# Proficiency of Management Practices in Responding to Implementation of Free Primary Education (FPE) Policy in Kenya

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### **Abstract**

Many countries now increasingly recognize that the cost of education is not affordable for the poor and may negatively impact enrolments and learning. To counter this, a variety of measures have been put in place in different countries to mitigate the hurtful effects of fees (United Nations Development Group, 2010), These measures include reducing or eliminating tuition fees for the poor, offering scholarships to attend school, providing free textbooks and other learning materials, and providing free uniforms. This paper's focus is therefore to assess whether the management practices in primary schools is proficient in responding to the implementation of FPE that eliminated user fees in public primary schools in Kenya. It is based on a study that sought to determine whether the management practices of headteachers reflected competent execution of their duties as chief executives in the school organisation. The study was conducted in Kakamega and Kajiado districts, Kenya. From the 59 schools sampled, 59 headteachers were used in the data collection. Fourteen (14) Area Education Officers (AEOs), 118 parents, 118 School Management Committee (SMC) members, 2 District Education Officers and 7 senior officers from the Ministry of Education headquarters were also interviewed. The study employed questionnaires, interviews and Focus Group Discussions (FGDs) for data collection. It is concluded that, with regard to the performance of their roles as managers, headteachers generally regard themselves highly. However, many headteachers still have inadequate competence in bookkeeping or accounting, management of financial resources, public relations and guidance and counselling. Members of School management Committees (SMCs), who form an important component of the management of FPE funds, lack the requisite competencies and skills for preparing school budgets.

**Key Words:** Free Primary Education Policy, Implementation, Management Practices, Proficiency, Response

## INTRODUCTION

A key determinant to the successful implementation of FPE and management of the attendant change process is resources. The adequacy of teaching and learning resources in light of the increased number of enrolled pupils occasioned by FPE is arguably the most critical variable of concern in Kenya's public primary schools. In addition, for successful implementation of FPE, such resources not only have to be availed in sufficient amounts-they also have to be managed efficiently (World Bank & UNICEF, 2009). Considering the abrupt change to FPE and the inadequate

preparedness that was evident at the time of this shift in policy (UNESCO & MoEST, 2005), it was important to investigate the extent to which the resources necessary for teaching and learning were available in schools. This is an indicator of the effectiveness or otherwise of the management of change.

The level of resources available in schools is clearly linked to overall performance (OECD, 2013), but resources on their own, cannot lead to the achievement of organisational goals; they must be managed efficiently. According to UNESCO (2004), educational reforms require effective management. Effective change management therefore requires that headteachers provide leadership in the FPE implementation process. This study thus also sought to examine the management practices in schools in the context of FPE with regard to the key management functions of planning, leading, organizing, motivating, and controlling. Management practices of headteachers are seen through the leadership behaviors displayed by headteachers in the changing environment that resulted from the introduction of FPE.

Effective management of change also entails creating readiness on the part of personnel who will be involved in the implementation process (Weiner, 2009). The level of preparation given to teachers, headteachers and education officers for the implementation of FPE in Kenya is thus considered a key determinant for the success of FPE. Considering that the FPE policy was implemented in haste (UNESCO & Kenya MoEST, 2005) and educational stakeholders received little preparation prior to its implementation (Otike & Kiruki, 2011), it was deemed necessary to assess the proficiency of management practices in responding to the implementation of this policy.

#### MATERIALS AND METHODS

The study was conducted in Kakamega and Kajiado districts of Kenya. The design adopted for the study was the cross-sectional survey. The target population comprised all the public primary schools in Kakamega and Kajiado districts with 344 public primary schools and 198 public primary schools respectively.

The study sample constituted 59 schools (representing 11% of the population of 542 schools in Kakamega and Kajiado districts), hence 37 for Kakamega and 22 for Kajiado District. Respondents included 59 headteachers, 14 Area Education Officers (AEOs), 118 parents, 118 School Management Committee (SMC) members, 2 District Education Officers and 7 senior officers from the Ministry of Education headquarters. The study used questionnaires, interviews and Focus Group Discussions (FGDs) for data collection.

## **RESULTS AND DISCUSSION**

The study sought to examine the management practices in schools and their proficiency in implementation of Free Primary Education (FPE). The focus was on the key management functions of planning, leading, organizing, motivating, and controlling. An evaluation was therefore made to determine whether the management practices of headteachers reflected competent execution of their duties as managers of

the school organisation. Through this, the study attempted to explain the type of leadership behaviors displayed by headteachers as they engaged in managing the school in the change environment that resulted from the introduction of FPE. Data was collected through teachers' and head teachers' questionnaires and from interviews with head teachers, teachers and education officers as well as from observations. Results from a self-evaluation by head teachers on several items related to management are shown in Table 1.

Table 1. Head teachers' self-evaluation of their management-related practices

|   | Count | %     | Count | %     | Count | %     | Count | %         | Count | %      |
|---|-------|-------|-------|-------|-------|-------|-------|-----------|-------|--------|
| It is possible to give pupils individual attention since introduction of FPE                                    | 3     | 5.1%  | 6     | 10.2% | 27    | 45.8% | 23    | 39.0<br>% | 59    | 100%   |
| Budgeting for school needs under FPE involves all staff   | 5     | 8.5%  | 46    | 78.0% | 5     | 8.5%  | 3     | 5.1%      | 59    | 100%   |
| Since the introduction of FPE, educational activities have been communicated to staff in advance                | 5     | 8.5%  | 50    | 84.7% | 2     | 3.4%  | 2     | 3.4%      | 59    | 100%   |
| You plan and schedule work of teaching and support staff  | 3     | 5.1%  | 50    | 84.7% | 6     | 10.2% | 0     | .0%       | 59    | 100%   |
| There is delegation of responsibility and authority in the school   | 6     | 10.2% | 49    | 83.1% | 4     | 6.8%  | 0     | .0%       | 59    | 100%   |
| Since the introduction of FPE, you have difficulty in equitably distributing duties                             | 2     | 3.4%  | 35    | 59.3% | 20    | 33.9% | 2     | 3.4%      | 59    | 100%   |
| Staff members feel free to interact with H/T  | 4     | 6.8%  | 55    | 93.2% | 0     | .0%   | 0     | .0%       | 59    | 100.0% |
| Since introduction of FPE ,you discuss instructional problems with individual teachers                          | 0     | .0%   | 57    | 96.6% | 2     | 3.4%  | 0     | .0%       | 59    | 100.0% |
| You identify the school's educational needs under FPE and set priorities  | 7     | 11.9% | 52    | 88.1% | 0     | .0%   | 0     | .0%       | 59    | 100.0% |
| After introduction of FPE, the school has planned for and organized in-service training programmes for teachers | 0     | 0.0%  | 24    | 40.7% | 35    | 59.3% | 0     | .0%       | 59    | 100.0% |
| Since FPE, you regularly give direction to teachers on teaching methods   | 0     | .0%   | 50    | 84.7% | 7     | 11.9% | 2     | 3.4%      | 59    | 100.0% |
| Since introduction of FPE ,you work with teachers to identify inservice needs                                   | 3     | 5.1%  | 49    | 83.1% | 7     | 11.9% | 0     | .0%       | 59    | 100.0% |
| Since introduction of FPE ,you conduct actual classroom visits for supervision                                  | 0     | .0%   | 50    | 84.7% | 9     | 15.3% | 0     | .0%       | 59    | 100.0% |
| Since introduction of FPE, you conduct induction for new and professionally young teachers to plan teaching     | 1     | 1.7%  | 53    | 89.8% | 5     | 8.5%  | 0     | .0%       | 59    | 100.0% |
| Since introduction of FPE ,teachers are free to try out new teaching techniques and curriculum materials        | 0     | .0%   | 49    | 83.1% | 10    | 16.9% | 0     | .0%       | 59    | 100.0% |
| Since introduction of FPE, you are unable to supervise effective utilization of resources                       | 1     | 1.7%  | 17    | 28.8% | 37    | 62.7% | 4     | 6.8%      | 59    | 100.0% |
| Since introduction of FPE ,you solicit the involvement of parents in school affairs                             | 5     | 8.5%  | 53    | 89.8% | 1     | 1.7%  | 0     | .0%       | 59    | 100.0% |

| Since introduction of FPE ,you are able to communicate with         | 3  | 5.1%  | 50 | 84.7% | 5 | 8.5% | 1 | 1.7% | 59 | 100.0% |
|---|----|-------|----|-------|---|------|---|------|----|--------|
| parents regularly   |    |       |    |       |   |      |   |      |    |        |
| Meetings between staff and head teacher are held regularly in the   | 11 | 18.6% | 48 | 81.4% | 0 | .0%  | 0 | .0%  | 59 | 100.0% |
| school  |    |       |    |       |   |      |   |      |    |        |
| Since introduction of FPE, you are involved in motivating pupils in | 5  | 8.5%  | 53 | 89.8% | 1 | 1.7% | 0 | .0%  | 59 | 100.0% |
| academic work   |    |       |    |       |   |      |   |      |    |        |

With regard to the performance of their roles as managers, head teachers generally evaluated themselves highly. Fifty-two (88.2%) headteachers said that they worked with teachers to identify in-service needs, although only 24(40.7 %) said that their school actually plans for and organizes in-service training programmes for teachers to better equip them for FPE.

Positive evaluation by the Headtechers of themselves was seen in relation to several practices: fifty five (93.2%) headteachers indicated that they always communicated educational activities for the term to staff in advance, 51 (86.4%) said they involved all members of staff in the school's budgeting process, and 55 (93.2%) indicated that there was delegation of authority and responsibility to members of staff in their school.

All the 59 (100%) headteachers indicated that they usually identified the school's educational needs and set priorities, 49 (83.1%) indicated that teachers were free to try out new teaching techniques and curriculum materials in their schools, 58 (98.3%) said they were personally involved in motivating pupils in their academic work, while 41 (69.5%) indicated that even after the introduction of FPE, they were still able to personally supervise the effective utilization of resources in the school.

With regard to staff –related responsibilities, the head teachers returned a positive self-evaluation of their practices as follows: All the 59 (100%) head teachers said; they regularly held meetings with staff and that staff members felt free to interact cordially with them. Fifty five (93.2%), 53 (89.8%), and 57 (96.6%) headteachers said they were in a position to effectively understand the needs and concerns of members of staff, they usually planned and scheduled the work of both teaching and support staff and discussed instructional problems with individual teachers respectively. Despite their busy schedules, 50 (84.7%) headteachers indicated that since the introduction of FPE, they still regularly gave direction to teachers on teaching methods and conducted classroom visits for supervision while 53 (89.8%) headteachers reported that they conducted induction for new and professionally young teachers to plan their teaching.

However, with regard to their ability to give the pupils as much individual attention as was the case before the introduction of FPE, most headteachers gave a negative response. Only 8 (15.3%) head teachers agreed that they were still able to give pupils as much individual attention. Similarly, 37 (62.7%) also indicated that with the introduction of FPE, they had difficulty in equitably distributing duties among all members of staff.

Many head teachers (98.3%) indicated that they solicited the involvement of parents in school affairs, and 53(89.8%) were able to communicate with parents regularly. However, the general impression created by head teachers was that most parents had become uncooperative. Head teachers also felt inadequately skilled to operate effectively in light of FPE with regard to some the aspects/ tasks in their management role as shown in Figure 1

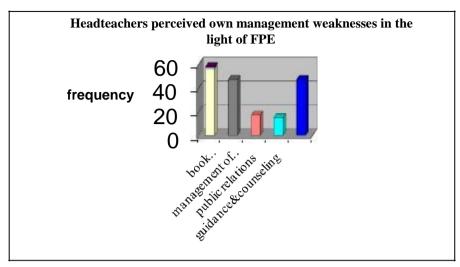


Figure 1. Head teachers' perceived own management weaknesses in the context of free primary education

When queried on the areas where they perceived themselves as having weakness that affected their effectiveness in managing the FPE implementation, 56 (96.6%) head teachers cited bookkeeping or accounting as an area of difficulty, and 47 (81%) headteachers pointed out management of financial resources as an area in which they faced difficulty. Bookkeeping, entails maintaining financial records through making entries, balancing accounts and so on, while the management of financial resources, involves aspects such as budgeting, costing and cost analyses, auditing, making investment decisions, expense management and procurement. With respect to the quality of training they had received in management, financial planning was prominently cited as an area of weakness. Forty-five percent of head teachers complained that they had received inadequate training on this and financial planning had proved to be particularly problematic for them as managers.

Seventeen head teachers (29.3%) saw public relations as an area in which they had experienced inadequacy, while 15 (25.8%) headteachers perceived guidance and counselling as an area of difficulty in their management role. It was observed during the interviews with head teachers that after the introduction of FPE, schools experienced an influx of pupils with innumerable special needs. There were many orphans, HIV/AIDS patients, destitute children, former street children, children from homes in distress and children with various types of disability. Several head teachers pointed out that such conditions tested their guidance and counselling abilities to the limit and brought their inadequacies to the fore.

Even though head teachers had generally expressed a high opinion of themselves as managers, when they were cross-examined on areas of skill or capacity that they lacked, 30% of school heads admitted that they did not have a complete school development plan. What is more telling is that just 27(45.7%) of headteachers provided documentary evidence of the existence of an action plan. A closer examination of the available school development plans revealed that 30% of them addressed school issues holistically. A major shortcoming was that they failed to

focus on pedagogical issues such as classroom supervision, materials development and acquisition, in-service training, teaching methods and quality assurance. They instead mostly featured the more generic issues and infrastructure. This prompted the author to inquire from the headteachers if they had sufficient skill in the construction of a logical framework matrix. Close to half of the head teachers (42.4%) responded that they lacked skills for construction of a logical framework matrix and actually desired training on the same. This scenario betrays an inadequacy in school planning skills. Also reported as an area of skills difficulty was computer proficiency. Seventy—five percent of headteachers admitted to not being able to use computers, especially for purposes of record keeping and data management. Many of those who had some computer skills could only use them for basic typing and writing emails. Considering the complexity of financial management and the demands of general resource management that come with FPE, this gap in ability to apply IT skills is undesirable and calls for urgent resolution. The lack of computers in schools, as earlier noted, only works to exacerbate the problem.

## Management Challenges that were faced by Headteachers

To complement the interrogation of management practices in schools, it was essential for the study to also establish the management challenges faced by headteachers so as to provide insights into conditions that impact on their performance. A frequently mentioned difficulty was the increase in pupil numbers that was aggravated by the shortage of teachers. It was felt by head teachers that this amplified the pressure on their time as they were forced to take up more lessons than they could comfortably handle besides their administrative duties. The demands of FPE had also expanded roles for school heads, forcing them to act as accounts clerk, purchasing officer, instructional leader and public relations officer at the same time.

The management of large numbers of pupils led to myriad management challenges: shortage of classrooms, furniture and toilets; escalation in cases of indiscipline; inability to give personalized attention to pupils; increase in number of orphans and needy pupils who required special attention and an increase in maintenance costs for schools. The erratic transfer by pupils from one school to another also caused logistical problems for head teachers in school management. Headteachers complained that since there were no clear admission guidelines, some pupils transferred from one school to the other, sometimes even during the school term. This practice, not only complicated and reduced the reliability of the record- keeping for headteachers, but also encouraged indiscipline, as pupils knew they could at little cost, move on to other schools and avoid disciplinary action. Considering that funding for FPE is pegged on pupil enrolments per school, influx of pupils that were not anticipated by head teachers also served to strain school budgets and expenditure.

The lack of management skills among headteachers as well as School Management Committees (SMCs) was cited as a challenge by headteachers. Head teachers reported that there had been some effort, albeit insufficient so far, to expose them to management training after the introduction FPE. The major concern by head teachers was that on being appointed to become school managers, no additional training was given to prepare them for the challenging role. They therefore had to discover many

things through trial and error. The situation was worse for the members of the SMCs, some of whom were semi-illiterate but were still expected to provide direction on management issues. Several head teachers, especially in the rural areas, expressed frustration at the inability of some of the SMC members to deal with pedagogical, staffing and financial issues.

To get a more objective assessment of headteachers' management practices in schools, teachers' views were also sought through questionnaires and face-to-face discussions. Table 2 shows the level of agreement or disagreement with the statements relating to management practices in schools.

Table 2. Teachers' evaluation of headteachers' management-related practices

| Table 2. Teachers' evaluation of  |       | %     | Count | ##-Terate | Count | %     | Count | %     | Total |
|---|-------|-------|-------|-----------|-------|-------|-------|-------|-------|
| TILLIA (TY/TE) C. 11 12 1. C 1. 1 12  | Count | , ,   |       | , .       |       | , ,   |       |       |       |
| The Headteacher (H/T) fully outlines plans for school to achieve its goals              | 23    | 13.0% | 130   | 73.4%     | 18    | 10.2% | 6     | 3.4%  | 177   |
| The budgeting process involves all staff  | 18    | 10.2% | 86    | 48.6%     | 45    | 25.4% | 27    | 15.9% | 177   |
| Educational activities for the term are always communicated to staff in advance         | 20    | 11.3% | 111   | 62.7%     | 38    | 21.5% | 8     | 4.5%  | 177   |
| The H/T teacher manages time effectively  | 26    | 14.7% | 131   | 74.0%     | 20    | 11.3% | 0     | .0%   | 177   |
| School budgetary estimates reflect school priorities                                    | 17    | 9.6%  | 100   | 56.5%     | 50    | 28.2% | 10    | 5.6%  | 177   |
| The H/T effectively plans and schedules work of teaching and support staff              | 14    | 7.9%  | 140   | 79.1%     | 14    | 7.9%  | 9     | 5.1%  | 177   |
| There is delegation of authority and responsibility                                     | 26    | 14.7% | 111   | 62.7%     | 36    | 20.3% | 4     | 2.3%  | 177   |
| Delegation of authority is clear and works effectively                                  | 19    | 10.7% | 105   | 59.3%     | 38    | 21.5% | 15    | 8.5%  | 177   |
| There is fair distribution of duties among staff  | 15    | 8.5%  | 113   | 63.8%     | 34    | 19.2% | 15    | 8.5%  | 177   |
| The H/T perceives needs and concerns of staff   | 20    | 11.4% | 126   | 71.6%     | 19    | 10.8% | 11    | 6.3%  | 176   |
| Staff members are free to interact cordially with H/T                                   | 25    | 14.1% | 54    | 30.5%     | 89    | 50.3% | 9     | 5.1%  | 177   |
| The H/T discusses instructional problems with teachers                                  | 11    | 6.2%  | 117   | 66.1%     | 35    | 19.8% | 14    | 7.9%  | 177   |
| The H/T identifies the school's educational needs for FPE and sets priorities           | 12    | 6.8%  | 142   | 80.7%     | 19    | 10.8% | 3     | 1.7%  | 176   |
| The H/T works with teachers to identify in-service needs for teaching challenges of FPE | 11    | 6.3%  | 64    | 36.4%     | 88    | 50.0% | 13    | 7.4%  | 176   |
| After introduction of FPE, the school plans for and organizes inservice training        | 5     | 2.8%  | 36    | 20.3%     | 115   | 65.0% | 21    | 11.9% | 177   |
| The H/T oversees effective utilization of resources                                     | 17    | 9.6%  | 135   | 76.3%     | 25    | 14.1% | 0     | .0%   | 177   |
| The H/T has provided direction on teaching methods                                      | 13    | 7.3%  | 92    | 52.0%     | 67    | 37.9% | 5     | 2.8%  | 177   |
| The H/T conducts classroom visits for supervision                                       | 10    | 5.6%  | 32    | 18.1%     | 113   | 63.8% | 22    | 12.4% | 177   |
| The H/T conducts induction for new teachers   | 10    | 5.6%  | 75    | 42.4%     | 83    | 46.9% | 9     | 5.1%  | 177   |
| The H/T promotes a school environment that supports teachers to                         | 3     | 1.7%  | 35    | 19.8%     | 111   | 62.7% | 28    | 15.8% | 177   |
| try new techniques  |       |       |       |           |       |       |       |       |       |
| The H/T interprets relevant educational laws and policy to staff                        | 27    | 15.3% | 134   | 75.7%     | 12    | 6.8%  | 4     | 2.3%  | 177   |
| The H/T personally motivates pupils in academics  | 26    | 14.7% | 124   | 70.1%     | 22    | 12.4% | 5     | 2.8%  | 177   |
| There is cooperation between teachers and parents to promote teaching and learning      | 2     | 1.1%  | 43    | 24.3%     | 86    | 48.6% | 45    | 25.4% | 177   |

| The H/T solicits involvement of parents in school affairs                                | 10 | 5.6%  | 148 | 83.6% | 10 | 5.6%  | 9 | 5.1% | 177 |
|--|----|-------|-----|-------|----|-------|---|------|-----|
| The H/T motivates teachers to work hard  | 14 | 7.9%  | 103 | 58.2% | 51 | 28.8% | 9 | 5.1% | 177 |
| The H/T communicates with parents regularly and effectively                              | 21 | 11.9% | 123 | 69.5% | 31 | 17.5% | 2 | 1.1% | 177 |
| The H/T promotes good working relationship among teachers                                | 29 | 16.4% | 126 | 71.2% | 17 | 9.6%  | 5 | 2.8% | 177 |
| There are regular staff –head teacher meetings   | 21 | 11.9% | 143 | 80.8% | 10 | 5.6%  | 3 | 1.7% | 177 |
| There is a clearly understood and effective communication system between you and the H/T | 27 | 15.3% | 140 | 79.5% | 3  | 1.7%  | 6 | 3.4% | 176 |

The evaluation of headteachers' management related practices by teachers was highly positive on several aspects. Over 80% of teachers said their headteacher had ensured there was clarity of staff members' responsibilities, interpreted relevant educational laws and policy to staff, solicited the involvement of parents in school affairs, managed time effectively, promoted good working relationship among teachers, identified the school's educational needs for FPE and set priorities, effectively planned and scheduled work of teaching and support staff, fully outlined plans for the school to achieve goals, oversees effective utilization of resources, personally motivated pupils in academics, had established an effective communication system between teachers and the headteacher, and communicates with parents regularly and effectively.

Between 70-79% of teachers indicated that their Headteacher had ensured delegation of authority and responsibility, always communicated educational activities for the term to staff in advance, distributed duties fairly among staff, and discussed instructional problems with teachers.

In some other aspects relating to school management however, the percentages of positive evaluation of headteachers by teachers were low relative to those highlighted above. This indicates a notable displeasure by teachers, despite a majority responding in the positive. It was felt by 117(66.1%) of teachers that school budgetary estimates reflect school priorities and that headteachers motivated teachers to work hard, while 105 (59.3%) teachers considered their headteacher as having provided direction on teaching methods, and an almost equal number of 104 (58.8%) agreed that the headteacher involved all staff members in the budgeting process. This could be interpreted to mean that whereas majority of head teachers recognize the value of incorporating all members of staff in the budgetary process, a large number of head teachers still do not. Yet, the importance of ensuring participation in the budgetary process cannot be over-emphasized, especially in the light of FPE where all stakeholders need to be assured of transparency and accountability in the utilization of public funds. A very small percentage of teachers indicated they had been involved in decision making, yet as noted by Law and Glover (2000), an organisational culture that is characterised by collaborative decision-making is a feature of an effective school. Schools need to provide encouragement for teachers' participation in decision-making. Clarke and Newman (1997) add that indeed, teachers need to take responsibility for and be involved in school planning and curriculum development.

Teachers were also asked to evaluate the headteachers on selected aspects on a scale of 1-3 points, where 1 stood for very good, 2 stood for satisfactory and 3 stood for poor or not at all. Their responses are summarized in Table 3. Mean response scores were computed to assist in interpretation of the overall judgment.

Table 3. Teachers' evaluation of headteachers on selected management behaviour

| Table 3. Teachers evaluation of headteachers on selected management behaviour |     |     |     |       |               |  |  |  |  |
|---|-----|-----|-----|-------|---------------|--|--|--|--|
|   | 1   | 2   | 3   | Total | Mean response |  |  |  |  |
| The head teacher has put in place   | 40  | 50  | 87  | 177   | 2.27          |  |  |  |  |
| active strategies for enhancing   |     |     |     |       |               |  |  |  |  |
| teamwork among teachers   |     |     |     |       |               |  |  |  |  |
| The head teacher sets a very clear  |     |     |     |       |               |  |  |  |  |
| educational direction to the work of  | 60  | 95  | 22  | 177   | 1.78          |  |  |  |  |
| the school  |     |     |     |       |               |  |  |  |  |
| Headteacher sets challenging targets  |     |     |     |       |               |  |  |  |  |
| to raise academic standards   | 69  | 69  | 39  | 177   | 1.83          |  |  |  |  |
| The headteacher carries out   |     |     |     |       |               |  |  |  |  |
| monitoring by inspecting lesson   | 15  | 72  | 90  | 177   | 2.42          |  |  |  |  |
| plans and schemes of work   |     |     |     |       |               |  |  |  |  |
| The headteacher provides useful   |     |     |     |       |               |  |  |  |  |
| feedback on lesson plans, schemes of  | 15  | 63  | 99  | 177   | 2.47          |  |  |  |  |
| work  |     |     |     |       |               |  |  |  |  |
| The school works in partnership with  |     |     |     |       |               |  |  |  |  |
| others to promote learners'   | 27  | 18  | 132 | 177   | 2.59          |  |  |  |  |
| achievement   |     |     |     |       |               |  |  |  |  |
| The headteacher provides  |     |     | 126 |       |               |  |  |  |  |
| comprehensive feedback to staff on  | 18  | 33  |     | 177   | 2.61          |  |  |  |  |
| school inspection that is conducted by  |     |     |     |       |               |  |  |  |  |
| Ministry quality assurance officers   |     |     |     |       |               |  |  |  |  |
| Decisions on expenditure of schools'  | 4.0 |     |     |       |               |  |  |  |  |
| FPE funds involve all members of  | 18  | 75  | 84  | 177   | 2.37          |  |  |  |  |
| staff   | 4.5 | 0.4 | 46  |       | 2.02          |  |  |  |  |
| The head teacher treats all staff   | 45  | 84  | 48  | 177   | 2.02          |  |  |  |  |
| members equally and fairly  |     |     |     |       |               |  |  |  |  |

Key to rating 1: very good; 2: satisfactory; 3: poor/not at all

From table 3, mean response of less that 2.0 was considered to be very good, mean response of between 2.0 and 2.3 was seen as satisfactory, while a response mean of more than 2.3 was seen as tending towards poor. Head teachers were ranked highly by teachers with regard to three aspects; 120 (75%) teachers rated the displaying by head teachers of school expenditure for public scrutiny as very good, 54(30.5%) said it was satisfactory while only 3(1.7%) teachers felt it was poor. The overall mean score of 1.83 reflects a high rating of —very good. The overall rating of head teachers with regard to putting in place strategies for enhancing teamwork among teachers (mean score=2.27) and treating all staff members equally and fairly (mean score=2.02) could be summarized as satisfactory.

However, the overall rating of headteachers with regard to several other aspects, such as; inspecting and providing useful feedback on lesson plans and schemes of work, partnering with others to promote achievement, providing comprehensive feedback to staff on school inspection by quality assurance officers, and involving all members of staff in decisions on expenditure of schools' FPE funds, was poor. This suggests that schools still engage in outmoded competition that discourages interschool cooperation that could be more beneficial to learners. Lastly, it may be concluded that many headteachers were unwilling to fully share the reports of inspection resulting from inspections. One teacher remarked during the interview:

Reports by the ministry Quality Assurance and Standards Officers are treated by many head teachers as sensitive and therefore guarded as secrets. This is especially so when inspectors' comments are perceived by head teachers as an indictment on their abilities. They think this could expose them negatively in the eyes of their juniors.

## CONCLUSION

In management of the change process, headteachers had exhibited management proficiency in the following aspects since the introduction of FPE programme -:

**Planning:** Identifying educational needs of the school, setting priorities for the school, planning the work of staff, and efficiently managing their time

*Organising:* Clarifying responsibilities to staff, fairly distributing duties to staff, effectively facilitating delegation.

**Staffing:** Promoting good relationship, perceiving staff needs / concerns

**Directing/leading:** Motivating pupils / teachers towards achievement, discussing instructional problems with teachers, and setting challenging targets for members to raise academic standards.

**Coordinating:** Ensuring smooth running of programmes, and soliciting for and coordinating parental involvement.

**Reporting/Communicating:** Properly interpreting policy for staff, keeping contact with parents, establishing clear communication channels with staff, communicating activities to staff in advance, and displaying the summary of purchases and accounts on school notice boards.

Budgeting: Headteachers were able to budget in line with priorities of the school

**Controlling:** Headteachers had ensured efficient resource utilization

Head teachers had good proficiency in maintaining financial documents such as records of up to date Bank statements, Cashbooks, Payment Vouchers and Local Purchase Order/Local Supply Orders and Receipt books. However, they lacked proficiency in preparing analytical statements of account such as balance sheet, monthly trial balances and bank reconciliations.

However, many headteachers did not inspect teachers' lesson plans and schemes of work; neither did they provide useful feedback on lesson plans and schemes of work. Similarly, they did not provide comprehensive feedback to staff on school inspections conducted by quality assurance officers. Also, very few headteachers established academic partnerships with other schools.

Head teachers also contributed to delays in FPE funds disbursement by submitting incorrect data, delaying in submitting updated data and changing accounts without notifying the Ministry of Education in advance.

Head teachers were unable to give pupils as much individual attention as they did before FPE. In addition, Most School Development Plans (SDP) did not address school issues holistically, thus indicating inadequacy in school planning skills among headteachers.

#### RECOMMENDATIONS

Headteachers should demonstrate leadership by supervising and providing useful feedback on teaching methods and by establishing collaboration with other schools. Headteachers should also provide comprehensive feedback to staff on school inspection that is conducted by Ministry of Education Quality Assurance Officers.

Ministry of Education Quality Assurance & Standards Officers as well as Auditors should visit primary schools more often to give guidance to headteachers on financial management. In addition, the ministry should consider deploying accounts clerks to schools, even on a pooled basis, to ease the burden of bookkeeping and accounting faced by headteachers.

The Ministry of Education should ensure that all members of SMCs are trained comprehensively on effective school management.

For greater proficiency in managing FPE funds, head teachers should be given training on preparing analytical statements of account such as balance sheet, monthly trial balances and bank reconciliations.

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## **BIO-DATA**

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