

**The Effects of Termly Grants from the Ministry of  
Education on the Quality of Education being offered  
in Lusaka Middle Basic Schools.**

**By**

**CHARITY LENGWE MEKI**

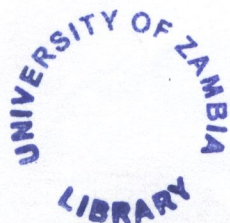
**A Dissertation Submitted to the University of Zambia in  
Partial Fulfilment of the Requirements for the Degree of  
Master of Education (Educational Administration) M.Ed  
(Educational Administration)**

**UNIVERSITY OF ZAMBIA**

**LUSAKA**

**2005**

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**SIGNED:**

**Student: Charity Lengwe Meki** .....

**Supervisor: Charles M. Subulwa**..... 10/11/2005

**UNZA**

**2005**

## DEDICATION

Dedicated to my husband, Joseph Kombe and my daughter, Tasha Kombe for their  
sacrifice during my studies.

Also dedicated to my father, Wallace Meki, for always encouraging me that I could  
*'reach the sky.'*

DECLARATION

I, the undersigned declare that this dissertation represents my own work; that it has not previously been submitted for a degree at the University of Zambia or at any other University and that it does not incorporate any published work or material from other thesis.

Name.....*Charity Lengwe Meki*

Signed.....*[Signature]*

Date.....*16<sup>th</sup> November 2005*

APPROVAL

The University of Zambia approves this dissertation by Charity Lengwe Meki as fulfilling part of the requirements of the degree of Master of Education (Administration).

EXAMINERS' NAMES AND SIGNATURES

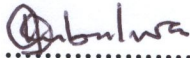

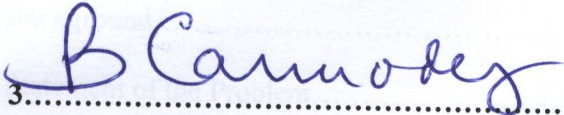
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## **ABSTRACT**

This study attempted to ascertain whether or not grants from the Ministry of education were sufficient to meet teaching / learning materials and other operational costs of some Lusaka middle basic schools. It also investigated the effect of grants on the quality of education provided in these schools.

The study followed a cross-sectional survey research design. Its population consisted of all the ninety-two middle basic schools in Lusaka urban district. Purposive sampling was used to select ten 'big' schools which, according to Sikwibele (2003) had found grants to be insufficient compared to the money collected from user fees and other cost sharing measures. Guided oral interviews, documentary analysis and questionnaires were used to collect data. Quantitative data was analysed using the Statistical Package for Social Sciences (SPSS) while qualitative data was categorised and analysed into themes and sub-themes.

The study found that all the middle basic schools were receiving K3, 000,000.00 per term through the MoE grants. This amount (K3, 000,000.00) was insufficient to meet the costs of teaching / learning materials and other operations of schools. At the prevailing exchange rate, the average allocation of grants per pupil (K1, 643.00) was less than one U.S dollar, an amount that was just enough to buy a common pen. As a result, some schools (6 out of 10 or 60 %) were collecting money from pupils (between K10, 000.00-K27, 000.00) in a bid to supplement the 'insufficient grants.'

The fact that grants were insufficient meant that quality in terms of inputs had been affected in a number of ways: Almost all the ten schools had not bought a single

textbook since the introduction of grants; the supply of other basic instructional materials had gone down; repair and maintenance of school property and buildings was rarely undertaken; the laying off of some auxiliary workers in order to cut on the wage bill had resulted in a reduction of security services and the general decline in the cleanliness of schools (especially toilets). In addition, clubs and sports were either no longer as effective as before or not running at all and there were frequent interruptions of electricity, telephone, water or post office box services due to the non settlement of bills.

The study has established that grants were inadequate to meet the operational costs of schools and that this had affected the provision of quality education, in terms of inputs. The main recommendation therefore, is that the MoE should seriously consider increasing the grants.

## ACKNOWLEDGEMENTS

I would like to acknowledge the following: Mr C. M. Subulwa, my supervisor for all his constructive criticism that helped in polishing the report; To Professor Kurt Muller for his lectures that helped in doing my research work and the 'SPSS'; To Dr J. Luangala and Dr F. Mwape, for their input; To Mr D. Mweemba (MHSRIP), Mr D. Bowasi, Mr Kaulule (MoE) for the books that helped in my literature review;

To my mother, Christine Ngandwe Meki and father, Wallace Meki for the support; to my sisters and brothers-Coretta Meki Lukwesa, Linda, Wallace and Webster for the encouragement; to my niece Janet Kombe for looking after my baby while I was busy with the research;

To my course mates Peggy Chipso Mwanza, Rosemary Chilufya, Mr Daniel Bowasi, Mr William Kapambwe and Mr Killian Michelo (MHSRIP), for all the light moments shared in the midst of academic pressures;

And very special thanks go to my husband, Joseph Kombe for keeping up with '*a bookworm wife like me.*'

Above all, I give '*all the glory to God for giving me the grace to live to the completion of the report.*'

## ACRONYMS

<b>DEO</b>	<b>District Education Office</b>
<b>PEO</b>	<b>Provincial Education Office</b>
<b>MoE</b>	<b>Ministry of Education</b>
<b>FBE</b>	<b>Free Basic Education</b>
<b>PTA</b>	<b>Parent Teachers Association</b>
<b>ROC</b>	<b>Read On Course</b>
<b>IRIN</b>	<b>Integrated Regional Information Network</b>
<b>JCTR</b>	<b>Jesuit Centre for Theological Reflection</b>
<b>ERIP</b>	<b>Educational Report Implementation Project</b>

# **CHAPTER 1**

## **1.0 INTRODUCTION**

### **1.1 Background**

In February 2002, the President of the Republic of Zambia announced the Free Basic Education (FBE) policy that would apply from Grades 1-7 of the education system. The policy was introduced to ensure that every child had access to basic education. Free basic education meant that user fees had been abolished in all government middle basic schools. In particular, this meant that no child should be denied access to school on account of not paying the Parent Teachers Association (PTA) levies or any other fees that pupils used to be charged before the inception of the FBE policy. The FBE policy also entailed that, enrolment of pupils should be unconditional and must not be linked to contributions of items such as cement, reams of paper, slashers, candles, detergents, mops and so on (Ministry of Education (MoE), 2003a).

It is however necessary to mention that the FBE policy states that parents / communities would still have to play a role in the provision of education. For instance, the MoE (2003b) indicates that the PTA and the community should assist middle basic schools in raising money for developmental projects (like construction of classrooms and toilets) and other school running costs, without charging pupils any fees.

Following the declaration of the FBE policy, the MoE committed itself to funding all government middle basic schools countrywide through what is termed as 'grants' (MoE, 2003a). Since the declaration of the FBE policy, all government middle basic schools

have been receiving grants on a termly basis ranging between K 2,600,000.00-3,000,000.00 (U.S. \$500-600). For example, MoE released a press statement in *Times of Zambia* dated 17th September 2003 informing all District Accountants to collect cheques from the ministry for term 3. The grants are given according to the size or grade of the school. Grade one schools receive K 3, 000,000.00 while grade two and three schools receive K 2,600,000.00.

The MoE has established guidelines on how grants are expected to be spent, as reflected in appendix 8. The MoE states that grants are meant to support the FBE policy and that middle basic schools should use the finances to uphold the policy. It is also indicated that the funds are to be used in place of income foregone following the abolition of PTA and other fees to procure basic teaching / materials like chalk, teacher's note books, chart paper and felt pens for the production of teaching aids. The funds are also expected to be used to procure paper for printing grade one application forms, end of term tests, report forms and meet other operational costs of middle basic schools.

Giving middle basic schools grants to procure basic needs merely shows the MoE's commitment to what it has stated in the current national policy document on education ('Education our Future') regarding the provision of quality education. The policy document states that inputs such as text books, various types of teaching / learning materials, science apparatus, classroom equipment, furniture and library facilities, just to mention a few, must be given special attention, support and improvement (MoE, 1996:27).

## **The Missing Link**

Not much can be said about the FBE policy since it is still in its infancy. However, available literature indicates that while many rural schools have greatly gained from grants, some big middle basic schools in urban areas have found them to be insufficient (Sikwibele, 2003). The main reason that Sikwibele (2003) puts across is that unlike middle basic schools located in rural areas, schools in urban areas used to generate a lot of money from user fees and other cost-sharing measures compared to grants. Another reason could be derived from looking at the differences in expenditure patterns between the rural and urban schools. Given the different locations, it is likely that expenditure patterns between rural and urban schools are different. For example, some urban schools may have telephones and the bills are paid by the school itself. Also urban schools could employ gardeners, toilet and office cleaners whose salaries are paid for by individual schools. It is also likely that rural middle basic schools have benefited because the Government (MoE) is now prompt in remitting grants to them. This is unlike previously when the Government could relax by taking it for granted that schools would operate on the money collected from user fees and other cost sharing measures. Related to this point is what is stated by the MoE (2002:3) that unlike in the past, school grants for basic needs like chalk, paper, notebooks and so on are directly being sent to middle basic schools. This could be seen as an advantage to rural schools where funds for basic needs are now reaching them at least 'on time.'

It is important to point out that Sikwibele (2003) only stated that some middle basic schools had found grants to be insufficient but neither showed what they were insufficient for nor indicated whether or not they were sufficient to meet teaching /

learning materials and other operational costs of middle basic schools. In addition, Sikwibele (2003) did not show whether or not grants affected the quality of education (in terms of inputs) provided to middle basic schools. The provision of quality education, in terms of inputs might be at stake if grants are not adequate enough to meet teaching / learning materials and other operational costs. It was therefore necessary for this study to find out whether or not grants were sufficient enough to meet the costs of teaching / learning materials and other operations of middle basic schools. It was also important to investigate whether or not grants affected the quality of education (in terms of inputs) offered in middle basic schools.

## **1.2 Statement of the Problem**

The problem of the study was that we did not know:

1.2.1. Whether or not grants were sufficient enough to meet teaching / learning needs (materials) and other operational costs of middle basic schools.

1.2.2. Whether or not grants affected the quality of education offered in middle basic schools.

## **1.3 Purpose of the Study**

The purpose of the study, therefore, was to ascertain:

1.3.1. Whether or not grants were sufficient enough to meet teaching / learning materials and other operational costs of middle basic schools.

1.3.2. Whether or not grants affected the quality of education offered in middle basic schools.



## **1.4 Objectives of the Study**

The objectives of the study were to investigate:

- 1.4.1. How much money middle basic schools used to generate prior to the FBE policy.
- 1.4.2. How sufficient funds collected from user fees and other cost sharing measures were in meeting teaching / learning materials and other operational costs of schools before the inception of the FBE policy.
- 1.4.3. How much money middle basic schools were receiving through grants.
- 1.4.4. How sufficient grants were in meeting teaching / learning materials and other operational costs of middle basic schools.
- 1.4.5. Whether or not grants affected the quality of education offered in middle basic schools.

## **1.5 Research Questions**

- 1.5.1. How much money did middle basic schools generate prior to the inception of the FBE policy?
- 1.5.2. How sufficient were funds collected from user fees and other cost sharing measures in meeting teaching / learning materials and other operational costs of middle basic schools before the inception of the FBE policy?
- 1.5.3. How much money were middle basic schools receiving through grants?
- 1.5.4. How sufficient were grants in meeting teaching / learning materials and other operational costs of middle basic schools?
- 1.5.5. Did grants affect the quality of education offered in middle basic schools?

## **1.6 Significance of the Study**

It is hoped that the study might bring out information on the effects of grants on the quality of education (in terms of inputs) provided in middle basic schools. It is therefore anticipated that the findings of the present study might assist policy makers and the MoE to make informed decisions on how to ensure that middle basic schools are provided with quality education.

To the University of Zambia and the world at large, it is hoped that the findings would add new knowledge to the body of literature on the funding of middle basic schools in Zambia and its effect on the provision of quality education.

## **1.7 Limitations of the Study**

The study confined itself to ten middle basic schools in Lusaka urban district as follows: five schools located in high-density areas or shanty compounds and five others located in low-density areas. This was due to limited time and financial resources.

During data collection, the researcher encountered a number of problems. One of the problems was that some participants in the study, especially bursars were quite reluctant in answering some questions regarding the schools' finances because they felt that revealing such information was sensitive as it was prone to raise a lot of eyebrows. This limitation was, however, 'neutralized' as much as possible through the analysis of necessary documents of the schools, whenever they were availed to the researcher. Despite the limitations encountered, the researcher managed to collect adequate and necessary data required for the study.

## **1.8 Operational Definition of Terms**

Lower Basic School: A school running from Grades 1 to 4.

Middle Basic school: A school running from Grades 1 to 7.

Primary School: A school running from Grades 1-7 synonymous to a middle basic school.

Upper Basic School: A school running from Grades 1 to 9.

Grade of a School: The MoE has classified basic schools into grades on the basis of streams as follows:

-a grade one middle basic school consists of 6 to 8 streams with 42 to 56 classes.

-a grade two middle basic school consists of 3 to 5 streams with 21 to 41 classes.

-a grade three middle basic school consists of 1 to 2 streams with 1 to 20 classes

(MoE, 1997:10-11).

Operational Costs: (or running costs) Money middle basic schools spend on the following: Teaching / learning materials (textbooks, chalk, dusters, paper, charts, pens, pencils, rulers and so on); routine repairs, maintenance, electricity, telephone, water, postal services, extra curricular activities such as sports, debate, boy scouts, girl guides, Anti-AIDS and wildlife clubs.

Quality: Quality in education can be described in terms of inputs into the education system or the outputs from the education system (Kelly, 1991:3; Beeby, 1966). Lungwangwa (1991:75) defines 'quality' from two perspectives depending on whether it is measured internally or externally. The internal criteria embrace both the input and output. The input indicators refer to the size of classes, morale of teachers, quantity of resources; the availability of teaching / learning materials, contents of education and the number of contact hours, just to mention a few. Output indicators refer to the acquisition

of measurable skills like reading, writing and numeracy including a great range of facts about history, geography and hygiene and so on. In the present study, quality will be evaluated in terms of inputs which will include the availability of textbooks and other teaching / learning materials including facilities like desks, toilets, water, electricity, telephone and other operational costs, as defined above.

Effects: The changes that have taken place in middle basic schools after the introduction of grants in terms of:

- the amount of money as income of schools.

- the quality (as defined above) of education offered in middle basic schools.

Cost sharing: The financing of education on partnership basis between the government (MoE) and parents (communities).

User fees: The money middle basic schools used to levy pupils as a cost sharing measure for the various services offered.

Grants (termly): The money the MoE gives to all government middle basic schools every term to uphold the FBE policy.

## **CHAPTER 2**

### **2.0 LITERATURE REVIEW**

#### **2.1 Introduction**

Available literature indicates that expenditure on education has an effect on the provision of quality education - whether quality is measured in terms of inputs going into the education system or the outputs coming out from the education system or indeed any other criterion (Graham-Brown, 1996; Kelly, 1987; World Bank, 1989; Fuller, 1986). Of interest to this study is literature that shows the effects of funding on quality described in terms of inputs going into the education system which include: a good supply of textbooks and other teaching / learning materials that support instruction; the availability of school facilities like toilets and desks. This definition of quality shall also include the availability of money for other operations of schools such as extra curricular activities, water, electricity, telephone, printing, postal expenses, repairs and maintenance.

#### **2.2 The Funding of Education in Developing Countries and its Impact on Quality**

Through a series of country case studies drawn mainly from Southern Africa and Central America, a considerable amount of information has been gathered regarding the financing of education and its impact on the provision of quality education. Most of the data in these studies was collected from secondary sources that involved an analysis and review of written documents. Part of the data was also collected through structured interviews with individuals or groups. The findings established, among other things, that by the end

of the 1970s, expenditure on education was in many cases already leveling off in most developing countries.

One of the main reasons for the reduction in resources allocated to education was the economic decline that had hit many countries during this period. The economic decline in most developing African countries meant that there were not enough public funds to spend on social services (Graham-Brown, 1996:36). Graham-Brown (1996) terms the reduction in the amount of money allocated for social services as a 'culture of cuts' where most developing countries cut expenditure on social services, education being one of them. For example, between 1970 and 1979, out of a group of twenty-eight developing countries in Africa and Asia, only six had increased education spending as a proportion of the total expenditure, while in eleven countries spending had declined and a further eleven had remained static. For example, the public expenditure per pupil in the Sub-Saharan region for the primary level deteriorated from U.S\$67 in 1970 to U.S\$50 in 1986 (World Bank, 1988). Budgets for school inputs (teaching / learning materials, facilities and others) also reduced at the primary education level. For example between 1975 and 1985, the amount of money allocated for teaching / learning materials was almost halved in the whole of Africa from 7.6 % to 4.2 %. In Botswana, the expenditure per primary pupil on teaching and learning materials was less than U.S\$1. In Malawi, only about 50 cents was spent annually per-pupil on textbooks and other instructional supplies (Heyneman, 1980).

What has been indicated above shows that the amount of money allocated to the education system in some developing countries in Africa has been declining since the

1970s. The present study is relevant in that it might show the amount of money the Zambian government has been spending on education (per pupil), especially after introducing free basic education.

Inadequate spending on education has had negative effects on quality, in terms of inputs that have been getting into the education system in developing countries. For instance, Hillman and Jenkner (2004) state that in many developing countries, primary school education is poorly funded. As a result, many children who attend school receive low quality education because of among other things, overcrowded classrooms and a lack of basic teaching / learning materials such as textbooks, blackboards, paper and the like. Further, *The Federal Ministry for Economic Cooperation and Development* (2004:1-2) state that apart from lack of basic teaching / learning materials, many schools in developing countries have no funding to cover overheads such as water, electricity and transport for pupils. The impact of inadequate spending has been much more drastic in developing countries which have aimed to provide free education (Graham-Brown, 1996). For example, *News from Africa* (May, 2002) reported that the ambitious plan by the Malawian government to boost its education through the introduction of free primary education had adverse effects on the provision of quality education. Although admission rates soared, primary schools experienced a shortage of classrooms, qualified teachers and teaching / learning materials. The Director of Policy Planning with the Ministry of Education in Malawi actually admitted that from the time free primary education was introduced, the quality of education had gone down, mainly due to lack of resources-human and non-human (*News from Africa*, May 2002).

Mtegha (2003) further added that although the free primary education policy was introduced with the good intentions of increasing access to education, Malawi had faced problems regarding the financing of the programme. This was more especially that the country's economy was 'already weak.' An examination of the free primary education programme indicated that primary schools had seen a large increase (100% enrolment) in the number of pupils going to school. The increase in access had however brought a big decline in quality because it had put further strain upon the 'already under resourced education system.' Education standards continued to go down in Malawi even as classrooms became overcrowded with schools recording a shortage of teachers, teaching / learning materials and other school facilities.

In Kenya, the Integrated Regional Information Networks (IRIN) (7<sup>th</sup> February, 2003) stated that the declaration of the free primary education policy yielded positive results in terms of the number of children in school. For example about 1.5 million children who were out of school had turned up to attend classes after the declaration of the free primary education programme. However, IRIN (7<sup>th</sup> February, 2003) indicated that the government did not consider the costs and logistical challenges involved in delivering free education. As a result, the consequences that were not budgeted for 'are becoming more and more apparent.' For instance 'while the government ... scrambling to find money to pay for new classrooms, teachers and other facilities...classrooms are bulging like never before (IRIN, 7<sup>th</sup> February 2003). The Network for Water and Sanitation (NETWAS) (May, 2003) also reported that the free primary education policy in Kenya had resulted in a huge hygiene mess up because schools suddenly had to cope with double the number of pupils while important basic facilities like drinking water and toilets had remained static.



A head teacher of a primary school in Homa Bay in Western Kenya said that it was going to be impossible for Kenya to achieve free primary education because the government was not sufficiently funding the education system (IRIN, 7<sup>th</sup> February 2003).

The experiences of Malawi and Kenya in as far as providing free education is concerned merely confirm what Graham-Brown (1996:34) stated that, governments in developing countries that might aim to provide free education were likely to face serious problems of financing, whatever their motives and priorities. By investigating the effects of grants from the MoE on the quality of education provided in middle basic schools, the present study might show the experiences of Zambia in as far as providing free primary education is concerned.

It is important to point out that even in countries where primary education has not been declared free, inadequate funding of the education system has had negative effects on quality in terms of inputs. For example, Graham-Brown (1996) points out that poor funding of the education system has meant that textbooks, chalk, chalkboards, desks, pencils and other objects that one identifies with a classroom are often scarce, absent or non-existent in most of the schools in developing countries. Graham-Brown (1996) further states that inadequate funding of the education system has also affected the maintenance of buildings and school property so much that leaking roofs, lack of water and electricity are not uncommon problems in Africa. For instance, in Tanzania, 42 % of the schools were without water and 10 % had no latrines. In Nigeria, many schools in the north had no roofs and the maintenance of buildings and school property had been badly hit.

In 1986, a Ministry of Public Education document in Costa Rica highlighted the difficulties caused by lack of funds as follows:

Falling budget allocation are beginning to cause near paralysis in the activities of the Ministry of Education...In recent months, the physical condition of equipment and buildings has deteriorated alarmingly, due to lack of maintenance, and due also to the lack of basic expenditure on light, water, security guards, chalk, stationery, publications and books...(Graham-Brown, 1996: 109).

Heneveld (1994) points out that due to poor financing of the education system, most primary schools in Sub-Saharan Africa suffer from very poor conditions of learning, which include among other things, dilapidated or half-completed buildings, insufficient desks and few or no teaching / learning materials. Since Zambia adopted the free primary education policy in 2002, it is interesting to examine whether or not the current funding through grants has had an effect on learning conditions in middle basic schools.

### **2.3 The Zambian Situation**

The picture shown above is not any different from Zambia, which is one of the developing countries that has experienced a reduction in government's expenditure on education since the 1970s. For example, according to the MoE (1992:66), the total expenditure as a percentage of the total public budget for the whole education system in Zambia dropped from 12.1 % in 1970-85 to 9.4% in 1986-9. The recurrent education expenditure as a percentage of the recurrent public expenditure also dropped from 14.2 % in 1970-1985 to 10.2 % in 1986-9. The capital expenditure on education as a percentage

of the capital public expenditure also dropped from 6.4 % in 1970-85 to about 4.4 in 1986-9

Within the education sector itself, spending on teaching / learning materials has decreased over the years. For example Kelly (1991) and Lungwangwa (1994) state that at the level of teaching / learning materials in primary schools, the government withdrew responsibility to it as far back as 1986. Kelly (1991) actually writes that at the primary level of education, salaries and allowances for educational personnel absorb an ever increasing proportion with an ever decreasing proportion remaining for all other costs, especially for purchasing teaching / learning materials and classroom supplies. For example, the proportion spent on salaries for the primary education sector rose from 84.4% in 1975 to 95.6 % of the recurrent expenditure in 1986 (Kelly, 1998). This scenario indicates that about 96 % of the recurrent expenditure allocations had mainly been for personal emoluments (salaries and allowances for educational staff) leaving little or nothing for teaching and learning materials.

In addition, the ERIP Report (1986) stated that five times the actual expenditure on education should have been spent as a realistic budget for the necessary teaching / learning materials in 1985. In another example, Kelly (1991:54) described the K0.63 allocated per pupil as 'virtually worthless' when compared to the cost of educational supplies. At that time K0.63 was enough to just buy a pencil and one or two exercise books but not enough to buy a textbook. The Provision of Education For All (1986) also indicated that K11 per pupil should have been spent as a 'realistic budget' for the necessary teaching / learning materials in 1986 as distinct from the actual allocation of

K2. In 1996, the Provincial Education Authorities received about K15 per pupil for spending on teaching and learning materials. At the prevailing exchange rate this amount was about two U.S cents per pupil. In the district, the only support that the district office could provide for the entire year was three packets of chalk per school (Kelly, 1998).

The amount of money spent for the upkeep, maintenance, repairs and other capital projects has also been declining at all levels of the education system in Zambia over the past years. For example, the capital expenditure for education dropped from 6.6 % in 1970-85 to 4.4 % in 1986-9 (MoE, 1992:66). In 1984, the amount of money spent on the maintenance of primary schools in the Lusaka region was K264 per primary school and in the Copperbelt Region, it was K212. In Luapula, the amount was as low as K36 for each primary school. In the Eastern Region, it was K22 per primary school. The lowest was in the North Western Region where K3, 339 was spent on maintenance materials and upkeep for 488 primary schools (Kelly **et al**, 1986).

The literature above has shown that the amount of money pumped into the education system for school inputs has declined in Zambia over the years. By examining how much money the MoE has been allocating to schools since the introduction of the FBE policy in 2002, the present study might establish whether the funding of middle basic schools has improved or not.

## **2.4 The Effects of Funding on the Provision of Quality Education in Zambia**

In Zambia and elsewhere, poor funding has had negative consequences on the provision of quality education, in terms of inputs such as textbooks and other teaching / learning materials, facilities (toilets, desks, water, electricity) and other operations of schools (extra curricular activities, repairs and maintenance). For example Kelly (1996) states that the 'disastrous' decline in the allocation of funds to the education sector has meant fewer resources for quality inputs like textbooks, well-stocked libraries and laboratories, the maintenance of school buildings and facilities. The 1996 national policy document on education indicates that the quality of education in Zambia has gone down (MoE, 1996). Some of the indications of deteriorated quality outlined in the policy document, that are of interest to the current study include: dilapidated physical infrastructure, a scarcity of textbooks and other teaching / learning materials (MoE, 1996:26). Another policy document 'Focus on Learning' (1992: v, viii) acknowledged that there were not yet enough teaching / learning materials to achieve the objective of improving schools as institutions where students 'are supposed to learn and teachers are supposed to teach.' The policy document further stated that the shortage of textbooks and other educational supplies in schools was due in part to low levels of funding from the government to the education sector.

The reduction in expenditure on education has also had negative effects on the general maintenance of school buildings and property. Kelly (1998) writes that the 'small' allocation for capital expenditure has meant that resources have not been available to maintain or replace equipment, furniture and buildings of schools. For instance, the

allocation for the upkeep, maintenance and repair of primary schools in Zambia in 1984 was so low that it would not have been enough to buy two litres of paint or two window glasses (Kelly, **et al** 1986: 293).

The consequences of low funding are highlighted in 'The Provision of Education For All' (1986) that described the levels of school maintenance as follows:

They speak of cracked walls and floors, termite infested buildings, broken or missing doors, windows without glass ... rusting metalwork, unpainted structures, blocked toilets...leaking water and sewerage pipes, defective and dangerous electrical fittings, broken furniture in secondary schools, almost none at all in many primary schools... (p.290).

Kelly (1998:36) also states that inadequate funds have affected other operations of schools in Zambia. Many schools have faced difficulties in paying water and electricity bills. As a result, a number of schools, especially those in urban areas have frequently gone without water and electricity services.

It is important to point out that working in unison with its co-operating partners, the MoE has tried to improve the supply of teaching / learning materials and other needed items in schools. Kelly (1998:9) indicated that about 46,000 desks were distributed among 4,000 schools and about 1.4 million books reached a number of schools in 1996. However, Kelly (1998:9-10) indicated that much more needed to be done even after the above supplies were made because critical shortages in many areas still existed. For example the shortfall of desks in schools was about 70 % in Luapula and 40 % in Southern province

(Kelly, 1998:10). Five or more pupils were still sharing a book even after the 1.4 million books were supplied. Kelly (1998:10) further stated that other teaching / learning materials needed to support instruction by teachers and active learning by pupils were universally in short supply. In addition, a quarter of the country's classrooms lacked a usable board and more than a quarter of teachers did not have chalk (Kelly, 1998:10). About a third of the country's classrooms did not have any kind of wall chart, map or atlas. 40 % of the teachers did not have a dictionary while more than half did not have a desk and a chair for the teacher. In addition, approximately one third of the schools did not have safe water while toilet facilities were inadequate in both rural and urban schools. Over one quarter of the classrooms were pole and mud structures while about half needed rehabilitation. The Zambia National Assessment Project- 2001 also indicated that the availability of teaching resources in primary schools was meager in both rural and urban areas. In particular, the report indicated that 28 % of the schools did not have enough teachers' tables in urban areas. 41.2 % of the head teachers in urban schools also stated that security was poor (MoE, 2001:47).

The literature above has shown that the levels of spending on education have declined over the past years in Zambia mainly because the country has not been doing well economically (Kelly 1991; 1996; 1998, MoE, 1992; 2001). Such revelations cast doubts about the country's capacity to provide free basic education of good quality. The then World Bank country representative in Zambia, Lawrence Clarke, actually warned the government against the adoption of education reforms similar to those undertaken in other African countries where the scrapping of school fees had seen an increase in enrolment, but not in the provision of quality education. Clarke (2002) observed that:

initiatives to abolish fees should be well planned in advance, providing not only for replacement of fees revenue by public funds, but also taking into account likely substantial increases in enrolment, and the consequent need for increases in school inputs (IRIN, February 2002).

The coordinator of the economic and social development research project of the Jesuit Centre for Theological Reflection (JCTR), Muweme Muweme also told IRIN (February 2002) that it was abundantly true that without certain pragmatic steps in the direction of resource mobilization, Zambia was going to find it extremely difficult (if not impossible) to offer free basic education.

If the government does not adequately finance middle basic schools, Zambia might end up like Kenya and Malawi where the introduction of free primary education had proved to be expensive and difficult to implement. The introduction of free primary education in these two countries had indeed seen a large increase in the number of pupils going to school. However, the increase in access had brought major shortages of teachers, infrastructure and other school facilities. The result was a decline in the quality of education provided in primary schools in terms of inputs. In line with what has been stated above, the findings of the current study may therefore be useful in showing the effects of funding on the quality of education being provided in middle basic schools in Zambia. Knowing the effects of grants, might assist the MoE and other policy makers on how to proceed with the implementation of the FBE policy.

Mwansa, **et al** (2004) conducted a study that was commissioned by the MoE to assess the impact of the FBE policy on the basic education sector. The study covered 352 middle



basic schools throughout the country. Among the findings of the study that were important to the current study were the financial implications of the FBE policy on middle basic schools. The study established that the FBE policy invariably resulted in middle basic schools losing the income that they hitherto raised from various fees pupils paid. The study indicated that compared to grants from the MoE, most middle basic schools (especially those in urban areas) raised a lot of money from pupils' levies. As such, 95% of head teachers in middle basic schools in urban areas felt that grants were inadequate (Mwansa, **et al**, 2004:38).

The same study also established that the majority of the schools had adopted various strategies to make up for the loss of levies. The major activities that rural schools had embarked on were poultry and gardening while most urban schools depended on PTA fees (from grades 8 and 9 pupils) and church rentals.

The study further found that the FBE policy had negatively affected the spirit of community participation where some parents (21 %) were no longer keen on supporting school projects. This was because they misinterpreted free basic education to mean that they were not required to make any contributions towards their children's education (Mwansa, **et al**, 2004:37).

The study by Mwansa, **et al** (2004) concentrated on assessing the implementation of the FBE policy in a general manner and as a result it did not show certain details. For example, on the financial implications, the study only gave the average income of schools from levies. It did not cite some particular examples to show the differences in the

income of middle basic schools before and after the FBE policy. In addition, the study did not show the effects of grants on the quality (in terms of inputs) of education being provided to middle basic schools. It is against this background that the current study was conducted with the view to filling this gap in research.

## **CHAPTER 3**

### **3.0 METHODOLOGY**

#### **3.1 Overview**

This chapter discusses the research methodology used in the study.

#### **3.2 Research Design**

The study followed a cross-sectional survey research design. In a cross-sectional survey, a researcher can obtain data from a representative section of the population (sample) to estimate the characteristics of the study population. Furthermore, one can analyze the data collected from this design to extract patterns and make comparisons (Bell, 1999). This research design was selected even as the researcher attempted to obtain data from the sample, which could be analyzed in order to extract patterns, make comparisons and present it as being representative of the study population.

#### **3.3 Population**

The study population consisted of all the ninety-two middle basic schools in Lusaka urban district of Zambia

#### **3.4 Sample and Sampling Procedures**

The study sample consisted of 10 middle basic schools selected from the population of ninety-two middle basic schools in Lusaka urban district. Purposive sampling was used to select 10 middle basic school samples in the study. This type of sampling entails the selection of samples that satisfy an important criterion. Purposive sampling also entails

the selection of samples that are relevant and as far as possible representative of the study population (Ghosh, 2000:234-235). The justification for choosing purposive sampling was that the researcher needed to select potential and relevant samples that were going to provide the data required for the study. In particular, there was need to choose the 'big' middle basic schools located in urban areas, which according to Sikwibele (2003) had found grants to be insufficient compared to the money they used to collect from user fees and other cost sharing measures.

In the first stage of the sampling procedure, the study population was stratified into clusters that shared common geographical locations. In particular school samples were divided into two groups. The first cluster consisted of five middle basic schools located in high-density areas (shanty compounds) of Lusaka urban district that included Chibolya, Kalingalinga, Kanyama and Mthendere. The second group consisted of five middle basic schools located in low-density (residential) areas, which included Long acres, Madras, Rhodes-Park and Woodlands. The reason for dividing the sample into two was to generally find out whether or not the effects of grants were the same between middle basic schools located in low-density areas and those in high-density areas of Lusaka urban district.

In the second stage of the sampling procedure, 50 teachers were also selected purposively within the sample of 10 middle basic schools - 25 from each of the two density areas. Only those teachers that had taught at the sampled schools at least from the beginning of 2000 to the period of the study were interviewed. This is because there was need for teachers taking part in the study to have taught in the school during the

stipulated time. This was in order for them to answer questions on the status of teaching / learning materials, facilities and other operations of the schools between the dates given above. From each of the school samples, teachers teaching grades 1, 3, 5 and 7 were purposively selected in order to obtain data that was going to be considerably representative of all the grades in the schools. Within the sample of 10 middle basic schools located in both low and high density areas, 10 head teachers and 10 were also purposively picked as part of the sample.

### **3.5 Data Collection Procedures**

The collection of data was done from 15<sup>th</sup> March to 30<sup>th</sup> May 2004. Before proceeding with the collection of data from the sampled schools, the researcher obtained written permission from the Lusaka Province Education Officer (appendix 9). At each school, the researcher sought and obtained permission from the head teacher to collect data. The researcher assured the head teachers and other participants that the data collected from them was going to be used for purely academic purposes and would be treated with the strictest confidence.

### **3.6 Data Collection Techniques**

Three techniques were used to collect data, namely: Guided oral interviews, documentary analysis and questionnaires.

#### **3.6.1 Guided Oral Interviews**

Guided oral interviews were used to collect data from head teachers, bursars and teachers. What influenced the selection of this technique was the nature of the data to be collected, which required the researcher to have face-to-face interactions and probing of

answers. Face-to-face interaction and probing was necessary because the research aimed at collecting ‘in-depth’ or qualitative data that was going to reflect the voice, feelings and thoughts of respondents.

#### 3.6.1.1 Head Teachers

The guided oral interviews were used to collect the following data from 10 head teachers: The adequacy of the money generated from user fees and other cost sharing measures in meeting teaching / learning materials (text books and other instructional materials); facilities (desks, toilets, water, electricity, telephone and postal services) and other operations of the schools (extra curricular activities, printing, maintenance and repair); how much money middle basic schools were collecting through grants; whether or not grants were sufficient in meeting teaching / learning materials and other operational costs and whether or not grants affected quality in terms of inputs into middle basic schools.

#### 3.6.1.2 Bursars

Guided oral interviews were used to collect data from 10 bursars. From the bursars, the following data were obtained: How much money middle basic schools used to generate from user fees and other cost sharing measures before the inception of grants; the sufficiency of the money collected from user fees and other cost sharing measures in meeting the costs of teaching / learning materials and other operations; how much money middle basic schools were collecting through grants from the MoE; whether or not grants were sufficient in meeting teaching / learning materials and other operational costs and whether or not grants affected quality in terms of school inputs which included teaching / learning materials, school facilities (water, electricity, telephone, desks, toilets) and other

operations of the schools (extra curricular activities, printing, repair and maintenance). It should be pointed out that most of the data collected from head teachers were also collected from bursars. Collecting the same information from two different respondents was aimed at verifying their responses.

#### 3.6.1.3 Teachers

Guided oral interviews were used to collect data from the 50 teachers in the study sample. From the teachers, the following data were collected: The adequacy of teaching / learning materials before and after the introduction of the FBE policy; whether or not middle basic schools experienced shortages of teaching / learning materials before and after the introduction of grants; the extent of the shortages and whether or not grants from the MoE affected quality in terms of school inputs-teaching / learning materials, facilities (desks, toilets, water, electricity, telephone) and other operations (extra curricular activities, printing, repair and maintenance).

#### 3.6.2 Documentary Analysis

The documentary analysis technique was used to collect data on statements of schools' expenditure patterns on teaching / learning materials and other operations. The data collected through the documentary analysis technique were used to supplement and verify data from bursars, head teachers and teachers. In addition, data collected through this technique were necessary in helping the researcher arrive at conclusions on whether or not grants were adequate in meeting teaching / learning materials and other operational costs of middle basic schools. In order to extract the required data, the researcher analyzed the necessary expenditure statements for the schools under investigation.

### 3.6.3 Questionnaire

One questionnaire was administered to 10 head teachers from each of the middle basic schools in the study sample. The questionnaire was used to obtain the following preliminary data from the sampled middle basic schools: The total number of pupils, classes, streams per grade, teachers and non-teaching staff. This data was collected because it was useful in estimating whether or not grants were sufficient in meeting school inputs (teaching / learning materials, desks, toilets and other operations) against the number of pupils, teachers and other members of staff in the schools. The choice of this data collection technique was influenced by the nature of the data gathered. Questionnaires were more ideal and convenient than interviews since the data collected was objective and so did not need any face-to-face interaction.

### 3.7 **Data Analysis**

The data collected was analyzed in two stages. First, all the quantitative data was analyzed by means of the computer software called the Statistical Package for Social Sciences (SPSS) to obtain frequencies and percentages. The data analyzed using SPSS was presented in form of tables and graphs. This data was interpreted according to the objectives of the study.

Secondly, qualitative data was manually organized first of all by reading through. By means of codes, the researcher then grouped the data into categories and sub-categories. Thereafter, the categorized data was subjected to thematic analysis. The themes that emerged from the categorized data were interpreted in the light of the objectives of the study.



## **CHAPTER 4**

### **4.0 FINDINGS OF THE STUDY**

#### **4.1 Overview**

This chapter presents the findings of the study and has been outlined under headings drawn from the research questions.

#### **4.2 The Income of Middle Basic Schools Before the Introduction of Grants**

The first research question aimed at finding out how much money middle basic schools used to generate from user fees and other cost sharing measures before the introduction of grants.

Initially, the study aimed at collecting data on what middle basic schools generated from pupils' fees from 2000 to 2001. However data for the year 2000 were scanty and in some cases not available. The explanation for unavailable data was mainly due to poor record keeping in most schools. Therefore, only data for 2001 were used. The findings established that all the 10 middle basic schools in the study used to charge pupils fees termed as the Parent Teachers Association (PTA) and the General Purpose Fund (GPF) also referred to as user fees. Both the PTA and GPF fees were supposed to be paid as a lump sum by each pupil in full or in installments within a year. According to the findings, in 2001, the 10 middle basic schools were charging between K10, 000.00-K57, 000.00 per pupil annually. The 5 middle basic schools located in high-density areas were charging between K10, 000.00-K35, 000.00 while those in low-density areas were charging between K25, 000.00-K57, 000.00. The ten middle basic schools generated

approximately between K18, 000, 000.00-K80, 000,000.00 from pupils' fees (table 1). Schools located in high-density areas collected between K18, 000,000.00-K30, 000,000.00 while those located in low- density areas collected between K20, 000,000.00-K80, 000,000.00 (table 1).

**Table 1. The Income of Schools from Pupils' Fees in 2001**

<b>School</b>	<b>Location of school</b>	<b>Income in 2001 in Kwacha</b>
A	High density area	30,000,000.00
B	High density area	18,000,000.00
C	High density area	20,000.000.00
D	High density area	21,000,000.00
E	High density area	30,000,000.00
F	Low density area	40,000,000.00
G	Low density area	31,000,000.00
H	Low density area	80,000,000.00
I	Low density are	50,000,000.00
J	Low density area	20,000,000.00

#### **4.3 The Sufficiency of Money Generated from Pupils' Fees in Meeting Teaching / Learning Materials and Other Operations of the Schools**

The second research question aimed at finding out whether or not the money collected from user fees and other cost sharing measures was sufficient in meeting teaching / learning materials and other operational costs of middle basic schools.

From a sample of 5 bursars interviewed from 5 middle basic schools located in the low density areas, all of them (100 %) said that the money collected from pupils was 'sufficient in many areas' of the schools' operational costs. In particular, all the 5 bursars indicated that the money collected from pupils was sufficient enough to procure text books, chalk, manilla paper, pens, markers, and other instructional materials. The bursars further said that the money collected from pupils was able to meet other operational costs like maintenance / repairs, printing, extra curricular activities, water, electricity, telephone and postal expenses, to a great extent.

More data was qualitatively given by some bursars that gave an explanation as to why the money collected from pupils was sufficient enough to meet a number of teaching / learning materials and other operational costs. For instance, one bursar from a middle basic school located in the low density area explained that besides the money collected from pupils' fees, 'many middle basic schools in urban areas could admit that they benefited quite a lot from cost sharing measures that existed before grants were introduced.' The bursar explained that apart from collecting money through user fees, pupils were in certain cases asked to make special contributions, in monetary or material form. For example, items such as mops, tissue, detergents, reams of paper and so on were collected from grade one pupils that were reporting to school for the very first time. The bursar indicated that 'such contributions relieved the school from certain expenses.' The bursar therefore said that it was 'no wonder that the money generated from user fees and other cost sharing measures seemed sufficient because other contributions supplemented what was collected from pupils' fees.' However, one bursar from a low density area middle basic school emphasized that the money collected from pupils 'was not sufficient

to meet all the needs of schools but that it was considerably adequate to procure many instructional materials that saw the school through most of the term.’

In a sample of 5 bursars that were interviewed from 5 middle basic schools located in the high density areas, 2 out of 5 bursars gave the following responses: One of them said that the money collected from user fees and other cost sharing measures was ‘sufficient in all areas’ of the operations of the school. The other one said that the money generated from pupils was ‘just sufficient to meet a few needs’ of the schools’ operational costs. However, 3 out of 5 bursars said that the money collected from pupils was ‘sufficient in many areas’ of the schools’ operational costs.

The data that was given qualitatively by some bursars threw some light on why the money collected from user fees and other cost sharing measures seemed sufficient enough to meet teaching / learning materials and other operational costs. One bursar from a middle basic school located in the high density area said that the money collected from pupils was sufficient enough to meet extra curricular activities because it was mandatory for each pupil to pay for such activities as part of the school fees. On the aspect of printing, another bursar from a middle basic school located in the high density area said that the school could afford to venture into a lot of printing because pupils had to pay in order to obtain most printed materials like report forms.

The overall findings from the 10 bursars that were interviewed from middle basic schools located in both low and high density areas were as follows: 8 out of 10 indicated that the money generated from user fees and other costs sharing measures was ‘sufficient in many

areas' of the schools' operations while 2 out of 10 bursars (both from high density areas) gave different responses. One of them said that the money collected from user fees and other cost sharing measures was 'sufficient in all areas' of the operations of schools. The other bursar said that the money generated from pupils' fees was 'just sufficient to meet a few needs' of the school's operational costs.

In a sample of 5 head teachers from 5 middle basic schools in the low density areas, 4 of them said that the money collected from pupils was 'sufficient in many areas' of the operations of schools. In particular, the 4 head teachers said that the money collected from pupils was sufficient enough to meet the cost of text books and other teaching / learning materials like chalk, manilla paper, pens, markers and exercise books for teachers. The head teachers further said that the money collected from pupils was able to meet other operational costs like maintenance / repairs, printing, water, electricity, telephone, postal expenses and funding extra curricular activities such as sports and social clubs. However, one head teacher indicated that the money collected from pupils' fees was 'sufficient in a few areas' of the school's operations.

More data was given qualitatively to indicate why the money collected from pupils was sufficient to meet many operational costs of middle basic schools. One head teacher from a middle basic school located in the low density area indicated that the school benefited quite a lot from the PTA in that the association 'actively' embarked on several projects like the purchase of textbooks, sports equipment and the rehabilitation of school infrastructure. The head teacher therefore said that such ventures 'exempted the school

from some expenses which made the money collected from pupils' fees sufficient to meet many needs.'

From a sample of 5 head teachers from 5 middle basic schools located in high density areas, 4 of them also indicated that the money collected from pupils was 'sufficient in many areas' of the schools' operations. However, one head teacher said that the money collected from pupils was 'sufficient in all areas' of the school's operations.

More data was given by one head teacher from a high density area middle basic school to show why the money collected from pupils' fees was sufficient in many areas of the school's operations. The head teacher indicated that 'charging pupils user fees was a good idea in that after a school budget was drawn, the PTA sat down to arrive at a figure of how much each pupil was going to pay.' The head teacher said that 'although what the PTA agreed upon to charge pupils was not always adequate to meet all the items on the school budget, at least what was collected was within the money required to keep the school running quite smoothly.'

The overall findings from the 10 head teachers that were interviewed from middle basic schools located in both low and high density areas can be summarized as follows: 8 out of 10 indicated that the money generated from user fees and other cost sharing measures was 'sufficient in many areas' of the schools' operational costs. However, 2 out of 10 head teachers gave different responses from the other 8 head teachers. One of them said that the money collected from user fees and other cost sharing measures was 'sufficient in all areas' while the other one said that the same money was 'sufficient in a few areas' of

the school’s operations. A summary of the head teachers’ and bursars’ responses regarding the sufficiency of money collected from user fees and other cost sharing measures in meeting schools’ operational costs is shown in table 2.

**Table 2. Head Teachers and Bursars’ Responses on the Sufficiency of Money Generated from Pupils in Meeting Schools’ Operational Costs**

	Head Teachers	Bursars
Sufficient in all areas	1	0
Sufficient in many areas	8	8
Sufficient in few areas	1	2
Insufficient in all areas	0	0
<b>Total</b>	<b>10</b>	<b>10</b>

In addition to the data collected from bursars and head teachers, 50 teachers from both low and high density area middle basic schools were asked to indicate the supply of teaching / learning materials before the introduction of grants. Their responses were as follows: In a sample of 25 teachers from 5 middle basic schools located in low density areas, 1 (4 %) said that teaching / learning materials were ‘sufficient in all areas’; 10 (40 %) said that teaching / learning materials were ‘sufficient in many areas’; 12 (48 %) indicated that teaching / learning materials were ‘sufficient in a few areas’ while 2 (8 %) said that teaching / learning materials were ‘insufficient in all areas.’

From a sample of 25 teachers from 5 middle basic schools located in high density areas, none of them (0 %) said that teaching / learning materials were ‘sufficient in all areas’; 8 (32 %) teachers indicated that teaching / learning materials were ‘sufficient in many

areas’; 12 (48 %) teachers stated that teaching / learning materials were ‘sufficient in a few areas’ while 5 (20 %) said that teaching / learning materials were ‘insufficient in all areas.’

The overall picture of the findings from the 50 teachers that were interviewed from the 10 middle basic schools located in both low and high density areas was as follows: 2 % (1 out of 50) said that teaching / learning materials were ‘sufficient in all areas’; 36 % (18 out of 50) said teaching / learning materials were ‘sufficient in many areas’; 48 % (24 out of 50) said teaching / learning materials were ‘sufficient in a few areas’ while 14 % (7 out of 50) said teaching / learning materials were ‘insufficient in all areas.’ A summary of the responses of the 50 teachers is given below (table 3 and figure 1).

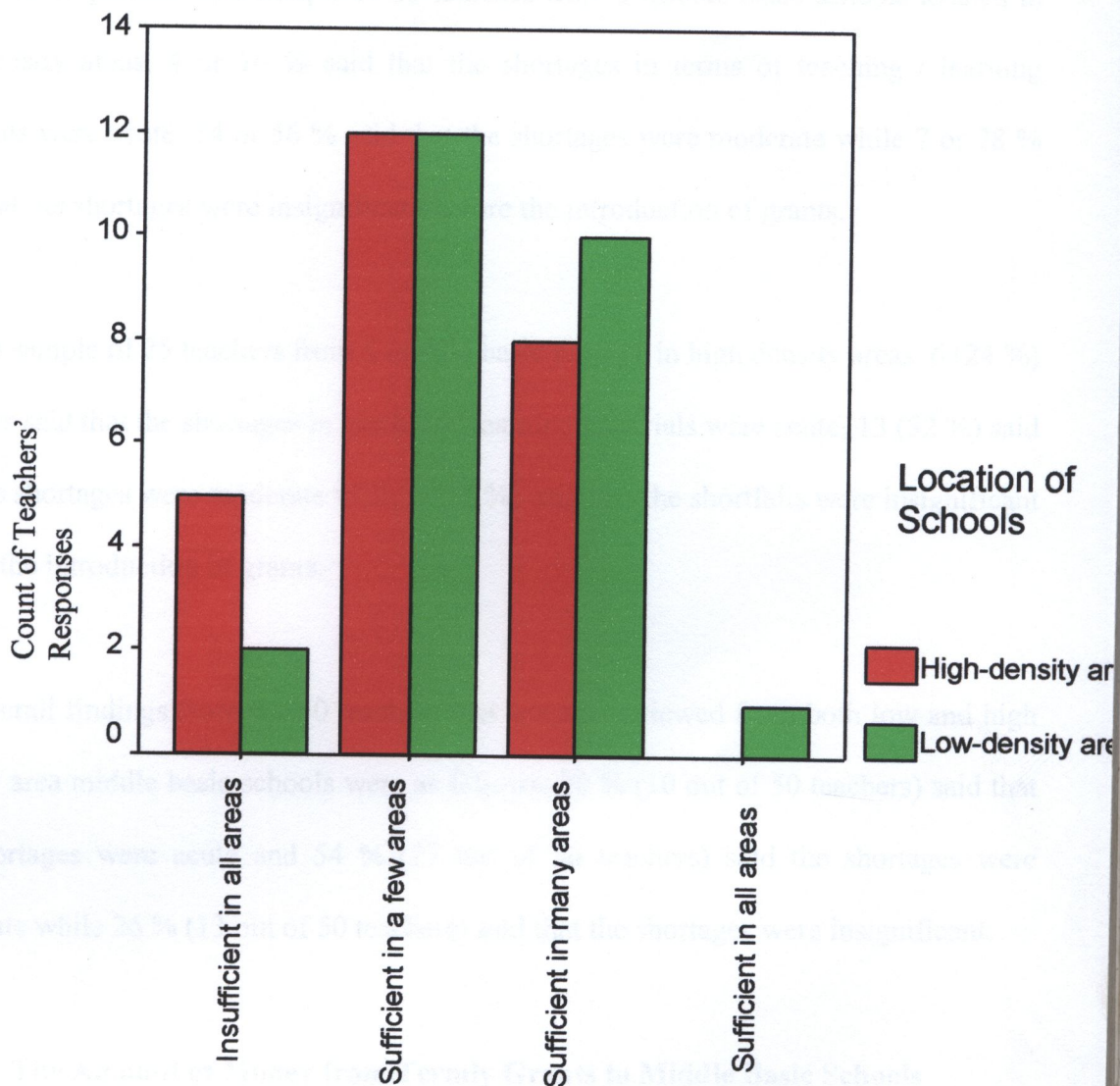
**Table 3. Teachers’ Responses on the Sufficiency of Teaching / Learning Materials in Middle Basic Schools Before the Introduction of Grants**

Teachers’ responses on the sufficiency of teaching / learning materials	High density area schools	Low density area schools	Total
Sufficient in all areas	0	1	1
Sufficient in many areas	8	10	18
Sufficient in a few areas	12	12	24
Insufficient in all areas	5	2	7
<b>Total</b>	<b>25</b>	<b>25</b>	<b>50</b>



**Figure 1. Teachers' Responses on the Sufficiency of Teaching / Learning Materials**

Before the Introduction of Grants



The 50 teachers were also asked to indicate whether or not middle basic schools experienced any shortages in teaching / learning materials before the introduction of grants. The results showed that all the 50 (100 %) teachers in the 10 middle basic schools located in both low and high density areas indicated that they had experienced short supplies of instructional materials like chalk, dusters, manilla paper, markers, rulers and

pens, just to mention a few, before the introduction of grants. When the 50 teachers were asked to indicate the magnitude of the shortfalls in instructional materials, the following were their responses: In a sample of 25 teachers from 5 middle basic schools located in low density areas, 4 or 16 % said that the shortages in terms of teaching / learning materials were acute; 14 or 56 % said that the shortages were moderate while 7 or 28 % said that the shortages were insignificant before the introduction of grants.

From a sample of 25 teachers from 5 middle basic schools in high density areas, 6 (24 %) teachers said that the shortages in teaching / learning materials were acute; 13 (52 %) said that the shortages were moderate while 6 (24 %) said that the shortfalls were insignificant before the introduction of grants.

The overall findings from the 50 teachers that were interviewed from both low and high density area middle basic schools were as follows: 20 % (10 out of 50 teachers) said that the shortages were acute and 54 % (27 out of 50 teachers) said the shortages were moderate while 26 % (13 out of 50 teachers) said that the shortages were insignificant.

#### **4.4 The Amount of Money from Termly Grants to Middle Basic Schools**

The third research question aimed at finding out the amount of money middle basic schools were receiving from grants. The findings established that all the 10 (100 %) middle basic schools were receiving K3, 000,000 (about \$500-600) per term or K9, 000,000 (\$1500-1800) per year through grants since the introduction of the FBE policy.

#### **4.5 Whether or not Grants were Sufficient in Meeting Teaching / Learning Materials and Other Operational Costs of Middle Basic Schools**

The fourth research question aimed at finding out whether or not grants were sufficient in meeting teaching / learning materials and other operational costs of schools.

In a sample of 5 bursars from 5 middle basic schools located in low density areas, all of them (100 %) indicated that grants were ‘insufficient in all areas’ of the schools’ operations. The bursars indicated that grants were inadequate in meeting the costs of teaching / learning materials (text books, chalk, manilla paper, pens and markers) and other operational costs (extra curricular activities, electricity, water, telephone, postal expenses, maintenance and repairs).

The different expenditure statements that were availed to the researcher by bursars shed more light on the sufficiency of grants in meeting teaching / learning materials and other operational costs. One bursar from a low density area middle basic school illustrated the insufficiency of grants by giving a picture of how much the school was spending on chalk, per term. It was indicated that the school was spending about K660, 000.00 on chalk for the 37 teachers in the middle basic section of the school, as indicated below. The bursar explained that upon spending K660, 000.00 on chalk, about K2, 300,000.00 was left for all the other operations of the school. The bursar therefore, said that the K3, 000,000.00 grant from the MoE was ‘a mere mockery to the school.’

**3 boxes of chalk @ K6, 000.00 per box given to each teacher per term multiplied by 37 teachers comes to K660, 000.00.**

The study established that all the 5 middle basic schools in the low density areas were finding it expensive to pay the salaries of auxiliary staff like security guards, toilet cleaners and gardeners. One bursar from a low density area middle basic school explained that it had become too expensive for individual schools to pay the salaries of some auxiliary staff ‘since the MoE was no longer responsible for the salaries of such workers.’ The bursar said that grants were so inadequate that the whole amount was not enough to pay the salaries of auxiliary staff in the school (see table 4). The bursar explained that the school was spending K860, 000.00 per month and K10, 320,000.00 per year to pay its workers. The bursar therefore wondered how the MoE expected ‘the school to afford to pay the salaries of cleaners and guards when it is spending more than what it is receiving through grants.’

**Table 4. School H’s Monthly Salary Bill Auxiliary Staff**

Description of item	Monthly Salary / wage	Total
2 Watchmen	K180, 000.00	K360, 000.00
1 General worker	K200, 000.00	K200, 000.00
2 Toilet cleaners	K150, 000.00	K300, 000.00
<b>Total</b>		<b>K860, 000.00</b>

**Note: K860, 000.00 X 12 months comes to K10, 320,000.00**

The bursar further explained that because grants were not able to meet the salary wage bill of auxiliary staff and many other operational costs, the school had requested pupils to be contributing some money towards the same. The study actually found that 4 out of 5

middle basic schools located in low density areas were collecting money from pupils to supplement grants (table 5).

**Table 5. Pupils' Contributions and the Purpose (Low Density Area Middle Basic Schools)**

Location of school	Amount	Purpose
Low density	K10,000.00	Staff emoluments and other projects
Low density	K10,000.00	Staff emoluments
Low density	K15,000.00	Staff emoluments
Low density	K27,000.00	Sanitation and water
Low density	Nil	Nil

School F from a low density area, indicated that grants were so insufficient to meet the operations of the school that in one of the terms, the whole amount was spent on disinfectants and paper. As shown below, one third (K900, 000.00) of the grant was spent on disinfectants alone and close to two thirds (K1, 995,000.00) on 70 reams of paper (table 6). The bursar explained that because grants were inadequate, 'the school had almost spent the whole grant on paper and disinfectants and suspended other needs that also required attention.' For example, although there was a need to repair some broken windows in the school and meet other operational costs, most of the grant was spent on disinfectants and paper, 'which were more urgent and important.'

**Table 6. School F's Expenditure Statement Retired to the District Education Office**

**(DEO)**

<b>Item</b>	<b>Amount</b>
70 reams of paper	K1, 995,000.00
20 litres disinfectants	K100, 000.00
20 litres perfumed disinfectants	K130, 000.00
1 tin cobra	K75, 000.00
5 X 70 litres disinfectants	K670, 000.00
7.6 litres fuel	K30, 000.00
<b>Total</b>	<b>K3, 000,000.00</b>

From a sample of 5 bursars from 5 middle basic schools located in high density areas, 4 said that grants were 'insufficient in all areas' of the schools' operations. One bursar indicated that grants were sufficient 'only in a few areas' of the schools' operations.

Qualitative data shed more light on the sufficiency of grants in meeting teaching / learning materials and other operational costs. One bursar from a high density area middle basic school said that K3, 000,000.00 was not enough 'especially that prices for most school needs were high' and that 'each day things were becoming more and more expensive in the country.' Another bursar said that grants were so inadequate that about half of the whole amount was required to run end of term examinations. For instance, the bursar indicated that the money spent on running the 2003 grade seven mock examinations and tests for the other lower grades cost the school half the grant.

According to the school’s expenditure statement, one third of the grant was spent on paper alone and the rest on other printing costs (see table 7).

**Table 7.** Statement of Expenditure for the 2003 Mock Examinations for School C

Item	Amount
50 reams of paper	K1, 000,000.00
200 Stencils	K 240, 000.00
10 tubes ink	K 250, 000.00
10 boxes staples	K 70, 000.00
2 stencil erasers	K 20, 000.00
<b>Total</b>	<b>K1, 580,000.00</b>

Asked on how the school managed to meet other needs after spending over half the grant on running examinations, the bursar explained that the middle basic section of the school used part of the money generated from grade 8 and 9 user fees. The bursar further said that the school was also generating money from church rentals. The bursar actually said that without money coming from Grade 8 and 9 pupils and church rentals, the school could have been ‘in a crisis by now.’ The bursar wondered how those middle basic schools that did not have grade 8 and 9 classes were ‘surviving’ within the K3, 000,000.00. The bursar further said that the costs involved in printing report forms was ‘another big expense, which was consuming a big chunk of the grant.’ The bursar explained that since pupils were no longer paying anything towards printing costs, it was quite burdensome for the school to print ‘free report forms.’ The bursar actually said that it was ‘very unreasonable for the MoE to expect that the K3, 000,000.00 given to the

school per term can cater for the various printing costs because printing involves a lot of money for paper, stencils and so on.’

A bursar from another high density area middle basic school illustrated the insufficiency of grants through one of its expenditure statements of the grant that was retired to the DEO. According to the bursar, grants were so insufficient that, during this particular term, available funds were only spent on what is shown below (table 8). Other operational costs like repairs / maintenance; settling of bills (electricity, telephone, water and post office box), manila paper and other necessities were not catered for, through the grant, in this particular term.

**Table 8. School D’s Expenditure Statement of the Grant Retired to the DEO**

<b>Item</b>	<b>Amount Spent</b>
20 dusters	K 170, 000.00
10 stencils	K 300, 000.00
40 coloured chalk	K 380, 000.00
06 bond paper	K 150, 000.00
20 bond paper	K 500, 000.00
10 stencils	K 600, 000.00
100 boxes white chalk	K 600, 000.00
10 tubes ink	K 300, 000.00
<b>Total</b>	<b>K3, 00,000.00</b>

In actual fact the bursar said that the grant was so insufficient that ‘the school had suspended other pressing needs that also required urgent attention.’ For example, roofs of



two classrooms were blown off during the rainy season (December 2003). The bursar explained that although the roofs needed to be repaired, school authorities felt that the grant should be spent on 'more pressing items like dusters, ink, chalk, paper and so on.' The bursar actually said that 'the school could do with a damaged roof but not without chalk, ink, paper and so on.'

Another bursar from a high density area middle basic school pointed out that the grant was so insufficient that about half of it was needed to spend on chalk and manilla paper. It was however pointed out that since it could be illogical to spend half the grant on chalk and manilla paper alone, 'the school was economizing by spending a little here and there.' In order to show how difficult it was for middle basic schools to operate within grants, the bursar gave an illustration of a housewife who at the month end is given far less to spend for all the household needs by her husband. The bursar explained that although this wife is given inadequate money to buy food, toiletries, settle bills (electricity, water, telephone) and meet other basic needs for the whole month, 'she has no choice but to divide what she is given in such a way that a little is spent on food, bills, toiletries and so on.' The bursar explained that in a similar manner, 'grants were too insufficient to see the school through the term.' As a result, it was spending 'a little money on a few boxes of chalk, some paper and other needs that required immediate attention.' Inadequate finances had actually forced the school to embark on fundraising initiatives. In this regard, the school was raising money through church rentals. It was also 'charging' pupils K10, 000.00 to meet salaries for toilet cleaners. It was also using part of the money generated from grade 8 and 9 pupils' user fees to meet water and electricity bills. The study actually established that 2 out of 5 (40 %) middle basic schools

located in high density areas were collecting money from pupils to supplement grants (table 9).

**Table 9. Pupils Contributions and the Purpose (High Density Area Middle Basic Schools)**

Location of school	Amount	Purpose
High density	K10,000.00	Sanitation and maintenance
High density	K10,000.00	Staff emoluments
High density	Nil	Nil
High density	Nil	Nil
High Density	Nil	Nil

The bursar of school E located in the high density area also illustrated the insufficiency of grants by indicating that the school had been spending about K500, 000.00 per term to buy 80 hard cover books (as shown below). The two books given to each of the forty teachers in the middle basic section of the school were supposed to be used for lesson plans and schemes of work. The bursar said that it was ‘ridiculous for the Government to expect schools to manage all the affairs of the school within the grant when about one sixth was being spent on books alone.’

**80 Hard cover books @ K6, 000.00 comes to K 480,000.00**

In another example, a bursar from a middle basic school located in the high density area indicated that it had almost found it impossible to acquire new textbooks because of lack of funds. The bursar explained that if the school had to buy textbooks using the grant, all of it would be ‘blown off at a go.’ The study actually established that 4 out of 5 middle

basic schools in the high density areas had not bought a single text book from grants. Similarly, all the 5 middle basic schools located in the low density areas had not bought text books from grants.

One bursar from a middle basic school located in the high density area also illustrated the insufficiency of grants for teaching / learning materials by stating that for this particular school to have enough manila paper (mostly needed in making grade 1 and 2 teaching aids called 'talking walls'), it required about K1, 500,000.00. The bursar however said that since it was pointless to spend half the grant on manila paper, the school was only buying a few sheets. This was in order to leave some money for other needs.

In order to get a picture of whether or not grants were sufficient in meeting teaching / learning materials, 50 teachers were also asked to indicate the availability of instructional materials after the introduction of grants.

In a sample of 25 teachers from 5 middle basic schools located in low density areas, none of them (0 %) indicated that teaching / learning materials were 'sufficient in all areas' or 'sufficient in many areas' after the introduction of grants; 14 or 56 % said that teaching / learning materials were 'sufficient in a few areas' while 11 or 44 % said that teaching / learning materials were 'insufficient in all areas' of the schools' operations.

In a sample of 25 teachers from 5 middle basic schools located in high density areas, none of them indicated that teaching / learning materials were 'sufficient in all areas' or 'sufficient in many areas' after the introduction of grants; 19 or 76 % said that teaching /

learning materials were ‘sufficient in a few areas’ while 6 or 24 % stated that teaching / learning materials were ‘insufficient in all areas.’

Overall, the findings from the 50 teachers in both low and high density area middle basic schools can be summarized as follows: 0 % of the teachers indicated that teaching / learning materials were ‘sufficient in all areas’ and ‘sufficient in many areas’ after the introduction of grants; 66 % (33 out of 50) of the teachers indicated that teaching / learning materials were ‘sufficient in a few areas’ and 34 % (17 out of 50) of the teachers said that teaching / learning materials were ‘insufficient in all areas.’ A summary of teachers’ responses is given below (table 10).

**Table 10. Teachers Responses on the Sufficiency of Teaching / Learning Materials After the Introduction of Grants**

	High density area middle basic school teachers	Low density area middle basic school teachers	Total
Sufficient in all areas	0	0	0
Sufficient in many areas	0	0	0
Sufficient in a few areas	19	14	33
Insufficient in all areas	6	11	17
Total	25	25	50

From a sample of 50 teachers interviewed in both low and high density area middle basic schools, all of them (100 %) said that the schools had experienced shortages in teaching / learning materials. In particular, the teachers indicated that textbooks, chalk, dusters,

manila paper, charts, markers, pens and other instructional materials that facilitated the teaching / learning process were in short supply after the introduction of grants.

When the 50 teachers were asked to state the magnitude of the shortages in teaching / learning materials after the introduction of grants, the following were their responses: In a sample of 25 teachers from middle basic schools located in low density areas, 13 or 52 % said that the shortages in teaching / learning materials were acute; 8 or 32 % indicated that the shortages were moderate while 4 or 16 % indicated that the shortages were insignificant.

In a sample of 25 teachers from 5 middle basic schools located in high density areas, 13 or 52 % indicated that the shortages in teaching / learning materials were acute; 7 or 28 % indicated that the shortages were moderate while 5 or 20 % indicated that the shortages were insignificant.

In summary, the responses of the 50 teachers from middle basic schools located in both low and high density areas were as follows: 26 (52 %) teachers said that the shortages in teaching / learning materials were acute; 15 (30 %) said that the shortages were moderate while 9 (18 %) said that the shortages were insignificant.

#### **4.6 Whether or not Grants Affected the Provision of Quality Education to Middle Basic Schools**

The fifth research question aimed at finding out whether or not grants had affected the provision of quality education (in terms of inputs) in middle basic schools.

All the bursars (10 or 100 %) from both low and high density area middle basic schools said that grants had affected the provision of quality education in the schools. They said that since grants were inadequate, the amount of money spent on teaching / learning materials like textbooks, chalk, markers, pens and manilla paper had been negatively affected. Other operational costs which included sanitation, security, printing activities, water, electricity, telephone, postal expenses and extra curricular activities had also been negatively affected by grants.

Qualitative data established more regarding the effect of grants on the provision of quality education in middle basic schools. For example, one bursar from a middle basic school located in the high density area said that the school had not bought a single textbook from grants. The reason that was given was that it was too costly to buy textbooks. In actual fact, as earlier stated, the study established that 9 out of 10 (90 %) middle basic schools in the study had not bought a single textbook from grants.

All the 10 (100 %) bursars from middle basic schools located in both low and high density areas said that sanitation had generally been affected because the number of workers to clean toilets and the school surroundings had reduced. For instance, one bursar from a school located in the low density area said that from the time the MoE indicated that it was no longer going to be responsible for the salaries of most auxiliary staff (toilet cleaners, gardeners and security guards) in basic schools, the school had laid off two of its toilet cleaners. This was because it did not have adequate finances enough

to pay their salaries. As a result toilets were not as clean as they used to be because there was only one worker to clean toilets used by over 1,600 pupils in the school.

From a sample of 5 bursars from 5 middle basic schools located in low density areas, 2 indicated that theft and vandalism cases had increased because security services had gone down. The increases in theft and vandalism were attributed to the reduction in the number of security workers in the schools.

In a sample of 5 bursars from 5 middle basic schools in high density areas, 4 also indicated that security services in the schools had gone down because there was less manpower to man the schools. Similarly, the 4 schools had witnessed a number of incidences involving theft and vandalism.

Overall, it was established that 6 out of 10 bursars from middle basic schools located in both low and high density areas complained that they had experienced theft and vandalism cases because security services had gone down.

Data from all the 10 head teachers (100 %) also indicated that grants had affected the provision of quality education to middle basic schools because there were inadequate finances to meet text books, chalk, dusters, manilla paper, markers, pens and other operational costs (extra curricular activities, water, electricity, telephone, postal expenses, printing and maintenance / repairs).

It was established that all the 10 middle basic schools were experiencing problems in settling water, telephone, electricity and postal bills because of inadequate finances. From a sample of 5 middle basic schools located in low density areas, 2 had their electricity disconnected during 2003 alone. In actual fact, one of the 2 schools had an electricity bill of K6, 600, 000.00 for the month of March (2004). The bill was accompanied by a notice, which stated that the supply of electricity was going to be cut off if the school did not clear the outstanding bill within two weeks.

From a sample of 5 middle basic schools located in the high density areas, 2 also had their electricity disconnected in the year 2003 alone. Two middle basic schools located in the high density area also had their water disconnected in 2003 due to the non-settlement of bills.

A middle basic school located in the high density area also had its post office box closed for over a year because it did not have enough money to settle what was due. The head teacher of the school actually said that it was the first time that the school had experienced the closure of the post office box for such a long period of time.

The study found that grants had affected telephone services where only 3 out of the 10 middle basic schools in the sample had working telephone lines at the time the researcher was collecting data. This was because middle basic schools no longer had adequate finances to meet telephone bills.



All the 10 head teachers from all the sampled middle basic schools located in both low and high density areas indicated that some extra curricular activities (sports and clubs) in the schools had almost or completely 'died.' One head teacher from a low density area middle basic school explained that it had in fact become 'rare to send pupils outside the school for extra curricular activities' because it could no longer 'afford to fund such activities.'

The study established that grants had affected printing activities in all the 10 (100 %) middle basic schools. One head teacher from a school located in the low density area said that it was 'quite expensive to print things like test papers, report forms and grade one application forms' because pupils were no longer paying anything towards printed materials. The head teacher actually indicated that test questions for term three 2003 were written on the board because the school did not have adequate resources for printing. Similarly, a middle basic school located in the low density area had its test items for the 2003 grade seven mock examinations reduced. This was in a bid to cut down on printing costs.

The study also established that grants had negatively affected the attitude of some parents. For instance, a head teacher from a middle basic school located in the low density area reported that some parents felt that they did not need to contribute anything towards their children's education. It was indicated that some parents argued that 'the Government was already adequately funding middle basic schools' and so there was no need for them to make any contributions. One head teacher from a middle basic school located in high density areas also indicated that some parents had become reluctant in

making contributions of any kind to schools because ‘middle basic education was supposed to be free.’

Teachers in both low and high density area middle basic schools were asked to indicate whether or not grants had affected the quality of education that was being provided to middle basic schools. The following were their responses: In a sample of 25 teachers from 5 middle basic schools located in low density areas, 25 or 100 % said that grants had negatively affected the supply of teaching / learning materials. The teachers indicated that since the schools’ income had reduced, it was ‘inevitable that quality in terms of inputs had been affected negatively.’

Qualitative data shed more light regarding the effect of grants on the supply of teaching / learning materials. For example, one teacher from a middle basic school located in the low density area said that the supply of manilla paper had gone down. As a result, teachers were merely improvising through the use of old calendars. Another teacher from a low density area middle basic school said that the number of pieces of chalk given to teachers had also reduced, in some cases from 5 to 3 pieces per day. This was because the amount of chalk bought by the school had reduced.

From a sample of 25 teachers from 5 middle basic schools located in high density areas, 24 (96 %) indicated that grants had negatively affected the supply of teaching / learning materials. However, 1 (4 %) teacher refused to make any comment.

One teacher from a middle basic school located in the high density area indicated that teachers were using their own money to buy pens and markers because the school could no longer afford to procure such materials. In another high density area middle basic school, a teacher complained that the school had stopped buying coloured chalk because school authorities felt that it was illogical to buy coloured chalk when it could not even afford to buy white chalk. In another instance, a teacher from a high density area middle basic school complained that there was a dearth of textbooks in both adequacy and relevance. For example although the MoE had introduced new subjects in middle basic schools like Social Development, Communication Studies, Integrated Science, Creative Technology and new programmes like ROC (Read on course) including Literacy Hour (which require a good stock of books), teachers did not have the necessary textbooks. As a result, they were just improvising by using old textbooks. It was also established that there were literally no textbooks to teach religious education, music and creative art subjects. One teacher from a school located in the high density area said that it had almost become impossible to teach Home Economics in practice because the school did not have the money to procure the required items to teach the subject in practice. The teacher also said that with the coming of the FBE policy, teachers had found it difficult to ask pupils to contribute items or money to buy for example ingredients to teach cookery in practice. The respondent actually stated that at one time she asked pupils to contribute some items to aid her teach a recipe to the pupils. The result was that one parent came to the school and threatened to report this incident to MoE authorities. The parent said that basic education was free, hence there was 'no need for such demands'.

In summary, 49 out of 50 (98 %) teachers in both low and high density area middle basic schools indicated that grants had affected the supply of teaching / learning materials. Only 1 out of 50 teachers, (2 %) refused to make any comment.

Teachers were also asked to indicate the effects of grants on other operations of schools. From a sample of 25 teachers from 5 middle basic schools located in low density areas, 4 (16 %) said that grants had affected sanitation; 6 (24 %) indicated that grants had affected maintenance; 3 (12 %) stated that grants had affected security; 7 (28 %) indicated that grants had affected settling of bills (water, electricity, telephone and postal services); 1 (4%) said that grants had affected the relationship between the school and parents / communities; 4 (16 %) said that grants had an effect on three or more of the items mentioned above.

Qualitative data from a teacher from a low density area middle basic school indicated that grants had affected sanitation in the school. The teacher said that the general surroundings of the school were not as clean as they used to be. The teacher further said that toilets were also becoming ‘filthier and filthier each passing day because it was practically impossible for only one person to properly clean toilets for all the pupils in the school.’

In a sample of 25 teachers from 5 middle basic schools in high density areas, 8 (32 %) indicated that grants had affected sanitation; 7 (28 %) said that grants affected maintenance / repairs; 3 (12 %) said that grants had affected security; 1 (4 %) said that grants had affected settling of bills (water, electricity, telephone and postal services); 1

(4%) said that grants had affected the relationship between head teachers and teachers; 2 (8 %) said that grants had affected the relationship between parents / communities and the school; 2 (8 %) said that grants affected three or more of the items mentioned above. One teacher (4 %) refused to make any comment.

A teacher from a high density area middle basic school shed more light on the effect of grants on the supply of desks. The teacher said that desks were insufficient, partly because there was no money to repair those that were broken.

The overall findings from the 50 teachers from both low and high density area middle basic schools regarding the effects of grants on other operational costs is illustrated in table 11. As reflected in table 11, the teachers' responses were as follows: 24 % (12 out of 50) indicated that grants had affected sanitation; 26 % (13 out of 50) said that maintenance had been affected by the grants; 12 % (6 out of 50) said that the effect of grants was on security; 16 % (8 out of 50) indicated that grants had affected settling of bills; 2 % (1 out of 50) said that the relation between teachers and the head teacher was affected; 6 % (3 out of 50) said that grants had affected the relationship between parents and the school; 12 % (6 out of 50) said that three or more above had been affected while 2 % (1 out of 50) refused to make any comments.

**Table 11. Teachers' Responses on the Effect of Grants on Other Operations of Schools**

<b>Effect of the grants</b>	<b>Teachers in high density areas</b>	<b>Teachers in low density area schools</b>	<b>Total</b>
Sanitation	8	4	12
Maintenance	7	6	13
Security	3	3	6
Settling of bills (water, electricity, telephone, postal services)	1	7	8
Teacher / head teacher Relationship	1	0	1
School / parents (community) relationship	2	1	3
Three or more of the above	2	4	6
No comment	1	0	1
<b>Total</b>	<b>25</b>	<b>25</b>	<b>50</b>

## **CHAPTER 5**

### **5.0 DISCUSSION OF FINDINGS**

#### **5.1 Overview**

This section of the report presents and discusses the findings of the study, which have been done in the light of the research questions.

#### **5.2 The Income of Schools from User Fees and Other Cost Sharing Measures**

The research findings established that all the 10 middle basic schools in the study sample used to generate more money from user fees and other cost sharing measures compared to what they were getting from grants. The findings are consistent with Sikwibele (2003) and Mwansa, *et al* (2004) who indicated that some middle basic schools in urban areas used to collect more money from user fees and other cost sharing measures compared to grants. Sikwibele (2003) and Mwansa, *et al* (2004) merely stated that middle basic schools had found grants to be insufficient without indicating the actual differences in income before and after the introduction of grants. Also, Sikwibele (2003) and Mwansa *et al* (2004) did not contrast the differences in income between middle basic schools located in low density areas and those in high density areas. The present study therefore established that grants were about two to eight times less than what middle basic schools were previously collecting from pupils' fees (table 12).

**Table 12. The Difference Between Money Collected from Pupils' Fees and Grants**

<b>School</b>	<b>Income from pupils per year</b>	<b>Income from grants per year</b>	<b>The difference between grants and income from pupils</b>
A	30 million	9 million	About three times less
B	18 million	9 million	About two times less
C	20 million	9 million	About two times less
D	20 million	9 million	About two times less
E	35 million	9 million	About three times less
F	40 million	9 million	About four times less
G	31 million	9 million	About three times less
H	80 million	9 million	About eight times less
I	50 million	9 million	About five times less
J	20 million	9 million	About two times less

Although all the ten middle basic schools were negatively affected in terms of what they were collecting through grants, it was found that those located in low-density areas were more affected than those in high-density areas. This is because low density area middle basic schools used to collect more money from pupils' fees. For example two middle basic schools located in low density areas (school H and I) collected about five to eight times more than grants from the MoE while three middle basic schools located in high density areas (schools B,C and D) collected only about two times more than what schools were receiving from grants (table 13).



**Table 13. The Difference Between Money Collected from Pupils' Fees and Grants by**

<b>Difference between money collected from pupils and grants</b>	<u>Location</u>		<b>Total</b>
	<b>High-density area schools</b>	<b>Low-density area schools</b>	
About two times less	3	1	4
About three times less	2	1	3
About four times less	0	1	1
About five times less	0	1	1
About eight times less	0	1	1
<b>Total</b>	<b>5</b>	<b>5</b>	<b>10</b>

**5.3 Whether or not the Money Collected from User Fees and Other Cost Sharing Measures was Sufficient Enough to Meet Schools' Operational Costs**

The study established that the money collected from user fees and other cost sharing measures was sufficient enough to meet a lot of needs in middle basic schools which included teaching / learning materials (text books, chalk, manilla paper, charts, pens, markers and other instructional materials) and operational costs like extra curricular activities, electricity, water, telephone, postal expenses, maintenance and repairs. This is evident from the main findings from bursars, head teachers and teachers in both low and high density area middle basic schools.

The findings from most bursars (8 out of 10) in middle basic schools located in both high and low density areas indicated that the money collected from user fees and other cost sharing measures was ‘sufficient in many areas’ of the operations of schools.

Similarly, the findings from most head teachers (8 out of 10) showed that the money collected from user fees and other cost sharing measures was ‘sufficient in many areas’ regarding the operations of middle basic schools.

Qualitative data collected from bursars and head teachers further indicated that the money collected from pupils was sufficient enough to meet many operational costs of middle basic schools because it was supplemented by other monetary and material contributions (reams of paper, chalk, detergents, slashers, tissue and so on) from pupils. It was also established that through the PTA, middle basic schools benefited ‘quite a lot’ even as the association ‘actively’ embarked on school projects such as the purchase of sports equipment, textbooks, the rehabilitation of school infrastructure and other facilities. This was unlike after the introduction of the FBE policy where it was reported that some parents had relaxed in being involved in school projects. The parents argued that middle basic education was supposed to be free and so the government was supposed to provide everything necessary. This finding is consistent with Mwansa, **et al** (2004) who pointed out that 21% of parents were no longer keen on supporting middle basic schools because they felt that there was no need for them to make any contributions since the Government was already providing all the necessary funds. It was further indicated that middle basic schools found the money collected from pupils sufficient because schools did not bear certain expenses. For example schools found it inexpensive to print report forms and

application forms for Grade ones because pupils paid some money in order to obtain such materials.

The findings from teachers in both low and high density area middle basic schools also showed that the money collected from user fees and other cost sharing measures enabled schools to meet many teaching / learning materials. For example, more teachers indicated that teaching / learning materials were sufficient before the introduction of grants. In particular, whereas at least 1 out of 50 (2 %) teachers and 18 out of 50 (36 %) teachers said that teaching / learning materials were ‘sufficient in all areas’ and ‘sufficient in many areas’ before the introduction of grants respectively, no teacher (0%) indicated that teaching / learning materials were ‘sufficient in all or many areas’ after the introduction of grants. Also fewer teachers (7 out of 50 or 14 %) indicated that teaching / learning materials were ‘insufficient in all areas’ before the introduction of grants compared to 17 out of 50 or 34 % who said that teaching / learning materials were ‘insufficient in all areas’ after the introduction of grants (table 14).

**Table 14. Teachers' Responses on the Sufficiency of Teaching / Learning Materials Before and After the Introduction of Grants**

<b>Teachers responses on the sufficiency of teaching / learning materials</b>	<b>Before the introduction of grants</b>	<b>After the introduction of grants</b>
Sufficient in all areas	1	0
Sufficient in many areas	18	0
Sufficient in a few areas	24	33
Insufficient in all areas	7	17
<b>Total</b>	<b>50</b>	<b>50</b>

The findings from teachers verify what 80 % of head teachers and 80 % of bursars from both low and high density areas said that the money collected from user fees and other cost sharing measures was sufficient enough to meet teaching / learning materials, to a great extent, when compared to grants from the MoE.

#### **5.4 The Income of Middle Basic Schools Through Termly Grants**

The study established that all the ten middle basic schools (100 %) were receiving a total of K3, 000,000.00 (U.S \$500-600) per term from grants and K9, 000,000.00 (U.S 1500-1800) per year. It is important to mention that the average amount of money allocated per pupil was about K1, 643.00 (appendix 7). At the prevailing exchange rate, this amount was less than one United States dollar. This finding is consistent with Kelly (1998) who indicated that the K15.00 that was allocated to each primary pupil in 1996 was less than

one United States dollar. It could therefore be concluded that grants did not bring any significant change in terms of the money allocated to middle basic (primary) schools since what was spent on each pupil in 1996 was also less than one United States dollar.

## **5.5 Whether or not Grants were Adequate in Meeting Teaching / Learning Materials and Other Operational Costs**

The overall findings from head teachers, bursars and teachers in both low and high density areas indicated that grants were insufficient in meeting teaching / learning materials and other operational costs.

In particular, the findings from all the bursars (100 %) and head teachers (100 %) in both low and high density areas established that grants were inadequate enough to meet the cost of text books, charts, chalk, pens, markers, manilla paper and other instructional materials. All the bursars (100 %) and head teachers (100 %) further indicated that grants were inadequate enough to meet the costs of other operational costs like maintenance, repairs, electricity, water, telephone and postal expenses. It was also stated that grants were inadequate enough to meet extra curricular activities (sports / clubs) and printing expenses.

The expenditure statements reviewed in chapter four also established that the K3,000,000.00 allocated to middle basic schools per term was not adequate enough to meet operational costs of middle basic schools. For example, it was indicated that school C had spent half the grant on running the 2003 end of term tests (table 7). One bursar actually said that it was a mere mockery for the MoE to state that grants were supposed to be used

for printing (for example report forms) because ‘printing was a very expensive venture.’ It is necessary to mention that middle basic schools had found printing to be expensive because unlike before when pupils used to pay in order to acquire most printed items, all the printing costs were being borne by schools.

The study established that all the 10 middle basic schools in both low and high density areas were finding it difficult to pay the salaries of auxiliary workers like security guards and cleaners. An example of school H was given where it was indicated that it was spending about K10, 000,000.00 to pay its workers per year (table 4). This amount was actually more than what schools were receiving from grants per year. It is therefore not surprising that one bursar said that ‘it was very ridiculous for the government to expect middle basic schools to cope with such meager resources.’ Another bursar said that grants were not adequate enough to procure basic teaching / learning materials, especially that the prices of these materials were high. This statement could be supported by what was indicated by one bursar that ‘chalk was so costly that it consumed about K660, 000.00 of the grant per term.’

In another instance, the findings indicated that grants were so inadequate that one middle basic school from a low density area spent two thirds of the whole amount on 70 reams of paper (table 6). Spending two thirds of the grant on paper meant that only one third of the grant was left for all the other needs of the school. This is why one bursar said that K3, 000,000.00 was ‘as good as a drop in the ocean.’

It was also pointed out that grants were inadequate enough to meet electricity, water, telephone and postal expenses. For instance, one middle basic school from a low density area had an outstanding electricity bill of K6, 600,000.00 in the month of March 2004. This amount was actually twice what the school was getting through grants.

The data collected from most teachers from both low and high density area middle basic schools also suggested that grants were insufficient enough to meet the costs of teaching / learning materials. For example, as earlier stated, more teachers indicated that teaching / learning materials were insufficient after the introduction of grants (table 14). In particular whereas at least 1 out of 50 (2 %) teachers and 18 out of 50 (36 %) teachers said that teaching / learning materials were 'sufficient in all areas' and 'sufficient in many areas' respectively before the introduction of grants, no teacher (0%) indicated that teaching / learning materials were 'sufficient in all or many areas' after the introduction of grants. Also fewer teachers (7 or 14 %) stated that teaching / learning materials were 'insufficient in all areas' before the introduction of grants compared to 17 or 34 % who said that teaching / learning materials were 'insufficient in all areas' after the introduction of grants (table 14).

The average allocation of the grant per pupil also suggested that grants were insufficient enough to meet teaching / learning materials and other operational costs. At the prevailing exchange rate, the K1643.00 allocated to each pupil was less than U.S \$1. This amount was far less to buy the cheapest available textbook in Zambia. K1643.00 was for example just enough to buy two common pens. This finding is consistent with Kelly (1991) who

described the 1985 K0.63 per pupil allocation as worthless. At that time, K0.63 was just enough to buy a pencil and about three exercise books. This finding is also in line with Kelly **et al** (1986) who stated that the money given for the upkeep, maintenance and repair of primary schools was so insufficient that it would not have been enough to buy two litres of paint and two glass windows.

The findings from most bursars, head teachers and teachers above indicated that grants were insufficient enough to meet teaching / learning materials and other operational costs. These findings are similar to the study by Mwansa, **et al** (2004) which indicated that 63 out of 66 (95 %) head teachers from middle basic urban schools felt that grants were inadequate. The findings are also similar to what Sikwibele (2003) stated that some middle basic schools had found grants to be insufficient compared to the money they used to collect from user fees and other cost sharing measures. Sikwibele (2003) merely stated that middle basic schools had found grants to be insufficient without stating what the money was insufficient for. Also Mwansa **et al** (2004) only indicated the effect of grants on the implementation of capital projects, maintenance and parents without showing whether or not grants were sufficient for teaching / learning materials. The present study therefore established that grants were insufficient to meet both teaching / learning materials and other operational costs, as discussed above.



## 5.6 The Effects of Grants on Quality

Similar to the literature reviewed in this report (Graham-Brown, 1996; Heneveld, 1994; Kelly, 1998; 1991; MoE, 1992), the findings of the present study established that low funding, through grants, had negatively affected quality, in terms of the inputs getting into middle basic schools.

Data from all the bursars (100 %) and head teachers (100 %) showed that grants were less than what middle basic schools used to collect from pupils' fees. As a result, they said that grants had negatively affected quality in terms of the inputs that were getting into middle basic schools. In addition, almost all the teachers (49 or 98 %) in the study sample also said that quality in terms of inputs to schools had been negatively affected because grants were insufficient enough to meet teaching / learning materials and other operational costs.

In particular, the study established that grants were inadequate and consequently, the supply of textbooks and other teaching / learning materials had been negatively affected. For example, the study found that 9 out of 10 (90 %) middle basic schools in the study had not bought a single textbook from grants. As a result, textbooks were still scarce, with some subjects (for example religious education, creative arts, music and the newly introduced subjects like Social Development, Communication Studies, Integrated Science, Creative Technology) not having a single textbook for the teacher or the pupils. This finding is similar to Mwansa **et al** (2004) who stated that inadequate funding to middle basic schools through grants had negatively affected the pupil / textbook ratio which had declined from 2.12 in 2002 to 1.81 in 2003. The finding of the current study is also not different from available literature that indicates that textbooks are still scarce in many

schools in most developing countries (Graham-Brown, 1996; Heneveld, 1994; Heyneman, et al, 1991; Kelly, 1998).

Apart from affecting textbooks, the study established that grants had affected other teaching / learning materials. It is important to point out that all the teachers (100 %) indicated that teaching / learning materials (like chalk, paper, pens, charts and markers just to mention a few) had always been in short supply both before and after the introduction of grants. However, more teachers (26 or 52 % compared to 10 or 20 %) stated that there were more acute shortages after the introduction of grants. The differences in responses of teachers regarding the supply of teaching / learning materials before and after the introduction of grants merely suggest that grants had negatively affected the supply of these materials. The study actually established that inadequate resources for teaching / learning materials had 'forced' schools to resort to various things. In the absence of manila paper for making teaching aids, some teachers were improvising by using old calendars. In addition, inadequate money to buy sufficient chalk had led some schools to 'economise' where the number of pieces of chalk given to teachers had been reduced from 5 to 3 pieces per day. The study also established that some teachers were using their personal money to buy teaching / learning materials. On this, one teacher explained that the school had stopped giving them pens and markers since the introduction of grants. The teacher said that since teachers could not do without pens and markers, they were 'digging out of our pockets to buy' these items.' This finding is consistent with Graham-Brown (1996) who indicated that teachers in some developing countries used their own money to pay for certain instructional materials because schools were not providing them.

All in all, the findings of the present study are in line with other available literature that indicates that the poor funding of the education system has affected the supply of textbooks and other instructional materials in most primary schools in developing countries (Graham-Brown, 1996; Heneveld, 1994; Kelly, 1998).

The findings from head teachers, bursars and teachers in both low and high density area middle basic schools established that grants had affected other operational costs like sanitation, maintenance, repairs, extra curricular activities, security, water, electricity, telephone and postal expenses. It was actually pointed out that in the absence of money to sufficiently meet teaching / learning materials, schools were rarely spending money on maintenance and repairs. For instance, school D opted to buy chalk, dusters, paper and other materials instead of repairing damaged roofs. The reason given for this action was that the school could do without a roof but not without chalk. It was also reported that desks in schools were insufficient partly because there was no money to repair those that were broken. This finding is consistent with Mwansa **et al** (2004) who indicated that 4.1 % and 22.8 % of the sampled middle basic schools were finding it difficult to carry out maintenance and implement capital projects respectively because of inadequate finances obtained from grants.

Quality in terms of the general cleanliness of all the 10 middle basic schools had also gone down because there were fewer workers to clean the school surroundings and toilets. For example, one teacher indicated that the school grounds were not as clean as they used to be because there were fewer workers to do the cleaning. The teacher added that toilets were also becoming filthier each passing day, mainly because there was only one person to clean

all the toilets in the school. For instance, one middle basic school in the low density area had retained only one person to clean all the toilets used by over 1600 pupils. This was unlike previously when the school had three cleaners to do the same job. Similarly, the study established that there were fewer security workers in all the 10 middle basic schools. As a result, some middle basic schools (60 %) had experienced a number of thefts and vandalism cases.

The present study found that the relationship between schools and parents (community) had been affected as a result of grants. The study established that some parents had become reluctant and in some cases offended whenever they were asked to contribute anything towards the school. It was indicated that parents argued that ‘since the government was funding middle basic schools,’ pupils were not supposed to make contributions of any kind. One head teacher from a low density area middle basic school actually stated that the introduction of the FBE policy ‘was a draw back’ in that ‘the spirit of community participation that was inculcated in the community before the introduction of grants has been destroyed.’ The head teacher further said that because education was free, parents were no longer keen on supporting school projects. This finding is consistent with Mwansa **et al** (2004) who established that 21 % of parents were no longer willing to make any material or financial contributions to middle basic schools. The finding of the current study and that of Mwansa **et al** (2004) merely confirm what Halsey (1961: 39) states that when education is free, there is a tendency for people to develop a ‘free education mentality’ of waiting for the government to give all the money needed for education. It should be pointed out that according to the FBE policy, parents / communities are expected to play a role in raising funds for the school. For instance, the MoE (2003b) states that through education boards, the

Parent Teachers Association (PTA) and communities at large should get involved in raising funds for specific projects. It is therefore the vision of the MoE to encourage parents / communities to get involved in raising funds for middle basic schools. However, it looks like parents / communities have misinterpreted the FBE policy to mean that they should no longer get involved in the affairs of middle basic schools. There is therefore need for the MoE to sensitize parents on the fact that free basic education does not undermine their participation in the education sector.

The current study also showed that grants had negatively affected water, electricity, telephone and postal services. Out of the 10 middle basic schools that were part of the study, 4 had their electricity supply cut in 2003 alone. Also 2 out of 10 middle basic schools had their water supply disconnected in 2003. In addition, out of all the 10 middle basic schools that were under investigation, only 3 had their telephone lines working during the time the research was being done. The reason given for this was that most middle basic schools had not paid their telephone bills. One school also had its post office box closed for about a year because it had not settled the outstanding bills. The findings above are in line with Kelly (1998) who indicated that most urban schools in Zambia were frequently without water and electricity because schools had failed to pay for such services.

The present study also established that all the 10 middle basic schools were finding it expensive to do a lot of printing. This was because grants were 'far too insufficient to meet most of the schools' printing expenses.' Further, unlike previously when pupils used to be charged in order to obtain certain printed materials, all the costs that had to do with printing were being borne by the schools. Consequently, some middle basics schools had found ways

of ‘minimizing printing costs.’ To this effect, one middle basic school had actually resolved that tests would no longer be printed but written on the board. In a bid to lessening printing costs, another middle basic school had resorted to reducing the number of test items.

All the 10 middle basic schools indicated that grants had affected extra curricular activities. It was indicated that extra curricular activities (sports and clubs) had completely or almost ‘died’ because there were inadequate finances to run them. This was unlike before the introduction of grants where ‘most extra curricular activities were active and alive’ because pupils used to pay for such activities as part of their school fees. The fact that extra curricular activities were negatively affected due to insufficient funds suggests that the quality of education provided in middle basic schools was poor. This is because both extra and core curricular activities are necessary in order to provide quality education, which is necessary to the full development of a learner. The 1996 policy document on education actually states that:

The full and well-rounded development of pupils, which is the goal of school education, would be better attained if it was universally accepted that ...extra curricular activities... are integral to the proper education and formation of young people (MoE, 1996:44).

The study also established that 6 out of 10 middle basic schools in both low and high density areas were collecting money from pupils in order ‘to supplement the insufficient grant.’ This finding is in line with Kasonde-Ngandu (2003) who indicated that

While schools have been ordered not to charge fees at primary level, some schools have been reported to be asking for various payments under a different ‘label’ because government funds to schools are...inadequate (p9).

Kasonde-Ngandu (2003) only indicated that middle basic schools were asking for payments from pupils without indicating the amount. The current study established that the 6 out of 10 middle basic schools were collecting money ranging between K10, 000.00-K27, 000.00 (about two to five United States dollars) (tables 5 and 9). It is important to point out that all the bursars and head teachers from the 6 middle basic schools that were collecting money from pupils clearly stated that schools were depending on these contributions 'to supplement the insufficient grants.' It is important to mention that there is need for the MoE to clarify on whether collecting money from pupils is illegal or not. If it is illegal for middle basic schools to 'charge such fees', then something should be done to stop it. This is because Zambia might end up like Kenya where parents were still paying all sorts of fees like building fund and coach fee, even though primary education was supposed to be 'free.' *News from Africa* (May 2002) actually reported an incident where head teachers in Kenya insisted on levying pupils even when the President had ordered them not to do so. The head teachers said they would continue levying pupils as long as the government was not adequately funding primary schools.

The current study established that all the 10 (100 %) middle basic schools were also depending on the grade 8 and 9 pupils' fees and money collected from church rentals to supplement grants. It is important for the MoE to watch out on the amount of money basic schools might charge the grade 8 and 9 pupils. This is because some basic schools may impose unaffordable fees on pupils in grades 8 and 9, in order to supplement the grants given to the middle section of the school.

All in all, the study established that the money that middle basic schools (in both low and high-density areas) were receiving through grants was inadequate. As a result, quality in terms of inputs -teaching / learning materials (textbooks, chalk, manilla paper, charts, markers, pens and other instructional materials) had been negatively affected. Other operations of schools like maintenance, repairs, extra curricular activities, printing, security, sanitation, water, electricity, telephone and postal expenses had also been affected negatively. The findings of the present study are in line with IRIN (19<sup>th</sup> June 2002) that quoted a teacher from a middle basic school in Lusaka who stated that free basic education was a good idea but that as things stood, schools no longer had enough money to run smoothly. As a result, the education that the grade 1-7 pupils were receiving left much to be desired.

It is the view of the current study that the government should have foreseen the financial implications involved in providing free basic education. Like what the coordinator of the economic and social development research project at the Jesuit Centre for Theological Reflection (JCTR) Muweme Muweme said, the government could have taken 'certain pragmatic steps in the direction of resource mobilization,' before introducing free basic education (IRIN February 2002). Further, just like what the then World Bank country representative, Lawrence Clarke observed:

initiatives to abolish fees should be well planned in advance, providing not only for replacement of fees revenue by public funds, but also taking into account likely substantial increase in enrolment and the consequent need for increases in school inputs (IRIN, February 2002).



The declaration of free basic education in Zambia, like in Malawi, might indeed increase the number of pupils enrolled. However, like Mandi (1969) states, what is crucial is not the increase in the number of pupils enrolled but in the quality of education they receive.

## **CHAPTER 6**

### **6.0 CONCLUSIONS AND RECOMMENDATIONS**

This chapter concludes the findings of the study. It also attempts to make the necessary recommendations based on the findings of the study.

#### **6.1 Conclusions**

The research has established the following:

- All the 10 middle basic schools used to collect more money (about 2-8 times) through user fees and other cost sharing measures compared to what they were getting from grants. It was however established that middle basic schools located in low-density areas used to collect more money from user fees and other costs sharing measures than those schools located in high-density areas.
- The money generated from user fees and other cost sharing measures was adequate enough to meet many but not all operational costs of middle basic schools (in both low and high density areas)-especially that it was supplemented by other monetary and material contributions which included detergents, reams of paper, slashers and tissue, just to mention a few.
- Through grants, all the 10 middle basic schools in the study were receiving K3, 000,000.00 (\$ 500-600) per term or K9, 000,000.00 (\$1500-1800) per year.
- The grants were not sufficient enough to meet the costs of textbooks and other teaching / learning materials. The grants were also not sufficient enough to meet other operational costs of middle basic schools like maintenance / repairs,

printing, extra curricular activities, electricity, water, telephone, postal expenses and emoluments for auxiliary staff like security guards and cleaners.

- Grants were so inadequate that at the prevailing exchange rate, the average expenditure per pupil was about K1, 643.00. This amount was less than one United States dollar and it was just enough to buy two common pens.
- It was established that 6 out of the 10 middle basic schools under investigation were 'charging' pupils some sort of 'fee' ranging between K10, 000.00-K27, 000.00 (about U.S \$2-5) to supplement the 'insufficient grants.'
- Grants had affected quality in terms of inputs, in that there were fewer funds for schools' operational costs. In particular, inadequate finances had affected the supply of textbooks even as most middle basic schools in the study (9 out of 10) had not bought a single text book from grants. The supply of other basic instructional materials like chalk, manila paper and other stationery items had also been affected because grants were not adequate enough to cater for their costs. The study further established that in a bid at lessening printing costs, some middle basic schools had resorted to writing tests on the chalkboard or reducing the number of test items. In the absence of adequate funds to pay cleaners and security guards, all the 10 middle basic schools had laid off some of their auxiliary workers. Consequently, there were fewer workers to guard schools and do the cleaning which had resulted in a reduction of security services and the general decline in the cleanliness of schools (especially toilets). In addition, insufficient funds entailed that the repair / maintenance of school facilities and property had almost been paralyzed. Inadequate funds also meant that middle basic schools did not have adequate money to meet electricity,

water, telephone and postal expenses. As a result, some middle basic schools had experienced interruptions in these services. Grants had also affected extra curricular activities. For instance, it was indicated that certain social clubs and sports had ‘died’ or almost come to a stand still because of lack of funds. The introduction of grants had also affected the attitude of some parents where some of them had become reluctant in making any contributions (financial and material) to middle basic schools. This is because they felt that the Government was adequately funding middle basic schools and as such, there was no need for them to make any financial or material contributions.

## **6.2 Recommendations**

The study established two major things. One of them is that grants were not adequate enough to meet teaching / learning materials and other operational costs of middle basic schools. The other one is that grants had affected the quality of education (in terms of inputs) being provided in middle basic schools. Based on the above conclusions of the study, the report would like to make some recommendations.

- There is need for the MoE to consider increasing grants so that middle basic schools have finances adequate enough to meet their needs. The report would like to emphasize that it is more important to give middle basic schools enough money so that quality in terms of input is assured than to enroll many pupils in schools without adequate finances enough to meet teaching / learning materials and other operational costs. The preceding statement is in line with Mandi (1969) who asks whether it is more instrumental to increase

the number of pupils enrolled accompanied by an inevitable relapse in quality or to reduce quantitative growth coupled with an increase in quality.

- Just like Sikwibele (2003) stated, the mere enchantment of a policy is not enough to ensure its success. The success of any policy partly lies on how much stakeholders are sensitized. For example if parents are not sufficiently informed on their expected roles, they will continue misinterpreting the FBE policy to mean that they are not supposed to make any contributions towards their children's education. It is therefore the recommendation of the present study that the MoE should increase its efforts in sensitizing parents and all stakeholders on what Free Basic Education entails. Similarly, it is the recommendation of the present study that all stakeholders should know whether it is legal or not for middle basic schools to collect money from pupils under the FBE policy.
- This study agrees with what one bursar from a middle basic school located in the low density area said that introducing Free Basic Education is a good idea because it gives all eligible children the chance to get basic education but that 'the Government should have counted the cost of offering free basic education before introducing the programme.' This is more especially that Zambia is a country that is currently going through a lot of economic difficulties. In future, initiatives to abolish fees should be well planned in advance. The government should take into account the likely increases in enrolment and the consequent need for increases in school inputs (IRIN, February 2002). It is therefore the recommendation of the current study that, the government should always

consider the costs and logistical challenges involved in delivering free education before it is introduced.

- There is need to take a study of parents' views regarding the effects of termly grants on the quality of education provided in middle basic schools in Lusaka. This would give a more comprehensive picture of the topic as parents are also key stakeholders in the free education policy.

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**Appendix 1.**

**ACTIVITY SCHEDULE**

<b>ACTIVITY</b>	<b>DURATION (Dates)</b>	<b>OUTCOME</b>
Data Collection	15th March-30 <sup>th</sup> May 2004	‘Raw’ Data
Data Analysis	1 <sup>st</sup> June-30 <sup>th</sup> July 2004	Analyzed Data
Writing of First Draft Report	1st August-15 <sup>th</sup> September 2004	First Draft Report
Writing of the Second Draft	16 <sup>th</sup> September-15 <sup>th</sup> October 2004	Second Draft Report
Writing of the Final Draft and its Submission	16 <sup>th</sup> October- March 2005	Final Report

## Appendix 2.

### RESEARCH BUDGET

#### A) STATIONERY

a) Pens/Pencils	20 @ K1, 000.00	K20, 000, 00
b) Paper	10 Reams @ K30, 00.00	K300, 000.00
c) Diskettes	5 @ K5, 000.00	K25, 000.00
d) Folders	5 @ K5, 000.00	<u>K25, 000.00</u>

**SUB-TOTAL** **K370, 000.00**

#### B) PERSONAL COSTS

a) Transport	45 days @ K15, 00.00 per day	K675, 000.00
b) Lunch Allowance	45 days @ K20, 000.00 per day	<u>K900, 000.00</u>

**SUB-TOTAL** **K1, 575,000.00**

#### C) OTHER COSTS

a) Typing 1st Draft Report 150 pages	@ K3, 000.00 per page	K450, 000.00
b) Typing 2 <sup>nd</sup> Draft Report 150 pages	@ K3, 000.00 per page	K450, 000.00
c) Photocopying 5 copies or 750 pages	@ K200.00 per page	K150, 000.00
d) Binding 6 copies	@ K25, 000.00	K150, 000.00
e) Tape Recorder	1 @	K300, 000.00
f) Blank Audio Tapes 2	@ K5, 000.00	K100, 000.00
g) Batteries	10 packs @ K15, 000.00	<u>K150, 000.00</u>

**SUB-TOTAL** **K, 750,000.00**

**GRAND TOTAL**

**K3, 695,000.00**

**Appendix 3.**

**RESEARCH INSTRUMENTS**

**1. QUESTIONNAIRE for Head Teachers**

**The University of Zambia**

**School of Education**

**Department of Educational Administration and Policy Studies**

Dear Respondent,

I am a postgraduate student at the University of Zambia carrying out a research whose information will be used for purely academic purposes and treated with the strictest confidentiality possible. You have been selected to take part in the research. You are requested to give honest answers to all the questions. Your co-operation will be highly appreciated. Thanking you in advance.

Yours Faithfully,

Charity Lengwe Meki

INSTRUCTIONS: Please write the answers in the spaces provided

**SECTION A**

1. Name of school.....
2. Location of school (e.g., Chawama, Woodlands etc).....
3. Grade of school (Grade 1, 2 or 3).....

**SECTION B**

1. Total number of pupils.....

2. Number of girls.....
3. Number of boys.....
4. Total number of classes.....
5. Number of classes per stream.....
  - Grade 1.....
  - Grade 2.....
  - Grade 3.....
  - Grade 4.....
  - Grade 5.....
  - Grade 6.....
  - Grade 7.....
6. The average number of pupils per class.....
7. Total number of teachers.....
8. Teacher / pupil ratio.....
9. Number of non-teaching staff.....
10. Number of cleaners / sweepers.....
11. Number of staff orderlies.....
12. Number of secretaries.....
13. Number of guards.....
14. Number of other workers (please specify).....

**Appendix 4.**

**2. INTERVIEW SCHEDULE FOR Head Teachers**

**SECTION A**

- 1. Name of school.....
- 2. Location of school (e.g., Chawama, Woodlands etc).....
- 3. Grade of school (Grade 1, 2 or 3).....

**SECTION B**

- 1. How did the school generate its income before the introduction of the grants?
- 2. How sufficient was the money collected from user fees and other cost sharing measures in meeting teaching/ learning materials and other operational costs? Specify- sufficient in all areas; sufficient in many areas; sufficient in few areas OR insufficient in all areas.
- 3. How much money has the school been receiving through grants from the MoE since the introduction of the FBE policy?
- 4. There have been reports that some middle basic schools in urban areas have found the grants to be insufficient compared to the money they used to generate from user fees and other cost sharing measures, does this situation apply in the school? (YES or NO)
- 5. How sufficient or insufficient (Specify sufficient in all areas; sufficient in many areas; sufficient in a few areas; insufficient in all areas) are grants in meeting the costs of
  - (a) teaching / learning materials
  - (b) other operational costs
- 6. Explain how grants have affected quality in terms of school inputs (teaching / learning materials, school facilities and other operations of the school).



## **Appendix 5.**

### **3. INTERVIEW SCHEDULE FOR School Bursars**

#### **SECTION A**

1. Name of school.....
2. Location of school (e.g., Chawama, Woodlands etc).....
3. Grade of school (Grade 1, 2 or 3).....

#### **SECTION B**

1. How did the school generate its income before the introduction of grants?
2. How much did each pupil pay annually?
  - (a) In the year 2000 .....
  - (b) In the year 2001 .....
3. How much was raised per year from pupils' fees and other cost sharing measures? (In Total)
  - (a) In 2000 .....
  - (b) In 2001 .....
4. Generally, how sufficient were the funds above in meeting teaching / learning materials and other operational costs? (Specify e.g. sufficient in all areas; sufficient in many areas; sufficient in few areas OR insufficient in all areas).

#### **SECTION C**

1. What has the school been receiving per term through grants from the MoE since the introduction of the FBE policy?

2. It has been reported that some schools in urban areas have found the grants to be insufficient compared to the money they used to generate from user fees and other cost sharing measures, does this situation apply to this school? (YES or NO)
3. Specify the sufficiency or insufficiency (sufficient in all areas; sufficient in many areas; sufficient in a few areas OR insufficient in all areas) of grants in meeting
  - a) teaching / learning materials costs
  - b) other operational costs of the school
4. Explain how grants have affected quality in terms of school inputs (teaching /learning materials, school facilities and other operations of the school)

**Appendix 6.**

**4. INTERVIEW SCHEDULE FOR Teachers**

**SECTION A**

- 1. Name of school.....
- 2. Location of school (e.g., Chawama, Woodlands etc).....
- 3. Grade of school (Grade 1, 2 or 3).....

**SECTION B**

- 1. Concerning the supply of teaching / learning materials, how sufficient were they  
(Specify with examples- sufficient in all areas; sufficient in many areas; sufficient in a few areas OR insufficient in all areas)
  - (a) before the introduction of the FBE policy? (i.e. in 2000 and 2001)
  - (b) after the introduction of the FBE policy? (i.e in 2002 and 2003)
- 2. Has the school experienced any shortages, where supplies like chalk, paper etc run out before the end of the term? (If any indicate the extent of the shortages-acute, moderate, insignificant)
  - (a) before the FBE policy (i.e. in 2000 and 2001)
  - (b) after the FBE policy (i.e. in 2002 and 2003)

**SECTION C**

- 1. Do you think grants have affected the procurement of teaching / learning materials?  
(Yes / No)
- 2. In what ways? (negatively / positively, difficult to comment)
- 3. Whether positive or negative explain how grants have affected quality in terms of inputs, in particular teaching / learning materials.

4. Apart from affecting teaching / learning materials, in what other ways have grants affected other quality inputs in terms of facilities (toilets, desks etc) and other operations of the school (maintenance, security, sanitation, extra curricular activities etc)?

**Appendix 7.**

**THE AVERAGE AMOUNT OF MONEY ALLOCATED PER  
PUPIL THROUGH THE MoE GRANTS**

<b>School</b>	<b>Total Number of pupils</b>	<b>Amount per pupil in Zambian Kwacha</b>
A	1859	1613.77
B	1741	1723.14
C	1548	1937.98
D	2280	1315.79
E	2567	1168.70
F	1899	1579.77
G	1983	1512.85
H	1610	1863.35
I	1865	1608.58
J	1420	2112.68
<b>Average Allocation per pupil</b>		<b>1643.00</b>

**Appendix 8.**

**A LETTER OF INSTRUCTIONS TO HEAD TEACHERS ON  
HOW MIDDLE BASIC SCHOOLS WERE EXPECTED TO  
USE GRANTS**

25<sup>TH</sup> January 2002

To The Head Teacher

.....  
.....  
.....

**GRANTS TO BASIC SCHOOLS**

Please be advised that the Ministry of Education has disbursed funds for school grants through the DEO for your primary school. You may therefore get in touch with the DEO to request for the same. You are requested to proceed with the utilization of the funds in consultation with the PTA.

When utilizing these funds please ensure that a valid payment request is raised (see attached form of payment request). A payment request is valid if:

- it is authorized by the PTA committee
- genuine receipts are attached

The Head teacher should make a retirement to the DEO using a statement of expenditure (see attached form). Pleases note that these funds will be audited just like any other GRZ

funds and appropriate action will be taken where it is discovered that there has been abuse / misappropriation of these funds.

**UNDER NO CIRCUMSTANCES SHOULD ADVANCE PAYMENT BE MADE FOR ANY GOODS OR SERVICES. PAYMENTS WILL ONLY BE MADE FOR GOODS RECEIVED AND SERVICES PROVIDED.**

For ease of accountability you should ensure that you maintain books of accounts i.e. cash books, stores books, box files containing all the relevant documents e.g. bank statements, invoices, receipts, delivery notes, quotations, request for payments etc.

These funds are meant to support the Free Education Policy and may be used in place of income forgone following the abolition of PTA and other fees to procure basic teaching and learning materials like chalk, teachers' notebooks, chart paper and felt pens for the production of teaching aids, paper for printing grade 1 application forms, end of term tests and report forms and any other school needs. Community schools may use part of the money to pay teachers.

Mrs. B. Y. chilangwa

**PERMANENT SECRETARY**

**MINISTRY OF EDUCATION**

Cc: PEOs

DEOs

**REQUEST FOR PAYMENT**

1. I hereby request for payment to be made for the following goods/services.....

.....

.....

.....

.....

2. Requested by:

Name: .....

Signatures:.....

Date:.....

3. Request supported by:

A. Senior teacher /Head teacher:

Name:.....

Signature:.....

Date:.....

B. PTA Chairperson:

Name:.....

Signature:.....

Date:.....

C. PTA Treasurer:

Name:.....

Signature:.....

Date:.....





STATEMENT OF EXPENDITURE

Name of School:.....

District:.....

Province:.....

Item No:	Date	Receipt No:	Payee	Details of expenditure	Amount paid ZMK
			Total expenditure		

Reconciliation Statement

Details	Amount (ZMK)
Balance at the beginning of the school term	X
Add funds received during current term	X
Total	X
Less expenditure incurred during the term	<u>X</u>
Balance available at the school	<u>X</u>

Compiled by: Name ..... Approved by:

Name.....

Signature.....

Signature.....

Date.....

Signature.....



REPUBLIC OF ZAMBIA

# MINISTRY OF EDUCATION

PROVINCIAL EDUCATION OFFICER  
LUSAKA REGIONAL HEADQUARTERS  
PRIVATE BAG RW 21E  
LUSAKA

18<sup>th</sup> November 2003

TO: All Schools  
LUSAKA

RE: CHARITY MEKI (Ms): MASTER OF EDUCATION ADMINISTRATION  
AND POLICY STUDIES DISSERTATION WORK.

The bearer of this memo is a student of Master of Education Administration and Policy Studies Degree Programme. As part of the requirements for completion of the Masters Degree, she is currently undertaking research towards the fulfillment of the dissertation component of the course.

You are kindly requested to assist her in this exercise by availing her relevant information as well as through interviews on the subject.

As research ethics demands, the outcome of this research will be used for academic purposes only.

Once again give her the cooperation he needs to carry out his research.

A handwritten signature in black ink, appearing to read 'D S Bowasi'.

D S Bowasi  
PROVINCIAL EDUCATION OFFICER