>
<td>Central</td>
<td>13</td>
<td>4</td>
</tr>
<tr>
<td></td>
<td>North</td>
<td>14</td>
<td>4</td>
</tr>
<tr>
<td></td>
<td>South</td>
<td>13</td>
<td>4</td>
</tr>
<tr>
<td>Likuyani</td>
<td>Central</td>
<td>11</td>
<td>3</td>
</tr>
<tr>
<td></td>
<td>North</td>
<td>18</td>
<td>5</td>
</tr>
<tr>
<td></td>
<td>South</td>
<td>12</td>
<td>4</td>
</tr>
<tr>
<td>Matete</td>
<td>East</td>
<td>17</td>
<td>5</td>
</tr>
<tr>
<td></td>
<td>West</td>
<td>16</td>
<td>5</td>
</tr>
<tr>
<td>Total</td>
<td>8</td>
<td>114</td>
<td>34</td>
</tr>
</tbody>
</table>

Source: Ministry of Education, Science and Technology (2004), Statistics Division

In Kenya, the public primary school level is divided into three areas for effective administration namely lowers (Standards 1 – 3) middle (4 and 5) and upper (6 – 8). The researcher purposively sampled the three areas and systematically selected one class teacher from each area in all the sampled schools to be a respondent in order to gather in depth information from across the board since they all implemented the revised curriculum at each area in the primary cycle. This systematic sampling procedure is useful when the sampling frame available is the form of a list as it enables the researcher to sample the
population with regularity (Orodho, 2005; Plews and Onyango, 1987; Kerjcie and Morgan 1970).

Table 3.2 below indicates the number of the education supervisory officials who were also purposively sampled whole because their population was less than 20 in Lugari District. In research, any population which is less than 20 should be sampled as a whole (Kombo and Tromp, 2006; Gay, 1992).

Table 3.2: Number of the Supervisory Staff in the DEO’s Office per Divisions and Zones

<table>
<thead>
<tr>
<th>Education Officers</th>
<th>Total Number of Staff</th>
<th>Sample Size</th>
</tr>
</thead>
<tbody>
<tr>
<td>District Education Officer (DEO)</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Deputy District Education Officer (DDEO)</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>District Quality Assurance &amp; Standards Officer (DQASO)</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Area Education Officers (AEO's)</td>
<td>3</td>
<td>3</td>
</tr>
<tr>
<td>Zonal Quality Assurance and Standards Officer (ZQASOs)</td>
<td>8</td>
<td>8</td>
</tr>
<tr>
<td>Total</td>
<td>14</td>
<td>14</td>
</tr>
</tbody>
</table>


3.6.2. Sample Size of the Study

Lugari District had 114 public primary schools. Of these 34 (29.82%) were randomly sampled and from them the respondents for this study were purposively and systematically selected. Thus, the sample size of the study was 34 (29.82%) head teachers, 250 (17.77%) teachers, 34 (29.82%) chairpersons of the SMCs and all the 14 (100.0%) education supervisory staff in the district.
This totaled to 332 (20.13%) of the targeted population. According to Mugenda and Mugenda (1999) and Gay (1992), a research sample of 10 to 20% of a population is representative enough for the findings to be generalized if the population size is between 10,000 and 20,000. Based on this view, the sample population for this study was seen to be representative enough for the findings to be generalized about the effectiveness of the implementation of the policy guidelines being employed in the implementation of FPE in Lugari District.

3.7 Research Instruments

Questionnaires, interview schedules, and a document checklist were used in collecting data for this study. Asembo (2003), Mwiria and Wamahiu (1995) and Rummel (1954) underscore the importance of using several appropriate instruments for the collection of the relevant information. A variety of research instruments help in getting a holistic view of the research situation. In addition, the researcher also sought expert opinion from the supervisors on the suitability of the research instruments.

3.7.1 Questionnaires

According to Gay (2003), Borg Gall and Gall (1996) and Wiersma (1986), a questionnaire with clearly constructed question items is a valuable research tool for a descriptive research survey design. Based on Gay, Borg et al and Wiersma’s observations, the data for this study was collected from the head teachers and teachers of the sampled schools using questionnaires. Most of the question items in the questionnaires were modeled on Malcom’s (1980) five
point rating scale which evaluates the abilities of education management in managing different types of resources when implementing policy guidelines for an education programme. The information gathered assisted the researcher to answer the research question on the effectiveness of the application of policy guidelines in the implementation of FPE. In addition to evaluating respondents’ suggestions on how best the policy guidelines of implementing the FPE programme could be improved upon.

Each of the two questionnaires (head teachers and teachers) was divided into two sections containing closed-ended and open-ended question items. The closed-ended question items enabled the researcher to obtain demographic information such as gender, age, academic qualifications, professional training, administrative and teaching experience of the respondents so as to gauge their ability to interpret policy guidelines and apply the policy guidelines for implementing the FPE programme. While the open-ended question items assisted the researcher to gather information relating to the respondents' opinion on pertinent issues on the implementation of the FPE programme in the district.

3.7.2 Interview Schedules

The researcher used four different interview schedules, one for each category of respondents, to collect data from the education supervisory staff at Lugari DEO's office, the head teachers, teachers and chairpersons of SMCs. The collected information was used to complement, clarify or corroborate the quantitative data from the questionnaire responses. Kerjcie and Morgan (1970)
and Rummel (1954) underscore the importance of using a variety of interview schedules to collect data from a population for corroborative information.

3.7.3 Document Checklist

The researcher constructed a document checklist so as to gather data on the quality and quantity of physical facilities and teaching-learning materials that were being used in the public primary schools in Lugari District for facilitating the effective implementation of FPE. Mugenda and Mugenda (1999) and Mwiria and Wamahiu (1995) emphasize the usefulness of checklists in research as they enable one to gather relevant details about variables. The issues raised in the checklist were responded to by the DEO, the officers in the district office, divisions, zones and the head teachers of the sampled schools as they were the accounting officers. The respondents were requested to place a tick (✓) in the appropriate box to indicate the availability, adequacy, inadequacy and maintenance status of documents and facilities. The information from the checklist therefore assisted the researcher to corroborate the information on the teaching-learning environment in the public primary schools in Lugari District.

3.8. Validity

Validity is a standard measure which shows how well the question items of the research instruments are structured to target the right level of respondents so that they can give the expected responses (Wiersma, 1986). On the other hand, content validity of the research question items is the degree to which
respondents of the same competency would be able to give similar responses to the question items administered to them under the same conditions. The comparativeness of the responses depends on the correct wording of the question items and how focused they are on the research objectives. The question items should measure what they are supposed to measure (Kombo and Tromp, 2006; Orodho, 2005; Mugenda and Mugenda, 1999).

In this research, content validity was used to evaluate the extent to which the question items were clearly understood by the respondents to enable them give responses to issues raised in the question items concerning the effective articulation of MoE policy guidelines for the implementation of FPE in Lugari District. To ensure the validity of the question items, the researcher developed the items based on the set objectives for the study. To verify the validity of the research instruments further, the opinion of the supervisors' who were experts in research was sought and their views incorporated.

3.9 Reliability

Reliability is a standard measure of the degree to which a research instrument yields consistent results of data after repeated trials by respondents in similar conditions at a different time (Orodho, 2005; Mugenda and Mugenda, 1999). In order to establish the reliability of the research instruments, the respondents should give their individual opinions in each of the trials on the issues raised in the instruments so that their views can be correlated and thus obtain the correct judgment of the situation (Wiersma, 1986). For the researcher to establish the
reliability of the instruments, questionnaires, interview schedules and the document checklist were given to six respondents in three schools randomly selected and not used in the main study who were then asked to respond to the question items. Their responses were scored manually. The same research instruments were administered to the same respondents after a period of two weeks. The responses were scored manually again.

The reliability established when the research instruments were administered the first time to the six respondents in the three randomly selected schools were as follows; Questionnaires 0.60; Interview Schedules 0.63 and Document Checklist 0.61. However, when the research instruments were administered to the same respondents a second time after two weeks, the reliability was found to be as stated; Questionnaires 0.62 Interview Schedule 0.65 and Document Checklist 0.62. A comparison of the respondents’ responses of the two trials was made using Pearson’s Product Moment Correlation (r) formula which state that the greater the consistency the higher the reliability of the research instruments (Orodho, 2005; Gay, 1992; Wiersma, 1986). According to the Pearson’s Product Moment Correlation Co-efficiency (r) whose formula is as shown below, any research instruments whose co-efficiency value range between 0.5 and 1.0 can be considered reliable and can be used for a research study. Since the research instruments for this study had co-efficiencies ranging between 0.60 and 0.65 they were considered as reliable and hence used to carry out the research.
Pearson’s Product Moment Correlation Formula

\[ r = \frac{\sum xy - \frac{\sum x \sum y}{n}}{\sqrt{\left[ \frac{\sum x^2 - (\frac{\sum x}{n})^2}{n} \right] \left[ \frac{\sum y^2 - (\frac{\sum y}{n})^2}{n} \right]}} \]

Where:
- \( \sum x \) = sum of odd number scores
- \( \sum y \) = sum of even number scores
- \( \sum x^2 \) = sum of squared odd numbers
- \( \sum y^2 \) = sum of squared even numbers
- \( \sum xy \) = sum of the product of paired even and odd number scores
- \( n \) = number of paired even and odd scores


3.10 Pilot Study

Pilot-testing of the research instruments to establish how the sampled population would respond to the question items contained in the research instruments was very useful. It enabled the researcher to check for ambiguity and the appropriateness of sentence structure of the question items in order to get similar responses from all respondents (Orodho, 2005; Plews and Onyango, 1987). The researcher piloted the instruments in three schools not included in the sample population and randomly chosen. This was to evaluate the suitability of the instruments especially on the clarity of instructions contained in the instruments question items, the relevance of the question items and adequacy of the spaces to write the responses. The responses from the pilot study were analyzed and items with ambiguities addressed as was appropriate.
3.11. Data Collection Process

The researcher conducted this research in the first two months of third term of the schools calendar in 2006 (MoE, 2006). This was an appropriate time as much of the teaching-learning programmes had been completed and just before the teachers were too involved in the end year examinations administration and marking (usually taken in November of every year).

Before collecting data for this study, the researcher trained the research assistant on administering with respect the research instruments to the sample population so as to obtain the required information. After training the research assistant, the researcher sought written authority from MoE Headquarters, the DEO and the DC of Lugari District, to carry out the research as required by law governing research work in Kenya. On arrival at the DEO’s office the researcher and the assistant explained the purpose of their visit which was to carry out an evaluation of the effectiveness of the application of MoE policy guidelines for FPE by education managers in the public primary schools in Lugari District.

After explaining the purpose of their visit, the research team requested the DEO and the officers at the office to respond to issues raised in the interview schedules and the document checklist for about 20 minutes in addition to asking them for permission to proceed to the divisions, zones and the schools. Once they had collected the required information and permission granted, they moved to the divisions and zones respectively to administer the research
instruments. Here, the education supervisors were explained to the purpose of the visit to their divisions and zones respectively and requested to respond to the issues raised in the interview schedule and document checklist which targeted their level of management for about 20 minutes.

While in the divisions and zones, the researcher and the assistant informed the education supervisory staff at these levels of their intention to carry out the research in the 34 sampled schools in the district and requested for information on how to reach the schools. On arrival at every school in the study sample, the researcher/assistant explained the purpose of the visit to the headteacher and sought his/her permission to carry out the research. The researcher/assistant also requested the head teacher for each sampled school to allow for discussions with the teachers about the study so that it could take place and to ask the chairpersons of the SMC to come to the school. As soon as the researcher/assistant had established a good rapport with the respondents through assuring them of confidentiality of the information they would provide, the researcher/assistant gave the appropriate research questionnaire to the head teachers and the teachers for about 30 minutes and requested them to respond to the issues raised as they waited.

No sooner had the respondents completed responding to issues raised through the questionnaire did the researcher/assistant request them to separately respond to questions from the interview schedules. In addition, the head teachers were requested to indicate the appropriate response on issues raised
through the document checklist. While still at each sampled school, the researcher / the assistant also interviewed the chairperson of the School Management Committee on issues related to the members being involved in school resources management.

At the end of the research process the researcher / the assistant collected the instruments and thanked the respondents for their contributions and co-operation. Through the questionnaires, interview schedules and the document checklist the researcher gathered information that assisted to answer all the research questions and consequently achieved the research objectives.

3.12. Data Analysis Procedures

When reporting findings based on descriptive research design Kombo and Tromp (2006), Gay (2003), Mugenda and Mugenda (1999), Plews and Onyango (1987) and Likert (1967) recommend the use of quantitative and qualitative analysis procedures. These are procedures which enable the researcher to obtain a balanced analysis and uphold freedom of expression from the sample population. To begin with, the data was grouped according to the category of the respondents; the research questions were coded and then edited by checking whether the respondents had ticked the responses according to the instructions to ascertain accuracy and completeness. The researcher then generated frequency counts of the quantitative responses on the effectiveness of the application of MoE policy guidelines by education managers in Lugari District to implement the FPE programme. The researcher using the SPSS
computer programme also calculated various Measures of Central Tendencies such as Mean and Standard Deviation which were relevant to the research study so as to compute verifiable findings. As for the qualitative responses, key views of the respondents such as coping mechanism in areas not addressed by the policy guidelines and suggestions on how to improve the policy guidelines for the implementation of FPE in Lugari District were evaluated to gauge their relevance. According to Kombo and Tromp (2006), data analysis is complete only when respondents’ views and opinions have been incorporated. The analyzed data has been presented in chapter four.

3.13 Logistical and Ethical Considerations

- The respondents were requested to voluntarily spare between 20 – 30 minutes from their busy schedules to respond to issues raised in the research instruments.
- All the respondents were assured of confidentiality of the information they provided and the anonymity of their identity.
- The researcher/assistant appreciated the cooperation of the respondents.
4.1 Introduction

This study evaluated effectiveness of the MoE policy guidelines which were being used in the implementation of Free Primary Education in Lugari District in the five key areas addressed by the research questions of the study. These were management of the human, financial, physical facilities, teaching-learning and time resources. In addition, it evaluated the effectiveness of the coping mechanism that the education managers used to deal with areas not adequately covered in the policy guidelines and the relevance of the suggestions on how best the policy guidelines for the implementation of the FPE programme could be improved to achieve effective implementation of the programme in the district.

The research questions on which the data analysis was based were stated as follows:

i). To what extent were the MoE policy guidelines for managing the human resource in the implementation of FPE in Lugari District adhered to by education managers?

ii). How effectively did the education managers implement the policy guidelines for managing the financial resource in the implementation of FPE programme in Lugari District?
iii). How effective were the policy guidelines applied by the education managers on the management of the available physical facilities in the implementation of FPE in Lugari District?

iv). To what extent were the policy guidelines for managing the teaching-learning resources in Lugari District in the implementation of FPE observed?

v). How effectively were the policy guidelines utilized to manage time in the implementation of FPE in Lugari District?

vi). To what extent were the innovative strategies used by the education managers to cope with the challenges they still faced in the implementation of FPE in Lugari District effective?

vii). What suggestions could make the policy guidelines used in implementing FPE programme in Lugari more effective?

The research data on the evaluation of the effectiveness of the articulation of MoE policy guidelines in the implementation of FPE in Lugari District were collected from 332 respondents comprising of 284 teachers including head teachers, 34 chairpersons of SMCs and 14 education supervisory staff in the district. The response rate is shown in Table 4.1 that follows.
Table 4.1: Response Rate (n=332)

<table>
<thead>
<tr>
<th>Category of Respondents</th>
<th>Expected</th>
<th>Actual Response</th>
<th>Percentage (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Teachers</td>
<td>250</td>
<td>250</td>
<td>100.0</td>
</tr>
<tr>
<td>Head teachers</td>
<td>34</td>
<td>34</td>
<td>100.0</td>
</tr>
<tr>
<td>Chairpersons of School Management Committee</td>
<td>34</td>
<td>34</td>
<td>100.0</td>
</tr>
<tr>
<td>Education Supervisory Staff</td>
<td>14</td>
<td>14</td>
<td>100.0</td>
</tr>
<tr>
<td>Total</td>
<td>332</td>
<td>332</td>
<td>100.0</td>
</tr>
</tbody>
</table>

The analyzed research findings have been presented in frequency tables, correlation tables, percentages, line graphs, pie charts and histograms. This is because they can easily be interpreted to show the relative differences of values and people’s ability in internalizing concepts and applying the skills learnt in order to effect desirable change in situations (Kombo and Tromp, 2006; Burnes, 2004).

In this study the focus was in evaluating the abilities of education managers to use MoE policy guidelines in the implementation of the FPE programme in Lugari District and make recommendations on how best the policy guidelines could be improved to ensure effective implementation.

The policy guidelines for the implementation of FPE programme focused on the following five resource areas:

- Human Resource.
- Physical Facilities.
- Teaching-learning Resources.
- Time.
4.2 Management of the Human Resource

The management of the human resource in this study was evaluated through research question one which sought the extent to which the education managers in Lugari District were able to adhere and articulate MoE policy guidelines in managing the human resource in the implementation of FPE. The respondents of this question were all the education supervisory staff, head teachers, teachers and chair persons of the SMCs of the sampled schools in Lugari District.

Human resource is a key factor in the effective implementation of policy guidelines in an organization as it is the resource that interprets and applies the policy guidelines on resource management in the organization. Due to its facilitation nature, the human resource role in the implementation of the FPE programme in Lugari was evaluated more as compared to other resources.

Issues evaluated under management of the human resource were as follows:

- Demographic data of the teachers, head teachers and education supervisory staff.
- Posting of the education managers to the district.
- Management of the human resource in the public primary schools in the district.
- Handling of learners with special needs in the schools.
- Rating of the learners’ learning abilities.
• Promotion of learning interest in learners.
• Promotion of discipline in the schools.
• Adequacy of teaching staff.
• Motivation of teachers.
• Rating of in-service courses on FPE implementation.
• Enhanced role of School Management Committee.
• Role of School Instruction Materials Selection Committee.
• Frequency and importance of standards assessment of the schools programmes by QASOs.

4.2.1 Demographic Details of Teachers
During this research it was necessary to collect demographic data of the 250 teachers to establish their academic qualifications and professional experience in order to gauge their ability to apply effectively MoE policy guidelines for the implementation of FPE programme. The data is shown in Table 4.2 that follows.
Table 4.2: Demographic Details of the Teachers (n=250)

<table>
<thead>
<tr>
<th>Demographic details of the teachers</th>
<th>Gender/Academic level/Experience</th>
<th>No of responses</th>
<th>Percent (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Gender</td>
<td>Male</td>
<td>111</td>
<td>44.0</td>
</tr>
<tr>
<td></td>
<td>Female</td>
<td>139</td>
<td>56.0</td>
</tr>
<tr>
<td>Education level</td>
<td>Primary School</td>
<td>34</td>
<td>13.6</td>
</tr>
<tr>
<td></td>
<td>Secondary school</td>
<td>213</td>
<td>85.2</td>
</tr>
<tr>
<td></td>
<td>University degree</td>
<td>3</td>
<td>1.2</td>
</tr>
<tr>
<td>Professional Qualifications</td>
<td>P2</td>
<td>5</td>
<td>2.0</td>
</tr>
<tr>
<td></td>
<td>P1</td>
<td>110</td>
<td>44.0</td>
</tr>
<tr>
<td></td>
<td>ATS IV</td>
<td>85</td>
<td>34.0</td>
</tr>
<tr>
<td></td>
<td>ATS III</td>
<td>30</td>
<td>10.0</td>
</tr>
<tr>
<td></td>
<td>ATS I</td>
<td>10</td>
<td>4.0</td>
</tr>
<tr>
<td></td>
<td>Diploma and above</td>
<td>10</td>
<td>4.0</td>
</tr>
<tr>
<td>Teaching Experience</td>
<td>Less than 5 years</td>
<td>37</td>
<td>14.8</td>
</tr>
<tr>
<td></td>
<td>6-10 years</td>
<td>21</td>
<td>8.5</td>
</tr>
<tr>
<td></td>
<td>11-15 years</td>
<td>57</td>
<td>23.1</td>
</tr>
<tr>
<td></td>
<td>16-20 years</td>
<td>63</td>
<td>25.5</td>
</tr>
<tr>
<td></td>
<td>21-25 years</td>
<td>45</td>
<td>18.2</td>
</tr>
<tr>
<td></td>
<td>26-30 years</td>
<td>18</td>
<td>7.3</td>
</tr>
<tr>
<td></td>
<td>31 years and above</td>
<td>9</td>
<td>3.6</td>
</tr>
</tbody>
</table>

The analyzed data revealed that majority 213 (85.2%) of the teachers in Lugari District were qualified and experienced enough to articulate MoE policy guidelines in the implementation of the FPE programme as they had secondary education level, the required professional qualifications ranging between P2 grade to diploma and above. These respondents had been in the teaching profession at primary level for longer than 5 years.

4.2.2 Demographic Details of the Head teachers

In collecting data on the articulation of MoE policy guidelines in Lugari District, the researcher also collected demographic details of the 34 head teachers so as to evaluate the abilities of the head teachers to understand, interpret, disseminate and
apply policy guidelines in order to implement effectively the FPE programme in Lugari District. The respondents were asked to respond to questions relating to their gender, academic qualifications and work experience. Their responses are indicated in Table 4.3 that follows:

Table 4.3: Demographic Details of the Head Teachers (n=34)

<table>
<thead>
<tr>
<th>Socio-demographic details</th>
<th>Gender/Academic level/Expenditure</th>
<th>Number of respondents</th>
<th>Percent (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Gender</td>
<td>Male</td>
<td>25</td>
<td>73.5</td>
</tr>
<tr>
<td></td>
<td>Female</td>
<td>9</td>
<td>26.5</td>
</tr>
<tr>
<td>Educational Level</td>
<td>Form four</td>
<td>21</td>
<td>61.8</td>
</tr>
<tr>
<td></td>
<td>A-level</td>
<td>12</td>
<td>35.3</td>
</tr>
<tr>
<td></td>
<td>Diploma</td>
<td>1</td>
<td>2.9</td>
</tr>
<tr>
<td>Professional Qualifications</td>
<td>PI</td>
<td>2</td>
<td>5.9</td>
</tr>
<tr>
<td></td>
<td>ATS IV</td>
<td>18</td>
<td>52.9</td>
</tr>
<tr>
<td></td>
<td>ATS I</td>
<td>11</td>
<td>32.4</td>
</tr>
<tr>
<td></td>
<td>ATS III</td>
<td>2</td>
<td>5.9</td>
</tr>
<tr>
<td></td>
<td>Diploma and above</td>
<td>1</td>
<td>2.9</td>
</tr>
<tr>
<td>Teaching Experience</td>
<td>11-14 years</td>
<td>2</td>
<td>5.9</td>
</tr>
<tr>
<td></td>
<td>15-19 years</td>
<td>1</td>
<td>2.9</td>
</tr>
<tr>
<td></td>
<td>20-24 years</td>
<td>16</td>
<td>47.1</td>
</tr>
<tr>
<td></td>
<td>25-29 years</td>
<td>12</td>
<td>35.3</td>
</tr>
<tr>
<td></td>
<td>30-34 years</td>
<td>3</td>
<td>8.8</td>
</tr>
<tr>
<td>Experience as a Head Teacher</td>
<td>1 year</td>
<td>10</td>
<td>29.4</td>
</tr>
<tr>
<td></td>
<td>2 years</td>
<td>3</td>
<td>8.8</td>
</tr>
<tr>
<td></td>
<td>3 years</td>
<td>10</td>
<td>29.4</td>
</tr>
<tr>
<td></td>
<td>More than 3 years</td>
<td>11</td>
<td>32.4</td>
</tr>
</tbody>
</table>

Findings of the study indicated that 25 (73.5%) head teachers who were supervisors of the implementation of FPE at the school level were males against 9 (26.5%) females. This showed that there were fewer females in education management at primary school level. Twenty one, (61.8%) of the head teachers, were of form four academic levels and had PI grade and higher professional qualifications which were appropriate for teaching at primary school level and therefore capable of effectively implementing the MoE policy guidelines for FPE.
programme. Having these credentials the head teachers could interpret the guidelines developed for the FPE implementation. In addition, a majority of the head teachers, 31 (91.2%) had served for more than 20 years as classroom teachers before being appointed to headship. While 21 (61.8%) of the head-teachers had been administrators of public primary schools for 3 years and above. Referring to the guidelines for the implementation of FPE (Republic of Kenya, 2003c) and views by Farrant (1964) on qualities of education managers, the head teachers had the required qualifications, skills and experience to articulate the policy guidelines for the implementation of FPE effectively.

4.2.3 Demographic Details of Education Supervisory Staff

The demographic details of the 14 education supervisory staff were also collected in order to gauge their abilities in supervising the implementation of MoE policy guidelines on FPE in Lugari District. The education supervisory staff in the district responded to questions in the interview schedules regarding their gender, qualifications and experience in the supervision of the implementation of FPE. Data on their responses is shown in Table 4.4 that follows.
The analyzed data contained in Table 4.4 indicate that 9 (64.3%) of those interviewed were QASOs while the other 5 (35.7%) were education officers. Twelve (85.7%) of the respondents were females and only 2 (14.3%) were males. This revealed that there was gender imbalance in favour of females at the education supervisory level in Lugari District unlike in the case of head teachers where there were more males than females. Seven (50%) of the respondents had Bachelor of Education qualifications with an average of 12 years of teaching experience and 10.4 years administrative experience. The academic, professional qualifications and the administrative experience of the education supervisory staff subscribed to the basic requirements for an education supervisor according to job requirements of MoE. Thus, they were qualified to supervise effectively the
implementation of the FPE programme through articulating the MoE policy guidelines on the programme.

4.2.4 Posting of the Education Managers to the District

Human beings work efficiently, if their opinion is taken into consideration in decision making especially decisions that affect their lives. The education managers’ feelings about being posted to Lugari District were evaluated so as to gauge their appreciation of the environment in which they worked and hence evaluate their effectiveness in implementing MoE policy guidelines on FPE. The researcher asked all the respondents to state whether they liked the idea of being posted to serve in various capacities in Lugari District. The respondents’ views on their posting are indicated in figure 4.1 that follows.

Figure 4.1: Posting to the Schools/ Zones/Divisions/District (n=332)

An analysis of the respondents views on their posting to the present stations to evaluate their feelings revealed that 289 (96.9%) did not make a choice on where
to be posted nor did they like the delocalization strategy of posting officers out of their districts of birth based on government policy of delocalization of staff (Republic of Kenya, 2003b). Although the education managers did not make choices about their posting, they had accepted to work in their stations. Some because of fear of being disciplined and others just being patriotic. However, the supervisory staff stated that the delocalization strategy of posting the respondents to their current work stations had affected their efficiency and effectiveness in performing duties as they frequently sort permission to travel to their home districts to deal with personal/ family matters.

4.2.5 Management of Human Resource in the Public Primary Schools.

The management of the human resource in this study focused on QASOs, head teachers, teachers and learners and how they interacted in the schools in Lugari District to ensure that MoE policy guidelines for the FPE programme were implemented efficiently and effectively. The teachers were asked to state the population of learners in their classes by gender and their views about the class population in relation to the available resources in the class. Similarly, the head teachers were asked to state the total number of learners in their schools in addition to explaining the effect of the enrolment on school resources. The responses on population of learners in the classes are shown in figure 4.2 while those of learners in the schools are indicated in Table 4.5 respectively.
From the data in figure 4.2 it was evident that the population of learners in classes by gender on the average ranged between 21 and 40. Thus, each class had averagely 60 learners. The enrolment was higher than the recommended number of 50 learners per class (Republic of Kenya, 1967).

Table 4.5: Current Total Enrolment (n=34)

<table>
<thead>
<tr>
<th>Enrolment population</th>
<th>No of responses</th>
<th>Percent (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>300-500</td>
<td>14</td>
<td>41.2</td>
</tr>
<tr>
<td>501-599</td>
<td>7</td>
<td>20.6</td>
</tr>
<tr>
<td>600-889</td>
<td>6</td>
<td>17.6</td>
</tr>
<tr>
<td>900-1099</td>
<td>4</td>
<td>11.8</td>
</tr>
<tr>
<td>1100 and above</td>
<td>3</td>
<td>8.8</td>
</tr>
<tr>
<td>Total</td>
<td>34</td>
<td>100.0</td>
</tr>
</tbody>
</table>

The responses from the head teachers also indicated that their schools had large numbers of learners. This was as a result of the Ministry of Education mission of “All Pupils in School” (Republic of Kenya, 2003b).
On the question of how the large number of learners in the classes and in the school impacted on school resources, both the head teachers and teachers gave similar views as shown in the correlation Table 4.6

Table 4.6 Management of Human Resources in Public Primary Schools (n=284)

<table>
<thead>
<tr>
<th>Head teachers views (n=34)</th>
<th>f (x)</th>
<th>dx</th>
<th>dx^2</th>
<th>Teachers views (n=250)</th>
<th>f (y)</th>
<th>dy</th>
<th>dy^2</th>
<th>dxdy</th>
</tr>
</thead>
<tbody>
<tr>
<td>Inadequate physical facilities</td>
<td>18</td>
<td>0</td>
<td>0</td>
<td>Inadequate physical facilities</td>
<td>92</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Shortage of staff</td>
<td>7</td>
<td>-11</td>
<td>121</td>
<td>Shortage of staff</td>
<td>67</td>
<td>-25</td>
<td>625</td>
<td>275</td>
</tr>
<tr>
<td>More opportunity for schooling</td>
<td>5</td>
<td>-13</td>
<td>169</td>
<td>More opportunity for schooling</td>
<td>42</td>
<td>-50</td>
<td>2500</td>
<td>650</td>
</tr>
<tr>
<td>Increased workload</td>
<td>3</td>
<td>-15</td>
<td>225</td>
<td>Increased workload</td>
<td>29</td>
<td>-63</td>
<td>3969</td>
<td>945</td>
</tr>
<tr>
<td>Increased indiscipline cases</td>
<td>1</td>
<td>-17</td>
<td>289</td>
<td>Increased indiscipline cases</td>
<td>20</td>
<td>-72</td>
<td>5184</td>
<td>1224</td>
</tr>
<tr>
<td>Total</td>
<td>34</td>
<td>804</td>
<td>Total</td>
<td>250</td>
<td>12278</td>
<td>3094</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Relationship Formula (R) = (Σ(x-d) Σ(y-d))/ √(Σ(x-d)^2 Σ(y-d)^2) = 3094/√804×12278 = 0.985

Using the formula on correlation of responses, table 4.6 shows that there was 98.5% similarity of information given by head teachers and that given by teachers.

Majority of the respondents stated that unconditional enrolment of learners in the public primary schools in Lugari District had overstretched available physical facilities.

To handle the challenge of over-stretched physical facilities and acute shortage of teaching staff, the head teachers and the teachers had effectively employed the use of Alternative Teaching Approaches such as Multi-Shift and Multi-Grade so that all classes were attended to through out the teaching time. The use of such
teaching approaches was encouraged by the Ministry of Education as a coping strategy (Republic of Kenya, 2005b).

To clarify further the head teachers and teachers’ views on the effect of unconditional enrolment of learners in public primary schools in the district on school resources, QASOs were asked through an interview schedule to state the total current enrolment of learners in the schools in the district and its implication on school resources in the FPE implementation. The QASOs responses on total current enrolment of learners in schools in the district and its effects on school resources in the FPE implementation were that there was high enrolment in the public primary schools in Lugari District and this had overstretched the available resources. These views were similar to those expressed by the head teachers and teachers on the question of the effect of large learner population on resources.

4.2.6 Learners with Special Needs

To evaluate how teachers interacted with SNE learners in the public primary schools in Lugari District to effectively implement FPE, the researcher asked the teachers questions relating to interaction in the schools. The 250 teachers were requested to state whether they had admitted learners with special needs in their classes and also explain how they assisted the learners with special needs to cope with the challenges of schooling. At the same time, the head teachers were asked the same question through a separate questionnaire. Figure 4.3 that follows shows
the respondents (head-teachers and teachers) who stated that they had learners with special needs in their schools.

**Figure 4.3 Learners with Special Needs (n=284)**

Data analyzed revealed that there were learners with special needs in most classes and consequently in most schools in Lugari District. This had resulted from the government policy of Inclusive Education (Republic of Kenya, 2001). To cope with challenges of schooling the respondents assisted learners with SNE in various ways as shown in the correlation Table 4.7 that follows.

**Table 4.7: Assisting Learners with Special Needs (n=284)**

<table>
<thead>
<tr>
<th>Head teachers’ responses (n=34)</th>
<th>f(x)</th>
<th>dx</th>
<th>dx²</th>
<th>Teachers’ responses (n=250)</th>
<th>f(y)</th>
<th>dy</th>
<th>dy²</th>
<th>dx*dy</th>
</tr>
</thead>
<tbody>
<tr>
<td>Use of mixed discussion groups</td>
<td>14</td>
<td>0</td>
<td>0</td>
<td>Use of integrated discussion groups</td>
<td>102</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Giving remedial work</td>
<td>11</td>
<td>-3</td>
<td>9</td>
<td>Giving remedial work</td>
<td>60</td>
<td>-42</td>
<td>1764</td>
<td>126</td>
</tr>
<tr>
<td>Adjusting the social and physical environment</td>
<td>5</td>
<td>-9</td>
<td>81</td>
<td>Ensuring that the social and physical environment suits all learners</td>
<td>48</td>
<td>-54</td>
<td>2916</td>
<td>486</td>
</tr>
<tr>
<td>Giving work relevant to their abilities</td>
<td>2</td>
<td>-12</td>
<td>144</td>
<td>Assigning work based on individual abilities</td>
<td>37</td>
<td>-65</td>
<td>4225</td>
<td>780</td>
</tr>
<tr>
<td>Setting up special units for them</td>
<td>2</td>
<td>-12</td>
<td>144</td>
<td>Organizing special seating places in the classrooms</td>
<td>3</td>
<td>-99</td>
<td>9801</td>
<td>1188</td>
</tr>
<tr>
<td>Total</td>
<td>34</td>
<td>378</td>
<td></td>
<td>Total</td>
<td>250</td>
<td>18706</td>
<td>2580</td>
<td></td>
</tr>
</tbody>
</table>

R=$\sum(x-d)$ $\sum(y-d)/(\sqrt{x-d})^2(y-d)$ =2580/$\sqrt{378}$/$\sqrt{18706}$=0.97
The statistics in table 4.7 shows that with 97% degree of relationship the respondents generally agreed that use of mixed discussion group and giving remedial work were rated as the most appropriate strategies to assist learners with special needs to participate effectively in school activities as they were supported by both the teachers and other learners. The respondents efforts of assisting SNE learners to understand concepts being taught was as recommended by Hetty (1994) that education managers be able to identify and appreciate similarities and differences among learners. However, the setting up of special units/ seating places for learners with special needs expressed by a few head teachers and teachers was contrary to Ministry of Education strategy of Inclusive Education for learners with mild disabilities in order to ensure that FPE was implemented effectively. According to MoE policy guidelines, only learners with severe learning challenges should be admitted to special schools (Republic of Kenya, 2003d). The implication of the respondents’ differential treatment of learners with special needs could be that they had not been in-serviced effectively on the policy of Inclusive Education in the implementing the FPE programme.

4.2.7 Rating of Learners’ Learning Abilities

To evaluate the learning abilities of learners, who were of mixed abilities and ages in the classrooms, the 284 teachers (including head teachers) were asked to rate them using test scores of the subjects they taught. Their responses are as indicated in figure 4.4 that follows.
Data analysis on the rating of the learners learning abilities showed that majority, 135 (47.6%) of the respondents rated the learners’ learning ability as fairly fast; 56 (19.8 %) stated that they were fast; 53 (18.6 %) rated them as slow and only 14 (5.0 %) rated the learners’ learning ability as very fast while 26 (9.0%) rated them as very slow. Since most teachers rated their learners as fairly fast learners, it implied that the learners were capable of acquiring the required competencies in the syllabus content as articulated through teaching-learning processes such as Alternative Teaching Approaches which they had employed to effectively implement the MoE policy guidelines for FPE programme. The rating of learners learning abilities was recommended by MoE in order to keep track of the Value Added Progress (VAP) on learners learning ability with a view to assisting them improve as need be.

4.2.8: Promotion of learning interest in learners

The re-introduction of FPE at primary level of education in Kenya in 2003 had not only given an opportunity to many learners to be in school but had also allowed
learners of varied ability and ages to be in the same classes. In view of this, the 284 head teachers and teachers in Lugari District were asked to state the strategies they had employed to effectively articulated MoE policy guidelines on the promotion of learning interest in all learners in the implementation of FPE. The head teachers and teachers brought out different views on the various ways through which they promoted learners learning interest in the implementation of FPE as shown in correlation Table 4.8 that follows.

Table 4.8: Promotion of Learning Interest in Learners (n=284)

<table>
<thead>
<tr>
<th>Head teachers responses (n=34)</th>
<th>f(x)</th>
<th>dx</th>
<th>dx^2</th>
<th>Teachers responses (n=250)</th>
<th>f(y)</th>
<th>dy</th>
<th>dy^2</th>
<th>dx*dy</th>
</tr>
</thead>
<tbody>
<tr>
<td>Involving learners in decision-making process</td>
<td>11</td>
<td>0</td>
<td>0</td>
<td>Allowing learners to make decisions</td>
<td>70</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Respecting their views</td>
<td>8</td>
<td>-3</td>
<td>9</td>
<td>Answering their questions honestly</td>
<td>56</td>
<td>-14</td>
<td>196</td>
<td>42</td>
</tr>
<tr>
<td>Rewarding individual efforts</td>
<td>7</td>
<td>-4</td>
<td>16</td>
<td>Counseling them</td>
<td>48</td>
<td>-22</td>
<td>484</td>
<td>88</td>
</tr>
<tr>
<td>Guiding and counseling them</td>
<td>5</td>
<td>-6</td>
<td>36</td>
<td>Praising their good work</td>
<td>46</td>
<td>-24</td>
<td>576</td>
<td>144</td>
</tr>
<tr>
<td>Providing adequate facilities</td>
<td>3</td>
<td>-8</td>
<td>64</td>
<td>Sharing out resources equitably</td>
<td>30</td>
<td>-40</td>
<td>1600</td>
<td>320</td>
</tr>
<tr>
<td>Total</td>
<td>34</td>
<td>378</td>
<td></td>
<td>Total</td>
<td>250</td>
<td>2856</td>
<td>594</td>
<td></td>
</tr>
</tbody>
</table>

R=\[\frac{\sum(x-d)\sum(y-d)}{\sqrt{\sum(x-d)^2}\sqrt{\sum(y-d)^2}}\]=\frac{594}{\sqrt{125}\sqrt{2856}}=0.994

Using the formula on relationships of responses table 4.8 shows, that there was 99% correlation between the information given by head teachers and that given by teachers. This meant that promotion of learning interest in learners' was effectively done by most of the respondents through involving the learners in decision making of issues affecting their well-being. For example, the teachers most of the time sought the opinion of learners on matters that affected their
academic performance and welfare through the class prefects. This management strategy was as noted in scholarly works of researchers on education management such as Hirst and Peters (1972), Reid (1971) and MoE (2001) as being effective in education programme management.

4.2.9 Promoting Discipline in the Schools

To evaluate the 284 head teachers and teachers' views on the effective application of MoE policy guidelines in the promotion of discipline in the schools in order to implement FPE, the researcher requested them to answer questions regarding various ways of effective promotion and maintenance of discipline among learners in the schools. The respondents' views are indicated in Figure 4.5 that follows.

**Figure 4.5: Promotion of Discipline (n=284)**

![Bar graph showing percentage of responses for different methods of promoting discipline.]

From the data analyzed, it was noted that most respondents, 220 (77.6 %) stated that they used guidance and counseling mostly to promote discipline among learners. Thirteen (4.6 %) stated that they caned the learners while the rest used other ways such as assigning them manual work. In the promotion of discipline, a
few of the respondents faced the challenge of using guidance and counseling approach effectively due to inadequate in-service training after they had completed the pre-service course. This was the reason why they used other methods that were not in line with MoE policy guidelines on promoting discipline. Thus, although use of guidance and counseling had to a large extent promoted discipline as required by MoE, other alternative modes of discipline were still in use. The use of guidance and counseling approaches to promote discipline was as the recommendations of UNESCO (2003) and Republic of Kenya (2001) who championed observation of human rights.

4.2.10 Adequacy of Teaching Staff

The re-launch of FPE in 2003 had led to the overstretching of the available resources including the teaching staff. Therefore, in order to evaluate the adequacy of the teaching staff in Lugari District, the head teachers were requested to state the adequacy of the teaching staff in their schools and also show how they coped with any shortfall. Their responses are shown in Figure 4.6 that follows.

Figure 4.6: Adequacy of the teaching Staff (n = 34)

The data analysis revealed that 32 (94.0%) of the respondents had inadequate teaching staff while only 2 (6.0%) of the respondents stated they had adequate
The acute shortage of teaching staff had led the high teacher-learner ratio beyond that recommended by TSC of 1:50 (Republic of Kenya, 1967). This was an indicator that the TSC had not implemented effectively MoE policy guidelines on staffing of public primary schools. Despite the shortage of staff, the head teachers coped by using various ways as shown in Table 4.9 that follows.

<table>
<thead>
<tr>
<th>Methods of coping with inadequate staff</th>
<th>No of responses</th>
<th>Percent (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Amalgamating streams</td>
<td>16</td>
<td>46.2</td>
</tr>
<tr>
<td>Using alternative teaching methods</td>
<td>10</td>
<td>28.2</td>
</tr>
<tr>
<td>Hiring teachers paid by PTA</td>
<td>9</td>
<td>25.6</td>
</tr>
<tr>
<td>Total</td>
<td>34</td>
<td>100.0</td>
</tr>
</tbody>
</table>

The study findings indicated that 16 (46.2 %) of the respondents amalgamated streams while 10 (28.2 %) encouraged teachers to use Alternative Teaching Approaches for example Multi-Shift and Multi-Grade and 9 (25.6%) hired teachers who were paid by the PTA. This implied that most of the head teachers used amalgamated streams to ensure that learners were taught effectively despite shortage of staffing (Republic of Kenya, 2005b).

4.2.12 Motivation of Teachers by Head teachers

In order to gauge the ability of the head teachers to promote effective team spirit among the teaching staff in the public primary schools in Lugari District, the researcher asked them several questions pertaining to team building ways. The 34 respondents (head teachers) were requested to state how they effectively motivated the teachers in their schools to perform their duties with dedication since the...
teachers handled large classes with learners of varied learning abilities and ages due to inclusive nature of the FPE programme. The responses are shown in the figure 4.7 that follows.

Figure 4.7: Motivation of Teachers by Head teachers (n=34)

From the graph, it was noted that involvement in decision making was indicated as the best way through which most head teachers motivated their teachers for ownership of decisions made on school issues. However, taking them for tours was the least motivational. The involvement of teachers in decision making processes was in concurrence with research findings of Okumbe (1998) and Jolly (1969) who underscore the importance of motivation in individual work output.

4.2.13 Rating of the in-service courses on FPE implementation

After the reintroduction of FPE in 2003, MoE policy guidelines required education managers to undergo in-service courses on its implementation. In view of this, the
34 head teachers and 250 teachers were asked about their views on the frequency and usefulness of the in-service courses organized by MoE they had attended on effective FPE implementation since the reintroduction of FPE programme. Their responses are indicated by figure 4.8 that follows.

Data analysis on rating of in-service courses showed that the majority of the respondents 180 (63.4%) found the in-service courses they had attended valuable. Eighty five (29.9%) found them quite informative on current education issues while 19 (6.7%) rated them informative. Although most of the respondents’ views were in line with the objectives of the Directorate of Quality Assurance and Standards which organizes in-service courses to improve teachers’ skills on FPE implementation, the frequency of in-service course was rated low. To supplement the infrequent MoE organized in-service courses, the head teachers organized school based INSETs frequently to enable members of the school community articulate effectively the MoE policy guidelines of FPE implementation.
4.2.14 Enhanced role of the SMCs in school activities.

In order to evaluate the effectiveness of the enhanced role of the SMCs as stated in the MoE policy guidelines in the implementation of the FPE programme in the public primary schools, the researcher asked the head teachers to respond to questions relating to the involvement of SMCs in school activities. The head teachers’ views on the enhanced role of SMCs are indicated in Table 4.10 below.

Table 4.10: Enhanced Role of SMCs in School Activities (n=34)

<table>
<thead>
<tr>
<th>Enhanced role of SMC</th>
<th>No of responses</th>
<th>Percent (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Budgeting FPE funds</td>
<td>16</td>
<td>47.1</td>
</tr>
<tr>
<td>Overseeing appropriate use of vote heads</td>
<td>6</td>
<td>17.6</td>
</tr>
<tr>
<td>Sensitizing parents on their responsibilities in FPE implementation</td>
<td>4</td>
<td>11.8</td>
</tr>
<tr>
<td>Providing physical facilities</td>
<td>4</td>
<td>11.8</td>
</tr>
<tr>
<td>Informing community of school needs and progress</td>
<td>3</td>
<td>8.8</td>
</tr>
<tr>
<td>Providing guiding and counseling services</td>
<td>1</td>
<td>2.9</td>
</tr>
<tr>
<td>Total</td>
<td>34</td>
<td>100.0</td>
</tr>
</tbody>
</table>

From the research findings collected through the questionnaire and the interview schedule, it was noted that all head teachers recognized the important role of SMC in the implementation of the FPE programme. Therefore, they had involved them in various activities in the schools such as sensitizing parents on their obligation in providing physical facilities in the schools so that the FPE programme could effectively be implemented. Through this, head teachers were articulating the policy guidelines of MoEST which are explicit on the enhanced role of SMCs in the FPE programme implementation including ensuring effective resource
utilization. However, there were some challenges the head teachers faced in this area such as illiteracy of some members of SMC who discussed school confidential issues in public. To cope with this challenge, the head teachers advised members of the SMC on confidentiality. In addition, meetings to discuss FPE programme implementation issues were carried out using both English and Kiswahili which were languages commonly understood by the people in the district from which the SMC members were drawn.

4.2.15. Importance of SIMSC in FPE implementation.

With the reintroduction of FPE in 2003, SIMSC was established in primary school management by MoE and mandated to deal with all matters pertaining to procurement of instructional resources in public primary schools. To evaluate the effectiveness of SIMSC, the researcher asked the 284 respondents questions regarding procurement of instructional resources in the schools. The respondents (head teachers and teachers) were asked to state their views on the role of SIMSC as a strategy in the implementation of FPE in the schools. The views of the head teachers and teachers on the importance of a functional SIMSC are presented in the correlation Table 4.11 that follows.
The degree of relationship between information given by the head teachers and that given by teachers based on the correlation formula was 96.0%. This meant that SIMSC involvement in selection of instructional materials was crucial and confirmed the importance of SIMSC involvement in the selection, recommendation and verification of instructional materials as given by the two groups of respondents.

It was the SIMSC that ensured the procurement of appropriate teaching-learning resources for the schools based on MoE policy guidelines on instructional resource management. The guidelines stress that stakeholders in education should

<table>
<thead>
<tr>
<th>Head teachers responses (n=34)</th>
<th>f(x)</th>
<th>dx</th>
<th>dx²</th>
<th>Teachers responses (n=250)</th>
<th>f(y)</th>
<th>dy</th>
<th>dy²</th>
<th>dxdy</th>
</tr>
</thead>
<tbody>
<tr>
<td>Selecting, and recommending instructional materials</td>
<td>16</td>
<td>0</td>
<td>0</td>
<td>Selecting and recommending instructional materials</td>
<td>200</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Verifying the costs for instructional materials</td>
<td>10</td>
<td>-6</td>
<td>36</td>
<td>Analyzing prices for selected instructional materials</td>
<td>24</td>
<td>-176</td>
<td>30976</td>
<td>1056</td>
</tr>
<tr>
<td>Identifying suppliers of instructional materials</td>
<td>6</td>
<td>-10</td>
<td>100</td>
<td>scrutinizing tenders for instructional materials</td>
<td>20</td>
<td>-180</td>
<td>32400</td>
<td>1800</td>
</tr>
<tr>
<td>Supervising issuing of instructional materials among learners</td>
<td>2</td>
<td>-14</td>
<td>196</td>
<td>Ensuring fair sharing of instructional materials among learners</td>
<td>6</td>
<td>-194</td>
<td>37636</td>
<td>2716</td>
</tr>
<tr>
<td>Total</td>
<td>34</td>
<td>332</td>
<td></td>
<td>Total</td>
<td>250</td>
<td>101012</td>
<td>5572</td>
<td></td>
</tr>
</tbody>
</table>

\[ R = \frac{\sum(x-d) \cdot \sum(y-d)}{\sqrt{\sum(x-d)^2} \cdot \sqrt{\sum(y-d)^2}} = \frac{5572}{\sqrt{332}} \cdot \frac{101012}{\sqrt{5572}} = 0.96 \]
participate effectively in procurement processes for transparency and accountability. In the use of SIMSC to procure instructional materials, the head teachers had articulated effectively the MoE policy guidelines for the implementation of FPE.

4.2.16 Frequency and Importance of Standards Assessment of School Programmes by QASOs

Since the government was funding most of the teaching-learning resources in the public primary schools, it was prudent that MoE policy guidelines on school activities be monitored frequently to ensure effective utilization of the purchased instructional resources. Thus, the researcher evaluated the frequency and importance of assessment of school programmes by QASOs.

The researcher asked the 34 head teachers to state their views on the frequency and the value of standards assessment of school programmes by QASOs in order to evaluate the effectiveness of the work of QASOs in the district especially as relates to the effective utilization of instructional resources in the implementation of FPE programme. The respondents' views are indicated in Table 4.12 that follows:
Table 4.12: Views of Head teachers on the Frequency and importance of Standards Assessment by QASOs (n=34)

<table>
<thead>
<tr>
<th>Frequency of assessment</th>
<th>No of responses</th>
<th>Percent (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Termly</td>
<td>13</td>
<td>38.2</td>
</tr>
<tr>
<td>At least twice a term</td>
<td>7</td>
<td>20.6</td>
</tr>
<tr>
<td>At least twice a year</td>
<td>6</td>
<td>17.6</td>
</tr>
<tr>
<td>Monthly</td>
<td>4</td>
<td>11.8</td>
</tr>
<tr>
<td>Once a year</td>
<td>4</td>
<td>11.8</td>
</tr>
<tr>
<td>Total</td>
<td>34</td>
<td>100.0</td>
</tr>
</tbody>
</table>

Data in Table 4.13 indicate that 13 (38.2%) of the head teachers stated that their schools were assessed on a Termly basis while 7 (20.6%) stated that their schools were assessed at least twice a term and sometimes twice a year. For others, assessment was done monthly and sometimes once a year. All the respondents also stated that the QASOs discussed with them matters relating to FPE implementation during the assessment. The above statistics revealed that QASOs assessed standards in the public primary schools in Lugari District frequently and advised the school managers as was appropriate based on the MoEST policy guidelines for effective implementation of FPE.

The effective monitoring of the implementation of FPE in many countries such as Zambia and Tanzania by government agencies enabled them to address the challenges on time. This was unlike in Malawi where FPE implementation collapsed after only 4 years (1994-1999) due to delay in addressing challenges such as inadequate human resources, teaching-learning resources and inadequate physical facilities (http://Unesco/Free Primary Education backfires.htm). Thus, the Kenya government had also put in place monitoring mechanisms for the
maintenance of financial documents so as to promote transparency and accountability in the management of school funds. Although the education managers were able to maintain most of financial documents, many errors were noted and therefore they recommended that the in-service courses be organized continuously to cater for newly appointed education managers and enable the serving ones to update their knowledge.

To clarify further the head teachers' views on the frequency and value of standards assessment in the schools in the FPE implementation, the researcher interviewed the QASOs about their views on the frequency and importance of assessment of school activities. The 14 QASOs responses are shown in Figure 4.8 and figure 4.9 respectively.

**Figure 4.9: Frequency of Assessing the Standards of Resource Management by QASOs (n=14)**

- termly: 7%
- monthly: 50%
- 3 times a week: 43%
- others: 7%
Responses from QASOs on standards assessment of school programmes revealed that assessment was mostly done on a termly basis due to increase in the number of schools in the district and the diminishing numbers of Quality Assurance and Standards Officers. This was stated by 50.0% of the respondents. The frequency of standards assessment was not in accordance to guidelines provided by MoE which state that zonal QASOs frequently assess the effectiveness of school programmes such as FPE and send their reports to the MoE’s headquarters monthly. Due to increase in the number of schools in the district and the decrease of QASOS as their recruitment and/deployment was not corresponding, the use of the strategy of QASOs assessment of public primary school programmes on a monthly basis was ineffective.

As regards the importance of frequent standards assessment of school activities, the QASOs underscored its importance as shown in Figure 4.10 that follows.

Figure 4.10: Importance of Standards Assessment of FPE programme by QASOs (n=14)
Almost all the QASOs, 12 (86.0 %) when interviewed unanimously agreed that standards assessment of FPE programme although infrequent had empowered head teachers and teachers to manage the available resources effectively and efficiently. The assessment had enabled them to keep verifiable records, spend quality time on teaching and supervising school activities.

Proponents of effective education management such as Carson (1999), Okumbe (1998) and Berry (2005) also emphasize the importance of the timely assessing school activities effectively to promote educational ideals. The assessment and guidance given by QASOs among other reasons may have contributed significantly to improved KCPE results in 2006 in the district whereby the mean score moved from 258.55 in 2005 to 262.50 (MoE, 2006).

4.3 Management of the Financial Resources

Issues on the finance resources in this study were evaluated through research question number two. The question sought to evaluate the effectiveness of education managers in Lugari District in applying MoE policy guidelines on financial management in the implementation of the FPE programme.

The issues evaluated under the management of the finance resource were:

- The frequency of attending the in-service courses on financial management organized for education managers.
4.3.1 Attendance of in-service courses on financial management

In order to evaluate the frequency of in-service courses for head teachers and SMC members for them to be empowered adequately in order to articulate MoE policy guidelines for implementation of FPE effectively, the researcher asked the 68 education managers (head teachers and chairpersons of SMCs) questions relating to in-service attendance on financial management. The respondents' views are represented in figure 4.11 that follows.

Figure 4.11: In-Service Courses Attendance on Financial Management by Head teachers and SMCs (n=68)

The respondents when asked if they had attended an in-service course(s) on financial management frequently, 66 (97.0 %) said yes, while only 2 (3.0 %) said no. The above statistics showed that although in-service courses were being mounted on financial management, some education managers had not attended them. The in-servicing of education managers on financial management for
effective FPE programme implementation had adhered to MoE policy guidelines on financial management which are emphatic that education managers be empowered with skills to enable them utilize school finances appropriately and effectively (Republic of Kenya, 2003e).

4.3.2 Rating of In-Service Courses on Financial Management

Having attended in-service courses on financial management, the 68 respondents (head teachers and chairpersons of SMCs) were further asked to rate the in-service courses they had attended on financial management. The responses are shown in the correlation Table 4.13 that follows.

Table 4.13: Importance of In-Service on Financial Management (n=68)

<table>
<thead>
<tr>
<th>Head teachers responses</th>
<th>f(x)</th>
<th>dx</th>
<th>dx²</th>
<th>SMCs responses</th>
<th>f (y)</th>
<th>dy</th>
<th>dy²</th>
<th>dx*dy</th>
</tr>
</thead>
<tbody>
<tr>
<td>Budgeting</td>
<td>15</td>
<td>0</td>
<td>0</td>
<td>Budgeting</td>
<td>15</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Procurement procedure understood</td>
<td>8</td>
<td>-7</td>
<td>59</td>
<td>Overseeing procurement procedures</td>
<td>7</td>
<td>-8</td>
<td>64</td>
<td>56</td>
</tr>
<tr>
<td>Understanding their role in financial resource management</td>
<td>5</td>
<td>-10</td>
<td>100</td>
<td>Understood role in financial resource management</td>
<td>6</td>
<td>-9</td>
<td>81</td>
<td>90</td>
</tr>
<tr>
<td>Guidance on how to source resources</td>
<td>3</td>
<td>-12</td>
<td>144</td>
<td>Sourcing for more funds</td>
<td>4</td>
<td>-11</td>
<td>121</td>
<td>132</td>
</tr>
<tr>
<td>Planning school activities</td>
<td>3</td>
<td>-12</td>
<td>144</td>
<td>Budgeting for school resources</td>
<td>2</td>
<td>-13</td>
<td>169</td>
<td>156</td>
</tr>
<tr>
<td>Total</td>
<td>34</td>
<td>437</td>
<td></td>
<td>34</td>
<td>435</td>
<td>434</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

\[ R = \frac{\sum(x-d) \sum(y-d)}{\sqrt{(\sum(x-d)^2)(\sum(y-d)^2)}} = \frac{434}{\sqrt{437 \times 435}} = 0.995 \]
The relationship of information given by head teachers and the chairpersons for SMCs was 99.5% consistent and therefore, confirmed that in-service courses on financial management had empowered the head teachers and the chairpersons of SMCs in budgeting, procurement and financial resources management. It had also made the respondents be able to plan school activities effectively. The skills acquired by the education managers from the in-service courses on financial management had enabled them to effectively utilize the FPE funds for the intended purposes based on the stipulated vote-heads. Hence, they had implemented the FPE programme effectively and efficiently.

4.3.3 Frequency of Auditing of Books of Accounts by Auditors and its Importance

The government had provided funds and policy guidelines for the procurement of instructional resources to facilitate the implementation of the FPE programme in all the districts including Lugari District. In order to gauge how efficiently the funds had been utilized based on the guidelines, the researcher asked the 34 head teachers who were the AIE holders questions regarding the frequency and effectiveness of auditing of the school books of accounts.

The head teachers were asked through the questionnaire how frequently the Books of Accounts for their schools were audited and their views on the importance of auditing of schools Books of Accounts as a strategy for effective management of
FPE funds. This question was to enable the researcher to evaluate the effectiveness of auditing school funds utilization by auditors and also the head teachers’ views on the importance of auditing schools Books of Accounts in the promotion of effective FPE implementation. The respondents gave varying responses as shown in Figure 4.12 that follows.

**Figure 4.12: Frequency of Auditing the Schools Books of Accounts (n=34)**

<table>
<thead>
<tr>
<th>Frequency</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yearly</td>
<td>84.4%</td>
</tr>
<tr>
<td>Termly</td>
<td>15.6%</td>
</tr>
</tbody>
</table>

Responses from the head teachers revealed that in 29 (84.4%) schools, Books of Accounts had been audited once a year while they had been audited termly in only 5 (15.6%) of the schools surveyed as an emergency measure to deal with financial problems. The yearly auditing of schools Books of Accounts was an effective strategy of ensuring FPE funds were used as stipulated in the MoE guidelines on financial management. The guidelines emphasize the use of the FPE funds for the intended purposes through making reference to the financial policy manuals (Republic of Kenya, 2003f). In addition, the guidelines also state that in cases where there were concerns about the management of school finances, auditing could be carried out frequently with a view to safeguarding the school monies.

As regards the usefulness of auditing of the school Books of Accounts, all the
respondents stated that it was very useful as it enabled them to identify their weaknesses in financial management and hence make appropriate corrections using the advice given by auditors. In addition, they were emphatic that the advice given during the auditing process had enhanced their transparency and accountability in managing school funds as they were able to apply effectively financial management procedures. For example, they were able to maintain properly the required documents such as receipt books, invoices and trial balance sheets. The auditing of schools Books of Accounts as a strategy of implementing the FPE programme effectively was in accordance with the guidelines of MoEST where great emphasis is laid on the transparency and accountability by those who are authorized to incur expenses.

4.4 Management of Physical Facilities

Through research question three, the researcher evaluated issues relating to the effectiveness of the application of MoE policy guidelines by education managers to manage physical facilities so as to implement FPE effectively in Lugari District. The issues evaluated were:

- Availability of physical facilities especially classrooms and furniture.
- Effective utilization of the available physical facilities.
- Adequacy of physical facilities such as classrooms and furniture.
- Parental support of the FPE programme implementation through provision of physical facilities.
4.4.1: Availability of Physical Facilities-Classrooms and Furniture

When FPE was re-introduced in 2003, school enrolment increased tremendously while the development of physical facilities did not correspondingly increase. This overstretched the available physical facilities.

The researcher asked the 284 respondents (head teachers and teachers) questions concerning the availability of physical facilities particularly classrooms and furniture in the schools in order to evaluate the physical facilities that were lacking for use by head teachers, teachers and learners in the FPE programme. The questions also assisted the researcher to evaluate the effectiveness of the innovative strategies in place in order to implement the FPE programme despite the lack of some physical facilities. The respondents' responses are indicated in the correlation Table 4.14 that follows.

Table 4.14: Physical Facilities that were Lacking (n=284)

<table>
<thead>
<tr>
<th>Head teachers responses</th>
<th>f(x)</th>
<th>dx</th>
<th>dx²</th>
<th>Teachers responses</th>
<th>f(y)</th>
<th>dy</th>
<th>dy²</th>
<th>dx × dy</th>
</tr>
</thead>
<tbody>
<tr>
<td>Classrooms</td>
<td>19</td>
<td>0</td>
<td>0</td>
<td>Classrooms</td>
<td>200</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Desks and tables</td>
<td>9</td>
<td>-10</td>
<td>100</td>
<td>Desks and tables</td>
<td>30</td>
<td>-170</td>
<td>28900</td>
<td>1700</td>
</tr>
<tr>
<td>Toilets</td>
<td>3</td>
<td>-16</td>
<td>256</td>
<td>Toilets</td>
<td>10</td>
<td>-190</td>
<td>36100</td>
<td>3040</td>
</tr>
<tr>
<td>Playgrounds</td>
<td>2</td>
<td>-17</td>
<td>289</td>
<td>Playgrounds</td>
<td>6</td>
<td>-194</td>
<td>37636</td>
<td>3298</td>
</tr>
<tr>
<td>Administrative offices</td>
<td>1</td>
<td>-18</td>
<td>324</td>
<td>Administrative offices</td>
<td>4</td>
<td>-196</td>
<td>38416</td>
<td>3528</td>
</tr>
<tr>
<td>Storage facilities</td>
<td>0</td>
<td>-19</td>
<td>0</td>
<td>Storage facilities</td>
<td>0</td>
<td>-200</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Total</td>
<td>34</td>
<td>969</td>
<td>Total</td>
<td>250</td>
<td>141052</td>
<td>11566</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Using the formula on relationships, there was 98.9% consistency between information on physical facilities that were lacking such as classrooms, desks,
tables and toilets were given by both the head teachers and teachers as lacking. No respondent mentioned the lack of storage facilities as funds had been availed for the construction of safe resources stores to ensure that teaching-learning resources procured through government provided finances were secure. Researchers such as Berry (2005), Maina (2005) and Wangai (2003) underscore the importance of providing a conducive teaching environment for effective programme implementation.

4.4.2 Effective Utilization of Available Physical Facilities

Based on the research data on the physical facilities that were lacking in the public primary schools in Lugari District, all the respondents utilized the available physical facilities with diligence. They also improvised in various ways such as combining streams, adopting Multi-Shift teaching approach and requesting to use play grounds from neighboring community utilities and secondary schools in order to implement FPE effectively. Research findings on education management of Maina (2005), Wangai (2003), Mbiti (1973) and Farrant (1964) emphasize that the available physical facilities be used appropriately and effectively in order to achieve the objectives of an expanded education programme such as FPE.
4.4.3: Adequacy of Available Physical Facilities

In order to evaluate the adequacy of the physical facilities that were available in the public primary schools in Lugari District, the researcher asked 284 respondents (head teachers and teachers), questions about the adequacy of the physical facilities in relation to the number of learners enrolled in their classes and schools respectively. The responses are shown in the correlation Table 4.15 that follows.

Table 4.15: Adequacy of Physical facilities (n=284)

<table>
<thead>
<tr>
<th>Facility</th>
<th>Availability</th>
<th>Adequacy</th>
<th>Inadequacy</th>
<th>Maintenance</th>
<th>Poor state</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>%</td>
<td>%</td>
<td>%</td>
<td>%</td>
<td>%</td>
</tr>
<tr>
<td>Classrooms</td>
<td>79.4</td>
<td>23.5</td>
<td>76.5</td>
<td>26.5</td>
<td>73.5</td>
</tr>
<tr>
<td>Desks</td>
<td>85.3</td>
<td>35.3</td>
<td>64.7</td>
<td>44.1</td>
<td>55.9</td>
</tr>
<tr>
<td>Toilets</td>
<td>82.4</td>
<td>32.4</td>
<td>67.6</td>
<td>47.1</td>
<td>52.9</td>
</tr>
<tr>
<td>Playgrounds</td>
<td>87.5</td>
<td>18.8</td>
<td>81.2</td>
<td>34.4</td>
<td>65.6</td>
</tr>
<tr>
<td>Mean</td>
<td>84</td>
<td>28</td>
<td>72.5</td>
<td>38</td>
<td>62.0</td>
</tr>
<tr>
<td>Standard deviation</td>
<td>3.6</td>
<td>7.3</td>
<td>7.5</td>
<td>9.2</td>
<td>9.76</td>
</tr>
</tbody>
</table>

Using the formula for calculating the mean and standard deviation, majority of the respondents interviewed indicated that classrooms, desks, toilets and playgrounds were available as shown by the standard deviation of 3.6. This meant that the information given by the different groups of respondents was similar. However, the respondents differed in maintenance and the state of physical facilities with a standard deviation of 9.2 and 9.76 respectively indicating that the respondents had diverse views.
This status of the physical facilities was similar to that established by research findings on factors affecting the implementation of FPE (Maina, 2005; Mutiiria, 2004). To ensure that the FPE programme was implemented effectively, the respondents used strategies such as sensitizing the learners on sharing/using the available resources responsibly and also sensitizing the parents through the SMCs on their responsibility in supporting the government efforts in the implementation of the FPE programme by providing some of the required physical facilities.

4.4.4 Parental support of the FPE Programme

To evaluate effectively the parents’ attitude towards FPE programme, the 34 head teachers were asked how parents viewed their being asked to contribute towards provision of physical facilities for the programme’s implementation. The respondents’ views are shown in table 4.16 below

Table 4.16: Parental Support towards FPE Programme (n=34)

<table>
<thead>
<tr>
<th>Parental attitude towards FPE programme</th>
<th>Frequency</th>
<th>Percent (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>They thought that everything was free</td>
<td>13</td>
<td>38.2</td>
</tr>
<tr>
<td>Unwilling to pay for construction of physical activities</td>
<td>11</td>
<td>32.3</td>
</tr>
<tr>
<td>Unwilling to contribute anything towards FPE</td>
<td>8</td>
<td>23.5</td>
</tr>
<tr>
<td>Had minimal interest</td>
<td>2</td>
<td>5.9</td>
</tr>
<tr>
<td>Total</td>
<td>34</td>
<td>100.0</td>
</tr>
</tbody>
</table>

Data from the interview schedules of the head teachers revealed that 32 (94.0%) of them stated that parents were unsupportive of the FPE programme. Two (5.9%) only had some minimal interest of supporting the programme. The negative attitude of parents still persisted despite the efforts made by the head teachers to
sensitize them through various means such as PTA meetings, sending letters and class conferences as regards their responsibility of supplementing government efforts by providing physical facilities in FPE implementation (Republic of Kenya, 2003a).

The unsupportive parents argued that the FPE programme was a government project which it should wholly fund among other dispositions. The negative parental attitude towards FPE was a great challenge to the head teachers as they required support from all stakeholders in education in order to implement the programme effectively. To minimize the negative parental attitude towards the provision of physical facilities in the implementation of FPE, the head teachers involved the SMCs members more in discussing the matter who in turn discussed the matter further with the parents.

4.5 Management of Teaching-Learning Resources

In order to evaluate how the teaching-learning resources were managed in Lugari District in the implementation of FPE, the researcher requested the 284 respondents (head teachers and teachers) to respond to research question four relating to resource management.

The evaluation of the maintenance status of the teaching-learning resources focused on the following:

- Purchase of appropriate teaching-learning resources.
• Utilization of the scarce teaching-learning resources.

• Availability and Maintenance of the teaching-learning resources.

4.5.1 The Procurement of Teaching-Learning Materials

In order to evaluate the articulation of MoE policy guidelines on the procurement of the teaching-learning resources in the public primary schools in Lugari District for the effective implementation of FPE, the researcher developed questions to be responded to by the 284 head teachers and teachers who are involved in the procurement process.

In their response, all the respondents mentioned the following key ways:

♦ Forming functional SIMSC by involving subject heads.

♦ Sensitizing SIMSC on their responsibilities on procurement of teaching-learning resources.

♦ Holding frequent SIMSC meetings.

Figure 4.13 that follows shows how appropriate teaching-learning resources were procured in the public primary schools in Lugari District.
Based on the research findings, it was noted that in all schools, not only had functional SIMSCs been formed but were also actively involved in the procurement process of the teaching–learning resources in Lugari District as required by MoE policy guidelines. For example, it was the SIMSC that opened, analyzed and approved tenders to supply teaching-learning resources in the schools. Jolly (1969) also emphasized the importance of involving stakeholders in education in decision making as it leads to ownership of decisions made.

4.5.2: The Utilization of the Scarce Teaching–Learning Resources

Questions were further generated from the research question four to assist the researcher evaluate the ability to apply the MoE policy guidelines on the effective utilization of teaching-learning resources in the implementation of the FPE programme in Lugari District of utilizing teaching-learning resources.

This issue was addressed to the 284 head teachers and teachers because they both
used the scarce teaching-learning resources as they taught their subjects. The correlation Table 4.17 that follows shows how the scarce teaching-learning resources were utilized in public primary schools in the district.

Table 4.17: Utilization of Scarce teaching-learning resources (n=284)

<table>
<thead>
<tr>
<th>Head teachers responses</th>
<th>f(x)</th>
<th>dx</th>
<th>dx^2</th>
<th>Teachers responses</th>
<th>f(y)</th>
<th>dy</th>
<th>dy^2</th>
<th>dx dy</th>
</tr>
</thead>
<tbody>
<tr>
<td>Materials used in groups</td>
<td>11</td>
<td>0</td>
<td>0</td>
<td>Giving materials in groups</td>
<td>129</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Displaying charts on the walls</td>
<td>10</td>
<td>-1</td>
<td>1</td>
<td>Displaying of charts</td>
<td>90</td>
<td>-39</td>
<td>1521</td>
<td>39</td>
</tr>
<tr>
<td>Adapted materials to SNE learners</td>
<td>8</td>
<td>-3</td>
<td>9</td>
<td>Adapted materials to SNE learners</td>
<td>20</td>
<td>-109</td>
<td>11881</td>
<td>327</td>
</tr>
<tr>
<td>Effective use of chalk board</td>
<td>5</td>
<td>-6</td>
<td>36</td>
<td>Writing on the chalk boards</td>
<td>11</td>
<td>-118</td>
<td>13924</td>
<td>708</td>
</tr>
<tr>
<td>Total</td>
<td>34</td>
<td>46</td>
<td></td>
<td>Total</td>
<td>250</td>
<td>25283</td>
<td>1074</td>
<td></td>
</tr>
<tr>
<td>Standard Deviation</td>
<td>1.16</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>7.5</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Standard deviation (s.d) = \( \sum \sqrt{(x-d)^2/n-1} \)

Using the formula for calculating mean and standard deviation the researcher established that respondents were in agreement that organizing learners in groups was an effective way of utilizing teaching-learning scarce resources. The head teachers were more consistent in indicating that the use of resources in groups and displaying of charts on the walls were major ways of utilizing scarce resources as shown by a smaller value of standard deviation of 1.16 compared to that of teachers (7.5).

4.5.3 Availability and Maintenance of Teaching-Learning Resources

Since schools in Lugari District had received funds from the government for the purchase of teaching-learning resources, it was important that they ensure the resources availability and maintenance.
To evaluate the effectiveness of the articulation of MoE policy guidelines on ensuring the availability and maintenance of teaching-learning resources such as teachers' guide and exercise books, the 284 head teachers and teachers were asked to express their views on the state of the teaching-learning resources by indicating the state in a proforma. The responses are shown in Table 4.18 that follows.

Table 4.18: Availability and maintenance of the teaching-learning resources (n=284)

<table>
<thead>
<tr>
<th>Facility</th>
<th>Availability</th>
<th>Adequacy</th>
<th>Inadequacy</th>
<th>Maintenance</th>
<th>Poor state</th>
</tr>
</thead>
<tbody>
<tr>
<td>Exercise books</td>
<td>94.1</td>
<td>44.1</td>
<td>55.9</td>
<td>58.8</td>
<td>41.2</td>
</tr>
<tr>
<td>Teachers' guides</td>
<td>94.1</td>
<td>55.9</td>
<td>44.1</td>
<td>52.9</td>
<td>47.1</td>
</tr>
<tr>
<td>Chalk and Chalkboards</td>
<td>88.2</td>
<td>47.1</td>
<td>53</td>
<td>46.2</td>
<td>53.8</td>
</tr>
<tr>
<td>Pencils</td>
<td>82.4</td>
<td>30</td>
<td>70</td>
<td>10</td>
<td>40.2</td>
</tr>
<tr>
<td>Pens</td>
<td>80.6</td>
<td>45.2</td>
<td>54.8</td>
<td>12.2</td>
<td>31.8</td>
</tr>
<tr>
<td>Dusters</td>
<td>93.9</td>
<td>54.5</td>
<td>45.5</td>
<td>65</td>
<td>35</td>
</tr>
<tr>
<td><strong>Mean</strong></td>
<td><strong>88.9</strong></td>
<td><strong>46.1</strong></td>
<td><strong>53.9</strong></td>
<td><strong>40.9</strong></td>
<td><strong>41.5</strong></td>
</tr>
<tr>
<td><strong>Standard deviation</strong></td>
<td><strong>6.18</strong></td>
<td><strong>9.29</strong></td>
<td><strong>9.29</strong></td>
<td><strong>23.88</strong></td>
<td><strong>8.0</strong></td>
</tr>
</tbody>
</table>

Using the formula of calculating the mean and standard deviation the researcher determined that the respondents were consistent on indicating the availability of teaching-learning resources in all the schools sampled as shown by a standard deviation of 6.18. However, there was inconsistency on the information provided about the maintenance of teaching-learning resources as shown by a standard deviation of 23.88 as different schools used different ways to maintain the teaching-learning resources. Although, the teaching-learning resources were available and fairly well maintained, they were inadequate in the schools due to continuous enrolment of learners in the FPE programme yet funding was based on
the actual number at the end of third term of the current year. This scenario affected negatively the maintenance of teaching-learning resources.

4.5.4: Availability and Maintenance Status of Administrative Documents

To evaluate the use MoE policy guidelines on the acquisition and maintenance of administrative documents in the public primary schools in Lugari District as education managers implemented the FPE programme, the researcher requested the 48 respondents (head teachers and the education supervisory staff at the district) to respond to questions raised through the interview schedules and document checklist. Figure 4.14 that follows indicates the availability and the maintenance status of administrative documents used in the implementation of FPE programme in Lugari District.
Figure 4.14: Availability and Maintenance Status of Administrative Documents (n=48)

Figure 4.14 shows that availability and maintenance status of administrative documents such as syllabus, list of approved textbooks and procurement manuals was rated averagely at 97.3% by all the respondents. While 62.5% indicated that the administrative documents were inadequate as opposed to 37.5% who were of the view that they were adequate. As concerns the maintenance status of the administrative documents, 61.7% of the respondents said they were well maintained. However, 20.3% of the respondents stated that the administrative documents were in poor state. A majority of the respondents also stated that since copies of some administrative documents such as the Revised Primary School Syllabus (2002), Approved List of Text Books ("The Orange Book" 2003-2006) and Inspectors Handbook (2000) they had received and which were sources of reference were inadequate, overused and in poor maintenance state.
The education managers handled the challenge of inadequate administrative documents by organizing seminars/workshops at divisional, zonal and school level to share the information contained in the available administrative documents using the cascade method. This enabled stakeholders to receive the required information on FPE implementation.

4.6 Management of Time

Basing on the research question five of the study the evaluation of the policy guidelines of management of time by the educational managers in the implementation of FPE was focused on the following issues:

- Effective management of time by staff.
- Assisting learners to manage their time effectively.
- Effective preparation and utilization of professional documents.

4.6.1: Effective Time Management by the Teaching Staff

In order to evaluate the application of MoE policy guidelines on time management, the 34 head teachers ensured that the teaching staff under their supervision managed time effectively, the researcher asked them questions relating to how they ensured that teachers managed time during the implementation of the FPE programme. The head teachers’ responses are indicated in Table 4.19 that follows.
Table 4.19: Time management by the Staff (n=34)

<table>
<thead>
<tr>
<th>Responses</th>
<th>frequency</th>
<th>Percent (%)</th>
<th>Cumulative frequency</th>
</tr>
</thead>
<tbody>
<tr>
<td>Monitoring syllabus coverage and value added progress on learners' marks</td>
<td>13</td>
<td>37.3</td>
<td>0</td>
</tr>
<tr>
<td>Use of daily attendance register for staff</td>
<td>7</td>
<td>20.3</td>
<td>37.3</td>
</tr>
<tr>
<td>Having frequent staff meetings</td>
<td>6</td>
<td>16.9</td>
<td>57.6</td>
</tr>
<tr>
<td>Organizing for remedial teaching</td>
<td>4</td>
<td>11.9</td>
<td>74.5</td>
</tr>
<tr>
<td>Guidance and counseling for departments/teachers</td>
<td>2</td>
<td>6.8</td>
<td>86.4</td>
</tr>
<tr>
<td>Internal inspection of learners' work</td>
<td>2</td>
<td>6.8</td>
<td>93.2</td>
</tr>
<tr>
<td>Total</td>
<td>34</td>
<td>100.0</td>
<td>100.0</td>
</tr>
</tbody>
</table>

With cumulative frequency of 74.5%, time management was effectively supervised by the head teachers through monitoring of syllabus coverage in all subjects and assessing value added progress on learners’ marks; maintenance of attendance staff register; frequent staff meetings and organizing remedial teaching while 25.5% of the remaining time was spend on guidance and counseling for teachers and internal inspection of learner’s work. This implied that majority of the respondents had applied MoE policy guidelines on ways of ensuring effective time management by their staff with a view to effectively implementing the FPE programme. The supervision of time management was in accordance with the views of Insel and Roth (2002) and Republic of Kenya (2003e) in which emphasis is laid on effective time management for the success of the implementation of an educational programme such as FPE.
4.6.2 Assisting Learners to use their Time Effectively

To evaluate how the 34 head teachers and 250 teachers applied MoE policy guidelines to assist learners to use time effectively in the learning process during the implementation of the FPE programme, the researcher asked both the head teachers and the teachers the strategies they used to assist learners manage time.

The responses were varied and are indicated in Table 4.20 that follows.

**Table 4.20: Assisting Learners to Use Their Time Effectively (n=284)**

<table>
<thead>
<tr>
<th>Head teachers</th>
<th>f(x)</th>
<th>dx</th>
<th>dx²</th>
<th>Teachers response (n=250)</th>
<th>f(y)</th>
<th>dy</th>
<th>dy²</th>
<th>dxdy</th>
</tr>
</thead>
<tbody>
<tr>
<td>Giving adequate work</td>
<td>18</td>
<td>0</td>
<td>0</td>
<td>Giving additional assignment</td>
<td>158</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Emphasis on use of class timetable</td>
<td>10</td>
<td>-8</td>
<td>64</td>
<td>Emphasizing on use of class time table</td>
<td>46</td>
<td>-112</td>
<td>12544</td>
<td>896</td>
</tr>
<tr>
<td>Giving test frequently</td>
<td>2</td>
<td>-16</td>
<td>256</td>
<td>Giving tests on topic covered frequently</td>
<td>15</td>
<td>-143</td>
<td>20449</td>
<td>2288</td>
</tr>
<tr>
<td>Assigning work in groups</td>
<td>4</td>
<td>-14</td>
<td>196</td>
<td>Assigning work in groups</td>
<td>31</td>
<td>-127</td>
<td>16129</td>
<td>1778</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>34</strong></td>
<td><strong>516</strong></td>
<td><strong>250</strong></td>
<td><strong>49122</strong></td>
<td><strong>4962</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Using the formula of calculating the correlations, the researcher determined the degree of 98.5% relationship between the information provided by both groups of respondents who agreed that giving learners adequate work and emphasizing the use of class timetable was the best way of assisting learners to use their time effectively. The respondents’ responses on how they assisted learners to use their time effectively were based on the knowledge most of them had acquired from the in-service courses organized by MoE on implementation of the FPE programme.
4.7 Innovative Strategies used by Education Managers

Through the research question number six on the extent on the innovative strategies the education managers had used to cope with the challenges they still faced in the implementation of FPE such as illiterate members of SMCs and inadequate physical facilities, all the 34 head teachers stated that they had improvised with success as need arose. For example, to assist the illiterate SMCs understand their role in the implementation of FPE, meetings were conducted in both English and Kiswahili languages as noted on page 80 and hired teachers who were paid by PTA as shown in table 4.9 in order to cope with understaffing. They also requested institutions in their neighborhoods to allow them use of their facilities such as playgrounds as stated on page 94.

4.8 Suggestions and Recommendations to Improve the Implementation of the FPE Programme in Schools in Lugari District

Through the research question number seven of the study the researcher collected, summarized and evaluated the suggestions/recommendations from all the 332 (34 head teachers, 250 teachers, 34 chair persons of SMC and 14 supervisory staff) respondents in Lugari District on how best FPE could be implemented in the district. The suggestions and recommendations are shown in correlation Table 4.21 that follows.
Table 4.21 Suggestions and Recommendations for Improving FPE Implementation in Lugari District.

<table>
<thead>
<tr>
<th>Suggestions and recommendations</th>
<th>Head teachers n=34</th>
<th>d²</th>
<th>SMC n=34</th>
<th>d²</th>
<th>Teachers n=250</th>
<th>d²</th>
<th>Supervisory staff n=14</th>
<th>d²</th>
</tr>
</thead>
<tbody>
<tr>
<td>Creation of a conducive school environment</td>
<td>34</td>
<td>40.96</td>
<td>34</td>
<td>65.61</td>
<td>250</td>
<td>46.49</td>
<td>14</td>
<td>7.29</td>
</tr>
<tr>
<td>Increase in CDF funds to schools</td>
<td>10</td>
<td>309.76</td>
<td>32</td>
<td>37.21</td>
<td>214</td>
<td>412.09</td>
<td>10</td>
<td>1.69</td>
</tr>
<tr>
<td>Limiting admission age into primary schools</td>
<td>32</td>
<td>19.36</td>
<td>8</td>
<td>320.41</td>
<td>241</td>
<td>44.89</td>
<td>7</td>
<td>18.49</td>
</tr>
<tr>
<td>Frequent seminars to education managers</td>
<td>34</td>
<td>40.96</td>
<td>34</td>
<td>65.61</td>
<td>248</td>
<td>187.69</td>
<td>14</td>
<td>7.29</td>
</tr>
<tr>
<td>Frequent monitoring of FPE funds utilization</td>
<td>33</td>
<td>29.16</td>
<td>30</td>
<td>16.81</td>
<td>192</td>
<td>1797.76</td>
<td>13</td>
<td>2.89</td>
</tr>
<tr>
<td>Reintroduction of caning to promote discipline</td>
<td>20</td>
<td>57.76</td>
<td>27</td>
<td>1.21</td>
<td>245</td>
<td>114.49</td>
<td>9</td>
<td>5.29</td>
</tr>
<tr>
<td>Construction of special units for disabled learners</td>
<td>30</td>
<td>5.76</td>
<td>16</td>
<td>98.01</td>
<td>250</td>
<td>246.49</td>
<td>12</td>
<td>.49</td>
</tr>
<tr>
<td>Total</td>
<td>503.72</td>
<td>604.87</td>
<td>2849.9</td>
<td>43.43</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Standard Deviation</td>
<td>3.91</td>
<td>4.22</td>
<td>3.38</td>
<td>1.76</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Using the formula of calculating the mean and standard deviation the researcher found out that supervisory staff had a higher consistency of standard deviation of 1.76 in their suggestions and recommendations on the improvement of FPE in the district compared to head teachers and teachers whose consistency was 3.91 and 3.38 respectively. However, the chairpersons of SMCs suggestions and recommendations were varied with a standard deviation of 4.22. Despite the different levels of consistency, the respondents had valuable suggestions and recommendations.
recommendations for effective implementation of FPE. For example, the respondents recommendation on provision of adequate physical facilities were in line with the research findings of Osler (2001), Okumbe (1998), Olembo et al (1992) and Jolly (1969). The researchers emphasize the importance of a conducive teaching-learning environment in educational institutions for effective implementation of educational programmes.
CHAPTER FIVE
SUMMARY, CONCLUSION AND RECOMMENDATIONS

5.1 Introduction

This chapter discusses the major findings of the study and presents the conclusion and recommendations for the effective articulation of MoE policy guidelines on the implementation of FPE programme in Lugari District. Included also in this chapter are the suggestions for further research.

The purpose of this study was to evaluate MoE policy guidelines for implementing FPE in public primary schools in Lugari District. Seven research objectives were formulated and seven research questions developed to guide the collection of the required information. The objectives were stated as follows:

i). The effectiveness of the MoE policy guidelines used for managing the human resource in the implementation of the FPE in Lugari District.

ii). The effectiveness of the policy guidelines for managing the finance resource in the implementation of FPE in Lugari District.

iii). The effectiveness of the policy guidelines used to manage the available physical facilities in the implementation of FPE in Lugari District.

iv). The effectiveness of the policy guidelines employed in the acquisition and utilization of the teaching-learning resources in the implementation of FPE in Lugari District.
v). The effectiveness of the policy guidelines used in managing time resource in the implementation of FPE in Lugari District.

vi). The effectiveness of the innovative strategies used by the education managers to cope with inadequacies in areas not addressed by the policy guidelines for the implementation of FPE.

vii). Solicit recommendations on how best the implementation policy guidelines could be improved upon to effectively implement FPE programme in Lugari District.

The seven research questions that guided the study were:

i). To what extent were the MoE policy guidelines for managing the human resource in the implementation of FPE in Lugari District adhered to by education managers?

ii). How effectively did the education managers implement the policy guidelines for managing the financial resource in the implementation of FPE programme in Lugari District?

iii). How effective were the policy guidelines applied by the education managers on the management of the available physical facilities in the implementation of FPE in Lugari District?

iv). To what extent were the policy guidelines for managing the teaching-learning resources in Lugari District in the implementation of FPE observed?
v). How effectively were the policy guidelines utilized to manage time in the implementation of FPE in Lugari District?

vi). To what extent were the innovative strategies used by the education managers to cope with the challenges they still faced in the implementation of FPE in Lugari District effective?

vii). What suggestions could make the policy guidelines used in implementing FPE programme in Lugari more effective?

The review of related literature focused on the research questions and objectives while analyzing various researches on policy guidelines for resource management in the implementation of an educational programme. The study was conducted in Lugari District of Western Province. The study involved 284 teachers including head teachers from 34 public primary schools, 34 chairpersons of SMCs of the sampled schools and 14 education supervisory staff in the district. Random and purposive sampling techniques were used to arrive at the sample of 34 schools out of 114 and 332 out of 1639 possible respondents respectively.

Data collection was done through questionnaires with both open and closed-ended questions, interview schedules and a document checklist. The data gathered was grouped, tallied, coded and then entered in the computer system. It was analyzed using SPSS software programme. Major findings were established and a conclusion reached
5.2 Summary of Major Findings

The major findings of the study are stipulated as follows:

- Majority of the respondents were qualified and adequately experienced to articulate the MoE policy guidelines to implement the FPE programme. Most of them were of either form four academic level and trained as PI or held a Bachelor of Education (B.Ed) degree. In addition, most of the respondents had been in the education profession for more than 12 years. The majority of the head teachers had been serving as heads teachers in their current schools for 3 years and above. As concerns the education supervisory staff, they had been supervising the implementation of education programmes for averagely over 10 years.

- Most head teachers, teachers and the education supervisory staff in the district stated that they did not like the MoE policy guideline of delocalization of staff as it denied them the right of choice. Although the education managers disliked the delocalization policy guideline, some had taken up the appointments to their current stations due to fear of being disciplined while others were being just patriotic.

- The unconditional admission of learners in the public primary schools in relation to the available resources had led to high enrolment of learners into
classes resulting into overstretching of the physical facilities and a shortage of the human resource. This was because the classrooms were over crowded and the few teachers could not assess effectively the work of the learners despite being committed to service delivery.

- Due to the overstretched physical facilities in the public primary schools in Lugari District, the education managers had adopted Alternative Teaching Approaches such as Multi-Shift and Multi-Grade to effectively implement FPE programme.

- The respondents in this research recommended that the stakeholders in education invest more in the development of physical facilities and the TSC recruit more teachers so as to staff the schools adequately.

- Most of the respondents assisted the slow learners by using group discussions, giving them work appropriate to the learners’ abilities and organizing remedial lessons amongst other methods.

- All the respondents stated that due to MoE’s policy of Inclusive Education, assisting learners with special needs was a great challenge for one to cater adequately for all learners’ needs in the class. The challenges arose because
the learners were of varied ages and abilities while the teachers had limited knowledge of SNE education management. Thus, the respondents recommended the review of the Inclusive Education Policy.

- Most respondents (head teachers and teachers) applied guidance and counseling approaches to promote discipline amongst the learners. This approach had led to learners adopting positive attitude toward schooling and therefore reducing indiscipline behavior. However, a few respondents still used caning contrary to MoE policy guidelines on discipline.

- Most of the respondents rated the majority of learners as being of average learning ability. Therefore the learners were capable of understanding the concepts which were being taught by the teachers. However, the respondents indicated the need to provide a conducive teaching-learning environment for effective teaching-learning processes. This was not the case in the public primary schools in Lugari District as the resources were overstretched.

- The respondents had applied MoE policy guidelines such as involving learners in decision making and rewarding their efforts among other approaches in order to promote the learners' learning interest. These
approaches had enabled learners to continue enjoying participating in school activities despite the high teacher-learner ratio of 1:80 in most schools which was above the recommended ratio of 1:40.

- As concerns the ways of effectively motivating teachers to put in their best efforts in their work, all the head teachers had adhered to MoE policy guidelines of sending them to attend INSET organized by MoE and organizing school based INSET on FPE implementation issues; giving them letters of commendation and leading by example.

- The curriculum implementers at the school level were of the view that the academic performance in their schools would have been better if the in-service courses content on FPE implementation which were organized frequently by MoE had been of longer duration to allow for in-depth understanding of concepts, acquisition of skills and enable them keep abreast with new knowledge on management. Thus, they recommended that in service courses be of longer duration.

- All the respondents were in agreement that SMCs played a vital role in the implementation of FPE. They not only budgeted the school finances but also sensitized parents on their responsibilities in the FPE programme.
especially on supporting government efforts through providing physical facilities among other activities. This had enhanced community ownership, transparency and accountability in resource management.

- Equally important according to all respondents was the existence of an effective SIMSC in school activities which resulted into appropriate teaching-learning resources being purchased and utilized. However, the teaching-learning resources which had been provided were inadequate due to the fact that learners enrolled in the schools throughout the school calendar. Continuous enrolment made the estimation and provision of funds to schools difficult. The purchased resources were therefore not very well maintained due to overuse which had occurred because of frequent handling by learners who were enrolled in public primary schools in Lugari District.

- The assessment of education standards and funds utilization by QASOs and Auditors coupled with the in-service courses organized on financial management had empowered education managers in Lugari District to some extent be able to keep clear and appropriate management records which included bank statements, payment vouchers and trial balances. The skills acquired by the education managers had assisted them to uphold integrity as AIE holders.
• All the 68 respondents were in agreement that the auditing of school finance Books of Accounts was very important as the education managers were able to use the funds and other teaching–learning resources appropriately and keep records as stipulated in MoE policy guidelines. However, the auditing which was mostly done once a year was too inadequate for any meaningful tracking of financial activities in the schools. The respondents therefore suggested that auditing of school finances should be carried out at least twice a year and that the auditors should guide them more effectively by giving more details on how to improve in areas of weakness.

• Education managers in Lugari District not only assisted the learners to manage their time effectively but they themselves managed time effectively by adhering to MoE policy guidelines such as monitoring syllabus coverage and ensuring punctuality in all school activities.

5.3 Implications of the Findings

• The research established that education managers in Lugari District were capable of articulating the MoE policy guidelines which had led to unconditional admission of learners into the public primary schools.

• The education managers’ dislike of the policy of delocalization could hinder their total commitment to the implementation of FPE.
• Due to high enrolment which had led to the overstretching of physical and human resources could negatively affect curriculum implementation and consequently the quality of education being offered.

• The education managers’ valuable suggestions on the approaches to improve implementation of FPE if implemented could lead to improvement in the articulation of MoE policy guidelines on FPE.

• A review of the Inclusive Education Policy could improve the management of SNE education.

• A few respondents used caning as an approach in the promotion of discipline in schools due to inadequate skills in guidance and counseling. This meant that there was need for more in-service courses on guidance and counseling approaches.

• The short duration of the in-service courses meant that the education managers had not acquired adequate skills on management of emerging issues in the FPE implementation.

• The government’s noble idea of providing teaching-learning resources was being negated by the overuse which reduced the resources’ life-span hence affecting the effective implementation of FPE.

• The infrequent auditing of schools finances implied that there was need of MoE to intensify the auditing of schools finances in order to enhance transparency and accountability.
5.4 Conclusion

Based on the research findings, the researcher made the following conclusions:

i). Education managers in Lugari District had articulated appropriately and effectively most of the policy guidelines formulated by MoE for the implementation of FPE such as policy guidelines were unconditional admission of learners in public primary schools and more involvement of SMCs and SIMSCs in planning school activities and procuring school resources.

ii). The promotion of discipline through guidance and counseling was ineffectively done due to inadequate in-servicing of education managers on guidance and counseling approaches.

5.5 Recommendations

From the research findings, the researcher recommends that:

- The government should give more incentives such as improved terms of services to motivate teachers to handle the overcrowded classes whose learners had varied learning abilities.

- MoE should review the policy guideline of delocalization of education managers.

- The SMCs should sensitize parents and other stakeholders more on the importance of providing conducive teaching-learning environments by constructing adequate and appropriate physical facilities.
• DQAS should organize in-service courses for education managers continuously on key issues.

• MoE should monitor the utilization of the FPE funds more frequently and effectively.

• Management of learners with special needs should be made a compulsory course unit in the Pre-service Teachers Training Programme to enable the graduates from Primary Teachers colleges handle effectively Inclusive Education.

• The head teachers should intensify the internal supervision of teachers’ preparation and utilization of the professional documents.

5.6 Suggestions for further research

The following suggestions for further research have been made:

1. A study should be carried out on the strategies of effectively managing the Inclusive Education.

2. A study should be carried out on how best orphans in the public primary schools could be supported to learn effectively.

3. A study should be conducted on the impact of the in-service courses organized for education managers at primary school level.
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Appendix I

FPE Management Teachers’ Questionnaire

Dear Teacher,

Thank you for accepting to participate in this research. The purpose of this questionnaire is to enable the researcher obtain some information on the implementation of FPE programme in public primary schools in Lugari District. This is not a test. Please answer all the questions as truthfully as possible. Do not write your name or any other form of identification on the questionnaire. All the information you provide will be treated in confidence. However, it will be used to evaluate the management strategies of FPE programme in your school.

Section A

1. Write the name of your school in the space provided

2. What is your gender? Tick as appropriate
   - Male ( )
   - Female ( )

3. What is your highest academic qualification?

4. State your professional qualification.

5. What is your teaching experience? ____________ Years.

6. For how long have you been teaching in this school? ________ years.

7. a) Are there many learners in your class? If yes, what are your views on the increase of learners in the class?

   __________________________________________________________________________________________

   __________________________________________________________________________________________
8. a) Are there learners with special needs in your class?

Yes ( )
No ( )

b) Which one of the following methods do you employ while teaching to ensure that the needs of all learners in your class are catered for?

i) Lecture ( )
ii) Question and answer ( )
iii) Story telling ( )
iv) Note making ( )
v) Discussion ( )

c) Give reason for your answer for 8(b)


9. a) How do you cultivate and promote learning interest in learners in your class?

i) By verbal praise for a correct response ( )
ii) By asking the other pupils to clap for the learner ( )
iii) By giving a present each time a learner answers a question correctly ( )
iv) By simply continuing to teach after a question has been answered ( )
v) By asking the learner a subsequent question ( )

b) Which one of the methods of motivating the learners you have stated in 9(a) do you think is the best and why?


Section B

10 (a) Have you attended any in-service course(s) in educational resource management?

Yes ( )
No ( )

(b) If your answer to question 10 (a) is Yes, state when and the duration of the course ________________________________

(c) How useful did you find the course(s)

(i) very informative ( )
(ii) quite informative ( )
(iii) not informative ( )
(v) not sure ( )

11. a) Indicate how you categorize the learning abilities of learners in your class.

i) Very fast ( )
ii) Fairly fast ( )
iii) Fast ( )
iv) Average ( )
v) Slow ( )

b) Give reasons why you rate the learning abilities of the learners.

___________________________________________________________________________
___________________________________________________________________________
___________________________________________________________________________

12. State the ways through which you assist the learners with special needs to acquire the necessary knowledge and skills during your lesson presentation.
13. State briefly why you involve learners in decision making in your class.
   i) 
   ii) 
   iii) 
   iv) 
   v) 

14. a) Explain how you ensure that the appropriate teaching – learning support resources are purchased by your school.
   i) 
   ii) 
   iii) 
   iv) 
   v) 

b) How do you ensure that all learners use the scarce resources in your class?
   i) 
   ii) 
   iii) 
   iv) 
   v) 

c) How do you maintain the curriculum support resources that are purchased?
15. a) How often do you assess the learner’s acquisition of concepts and skills you have taught them.
   i) Daily ( )
   ii) Weekly ( )
   iii) Fortnightly ( )
   iv) Monthly ( )
   v) Termly ( )

b) Giving reasons, rate the value of maintaining learners’ progress records.
   i) Very important ( )
   ii) Quite important ( )
   iii) Important ( )
   iv) Burdensome ( )
   v) Unnecessary ( )

(c) How do you assist learners in your class to use their time effectively?
16. a) Through which of the following methods do you promote discipline in your class?
   i) Caning ( )
   ii) Guidance and counseling ( )
   iii) Assigning manual work ( )
   iv) Suspension ( )
   v) Others (specify) ________________________________

b) Give two reasons for your answer in question 17 a) above.
   __________________________________________________
   __________________________________________________

17 (a) State any three major problems you face in implementing FPE in your school
   (i) __________________________________________________
   (ii) __________________________________________________
   (iii) __________________________________________________

b) Explain how you handle the problems you have stated in (a) above
   __________________________________________________
   __________________________________________________
   __________________________________________________

18. Suggest ways of improving the implementation of FPE programme in your school.
   i. __________________________________________________
   ii. __________________________________________________
   iii. __________________________________________________
   iv. __________________________________________________
Appendix II
FPE Management Head Teachers’ Questionnaire

Dear Headteacher,

Thank you for accepting to participate in this research. The purpose of this questionnaire is to enable the researcher obtain some information on the implementation of FPE programme in public primary schools in Lugari District. This is not a test. Please do not write your name or any other form of identification on the questionnaire. All the information you provide will be treated in confidence. However, it will be used to evaluate the management strategies of FPE programme in your school.

Section A

1. Write the name of your school in the space provided

2. What is your gender? Tick as appropriate
   
i) Male ( )
   ii) Female ( )

3. What is your highest academic qualification?

4. What is your professional qualification?

5. What is your teaching experience? ____________ years.

6. For how long have you been a headteacher in this school? ____ years.

7. a) What is the current total enrolment of teachers in your school by gender?

   b) What are your views on the increased number of learners in your school?
Section B

8 a) Are the teachers you have in your school adequate?
   Yes ( )
   No ( )

(b) If your answer to (a) above is No, explain how you cope up with the shortfall.

(c) Explain how you ensure that the staff under your supervision manage time effectively.

9. a) Have you and the teachers in your school been in-serviced on the use of Alternative Teaching Programmes in curriculum implementation?
   Yes ( )
   No ( )

b) If Yes, explain, how you and the teaching staff utilize the skills you acquired to promote FPE in your school.

10. a) Have you attended an in-service course on Financial Management?
    Yes ( )
    No ( )

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b) If your answer to question 11 (a) is Yes, explain how the course has assisted you to implement FPE programme.


11. (a) For what reasons do the teachers in your school assess learners learning abilities?


b) How do you ensure that the professional documents are effectively utilized?


12. a) As a trained teacher, what subject(s) do you teach in your school?


b) Explain how you rate the abilities of the learners in the various subjects you have stated in 12 (a) above.


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13. a) Are there learners with special needs in your school?
   Yes ( )
   No ( )

b) If Yes, explain how you cater for the needs of all learners in your school?

   
   
   
   

c) How do you assist learners with special needs to fit in your school?

   
   
   
   

14. a) In what activities do you involve the School Management Committee in your school?

   
   
   
   

b) (i) State the importance of involving the School Management Committee (SMC) in the school activities.

   
   
   
   

(ii) What are your views on parental attitude towards supporting FPE in your school?
15. (a) Does your school have a functional School Instructional Materials Selection Committee (SIMSC)?
   Yes ( )
   No ( )

   b) If Yes, state how useful the SIMSC is to your school.

16. a) How frequent are education standards in your school assessed by MoE supervisors?

   b) Giving reasons rate the value of the assessing of FPE programme in your school.
      i) Very useful ( )
      ii) Fairly useful ( )
      iii) Useful ( )
      iv) Not useful ( )
      v) Not applicable ( )

17. a) How frequent are the books of account audited in your school?
b) Giving reasons rate the value of the auditing of your school books of account in relation to management of the FPE programme.

i) Very useful ( )
ii) Fairly useful ( )
iii) Useful ( )
iv) Not useful ( )
v) Not applicable ( )

18. As a headteacher, explain how you motivate the teachers and the learners to effectively participate in the school programmes.

a) The learners’ ____________________________

b) The teachers’ ____________________________

19. a) Does your school have adequate physical facilities?

Yes ( )
No ( )

b) If your answer to question 19(a) above is No, briefly enumerate those that are lacking and explain how you improvise for them so as to cope with the situation.
20 a) What are your views on the language used in stating the guidelines on education management by MoE?

1. Very easy to understand and apply ( )
2. Quite easy to understand and apply ( )
3. Difficult to understand or to apply ( )
4. Not practical ( )
5. Not sure ( )

b) Give two reasons for your answer in question 20 b) above

________________________________________________________________________
________________________________________________________________________

21) Suggest / recommend ways of improving the implementation of FPE programme in your school.

i) _______________________________________________________________________

ii) _____________________________________________________________________

iii) _____________________________________________________________________

iv) _____________________________________________________________________

Thank you.
Appendix III

Interview Schedules

The interview schedules were used to collect data from the education officers in the DEO’s office, in the Divisions and Zones in Lugari District. They were also used to gather supplementary data from the head teachers and the teachers.

Three sets of questions for non-formal interview schedules were administered to each category of the study respondents. The interview questions for the head teachers and teachers were for supplementing and corroborating the responses given in their questionnaires. The DEO’s and the officers at his/her office, in the Divisions and Zones only gave their responses on issues concerning FPE programme to the study through interview schedules because of their busy daily work programmes. The data collected from the DEO’s officers in his/her office, Divisions and Zones enabled the researcher to get first hand information in addition to their corroborating the responses of the teachers and head teachers about the education management strategies being used in the implementation of FPE programme.

(a) Interview Schedule for teachers

The following questions among others were for the teachers’ response:

1. Did you request to be posted to this school? If not briefly explain.

2. What is the importance of maintaining records for checking learners learning abilities?

3. State your views on the clarity of the guidelines on FPE programmes provided by MoE?

4. In your opinion, in what ways would teachers ensure that discipline is maintained in the schools?

Thank you.
(b) Interview Schedule for the Headteachers

1. Was it your choice to be posted to this school? If not, briefly explain.
2. a) How often do you attend in-service courses on education management? 
   b) How would you rate the in-service courses on education management you 
   have attended?
3. How does the School Management Committee contribute to FPE implementation?
4. How do you ensure that the curriculum support materials are maintained and 
   utilized effectively in your school?
5. What are your views on the use of guidance and counseling as a way of 
   promoting discipline in schools?
6. Apart from inadequate physical facilities, what other challenges do you face 
   in implementing FPE in your school? State how you cope.

Thank you

(c) Interview Schedule for the DEO, DDEO, DQASO, Educational Officers in 
the Divisions and Zones

1. On the onset, the researcher recorded the following:
   (a) Sex of the interviewee
   (b) Professional qualifications
   (c) Teaching and administrative experience
   (d) How long one had been an administrator in the 
   zone/division/district.
2. Was it your choice to be posted to this zone/division/district as an 
   administrator? If Not, briefly explain.
3. How often and why do you assess the standards of resource management in 
   the schools in your district/division/zone?
4. What is the current total enrolment by gender in schools in your zone/division/district and what is its implication in FPE implementation?

5. State your views on the maintenance status of curriculum support materials in your division/district.

6. To what extent are the administrative strategies you use to encourage the curriculum implementers at the school level in your district/division/zone to provide quality education effective?

7. What are the indicators of effective education management in your district/division/zone?

8. Give any suggestions on how the implementation of FPE programme can be improved in your district/division/zone?

Thank you.

(d) Interview Schedule for the chairpersons of School Management Committees

1. Have you attended any course on financial management?

2. If your answer to question 1 above is Yes, explain how you rate the course.

3. How do you sensitize parents on their responsibilities in the implementation of FPE Programme?

4. State any difficulties you experience in the course of your work as a chairperson of the School Management Committee (SMC)

5. Give any suggestions you would wish put in place in order for the implementation of the FPE programme to be successful.

Thank you
Appendix IV

Document Checklist

The issues in the checklist were responded to by the DEO, DDEO, DQASO the officers at the Divisions, Zones and head teachers of the sampled schools Lugari District as they are the accounting officers. The respondents were requested to place a (√ ) in the appropriate box to indicate the availability, adequacy, inadequacy and maintenance status of the documents or facilities only as related their individual areas of responsibility.

The checklist assisted the researcher to evaluate the availability, the quantity and quality of the resources and how they were being used to effectively implement FPE in Lugari District.

<table>
<thead>
<tr>
<th>Document/facility</th>
<th>Availability</th>
<th>Adequacy</th>
<th>Inadequacy</th>
<th>Well Maintained</th>
<th>In Poor State</th>
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<td>1. Documents</td>
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<td>(i). Revised primary school syllabus (2002)</td>
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<td>(ii). Policy guidelines for example parental</td>
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<td>(v). Primary School Management Guide</td>
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<td>(2000)</td>
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<td>(iv) Playgrounds</td>
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Appendix V
A Sketch Map of Lugari District showing the Three Administrative Divisions

District Boundary
Division Boundary
Location Boundary

## Appendix VI

**List of Public Primary Schools in Lugari District by Division**

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