

Implementation of Free Primary Education Policy: Conflicts between
Learner's Access and Provision of Quality Education in Selected
Primary Schools in Kafue District, Zambia

by

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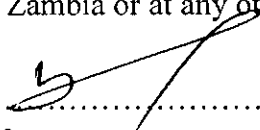
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AUTHORS'S DECLARATION

I **Darious Silukuni** do hereby solemnly declare that this dissertation represents my own work, except where acknowledged and that it has never been previously submitted for a degree at the University of Zambia or at any other University.

Signed.....

Date.....10th November, 2016.....

ABSTRACT

This study investigated the implementation of Free Primary Education Policy in primary schools of Kafue district of Zambia with the main emphasis on the conflict that the policy had created between learners' access to education and quality of education taught in selected Primary Schools in Kafue. The study's objectives were to find out the extent to which the Free Education Policy was effectively implemented in Kafue district. To determine the conflicts that had arose between learners' access to education and supply of quality education in the implementation of the Free Primary Education Policy. To identify the strategies that schools had employed to cope with the conflict between children's access to education and provisions in Kafue district.

As a descriptive survey, the study population consisted of one hundred and twenty (120) teachers, twenty four (24) head teachers one (1) DEBS and one (1) DESO. The teachers responded to a questionnaire while the head teachers, DEBS and DESO were interviewed using structured interview schedules. The observation checklist was used to record the schools' enrolments, equipment and facilities that were available. Data was analyzed thematically as themes and sub themes emerged from the data.

The study revealed that the FPE policy in Kafue District was being implemented to some extent. All the sampled primary school head teachers agreed to the fact that the Zambian government had continued to give schools grants and other education materials to support the FPE policy. Although the grants and the other school requisites did not much the escalating numbers of pupils in primary schools, government was still committed to supporting them. Furthermore, it was revealed that there were high enrolments in primary schools which meant that many learners had free access to education.

The high enrolments in these primary schools had brought about a number of challenges such as: inadequate educational supplies, low staffing levels, inadequate classrooms and desks, and dilapidated infrastructure. In some instances, the teachers were demotivated due to inadequate staff accommodation and low housing allowances to rent decent houses. Teachers were being overworked, and were unable to attend to individual needs of pupils. They also could not manage to give adequate homework and remedial work due to large classes. Consequently, the Zambian government seems to have had failed to meet the needs of schools to satisfy the surge enrolments. In other words, the challenges were in conflict with the supply of quality education.

In order to overcome this conflict and avoid compromising the quality of education, Kafue District had prioritized quality and relevance of education for its post 2016 agenda. Key to that agenda was the execution of the introduced primary school curriculum and the two-tier education system that offered academic and skills education. In that regard, the district had re-affirmed its commitment to ensure that any child, pushed out of the educational system had an opportunity to continue to acquire skills and knowledge.

In conclusion, it could be restated that the Free Education Policy was being implemented in Kafue district to some extent. Even though primary schools in Kafue District had continued to experience numerous challenges regarding high primary school enrolments, the government of the Republic of

Zambia through the Ministry of General Education had continued to support the primary schools. Schools had continued to receive inadequate and erratic grants from government a sign of government's effort to support the FPE policy. Increased enrolments were observed in almost all the sampled primary schools because learners had access to free primary education without restrictions.

Based on the findings of the study, the researcher recommended that the Ministry of General Education should evaluate the practicality and sustainability of the Free Primary Education in all primary schools in Kafue District more especially in rural schools.

Furthermore, additional funds should be allocated for needy schools to enable them buy teaching and learning materials for both the teachers and the learners. The disbursement of such funds should be sent to schools in time preferably during holidays so that schools plan in time.

DEDICATION

This work is dedicated to my dearest wife, Mutinta Rutidah Jani Silukuni and my lovely daughters Cathy and Choolwe Silukuni.

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ACRONYMS AND ABBREVIATIONS

BESSIP	Basic Education Subsector Investment Programme
DEBS	District Education Board Secretary
DESO	District Education Standards Officer
EFA	Education For All
ESIP	Education Sector Investment Programme
ESO	Education Standards Officer
FPE	Free Primary Education
FNDP	Fifth National Development Plan
GDP	Gross Domestic Product
MDG	Millennium Development Goals
MOE	Ministry of Education
NER	Net Enrolment Ratio
NGO	Non-Governmental Organization
PBR	Pupil-book ratio
PDR	Pupil-desk ratio
PRSP	Poverty Reduction Strategy Paper
PTA	Parent Teachers' Association
PTR	Pupil-teacher ratio
SAP	Structural Adjustment Programme
SFA	School Fee Abolition
SNDP	Sixth National Development Plan

UBE	Universal Basic Education
UNDP	United Nations Development Programme
UNESCO	United Nations Educational Scientific and Cultural Organization
UPE	Universal Primary Education
UNICEF	United Nations International Children's Education Fund
USA	United States of America

CHAPTER ONE

INTRODUCTION

Overview

In this chapter, the researcher presents the background of the study, statement of the problem, aim, objectives, research questions, theoretical framework, conceptual framework, significance of the study, delimitation, and operational definition of terms.

1.1 Background of the Study

The government of the Republic of Zambia (GRZ) (1990) stated that the Zambia Education Policy had gone through several shifts that had seen it move through community, non-governmental organizations, private sector, international donor support and predominantly government provision. Jesuit Centre for Theological Reflection (JCTR) (2006) indicated that a combination of different modes had, however, been predominant.

Before 1964, the situation then allowed for the existence of a parallel system of education justified on racial and other lines according to United National Independent Party (UNIP) (1974). However the Civil Society for Poverty Reduction (CSPR) (2005) argued that in 1965, the new Zambian government proclaimed the policy to reverse the many years of injustice imposed on the Africans through education fees and other levies they could hardly afford. It further claimed that The Education Act of 1966 legalized the changes from “fee-paying” or “non fee-paying to “scheduled” or “non-scheduled”, in order to help many Zambia to have access to education easily. To support the free education policy, Chanda (2000) explained that government abolished racial schools in 1966 with the aim of desegregating the education system further. He continued to claim that from the time of its inception in 1964, the Free Education Policy worked well, and it advanced accelerated educational development. Through the policy, the government ensured that all the schools were well stocked with education supplies. These included exercise books, textbooks, pens, pencils, rulers, mathematical instruments, science kits, art, music, physical education and all other needed materials and equipment.

By 1986, a change in policy was evident as boarding and examination fees were re-introduced according to the Interim National Development Plan (INDP) (1988). This was justified on the

premise that parents needed to be involved in the education of their children through cost-sharing. CSPR (2005) claimed that as cost-sharing and other Structural Adjustment Programme (SAP) policies became entrenched, more children dropped out of school as their parents could not afford the fees as well as the school requisites. The numbers of out of school children in Zambia increased towards the end of the 1990s, but without sustainable signs of government interventions. Eventually, this became a crisis and communities took it upon themselves to find interventions that would assist their children. Hence, there emerged community schools, which were characterized by low fees, relevant skills, community participation, increased access to education, provision of relevant knowledge as well as a focus on orphans and vulnerable children (OVCs).

Kelly (1994) argued that at the 1990 World Conference on Education for All in Jomtien, delegates from 155 countries including Zambia agreed to make primary education accessible to all children and to massively reduce illiteracy before the end of the decade. The World Declaration on Education for All, adopted at this conference, urged countries to intensify their efforts to meet the basic learning needs of all and to have realized universal access to primary education by 2000. He further claimed that the National Conference on Education For All was held in March 1991 to prepare strategies and set goals for Education on girls, children in difficult circumstances and for ethnic minorities that did not have the means to accessing education. The National Conference set targets on how to achieve universal primary education before 2015. Children everywhere, boys and girls alike, were to be given the opportunity to complete a full course of primary school (PAGE MoE, 1997) Kelly (1999) stated that The National Conference on Education For All resulted in the formulation of policy documents such as *Focus on Learning* in 1992 and *Educating our Future* in 1996 which stressed the importance of giving special focus on: decentralization of the educational system, accountability and cost sharing.

To reaffirm its commitment to achieving these goals, the Zambian government through Ministry of Education, on 15th March 2002, announced the “Free Education Policy”, which applied to grades 1 to 7 of the formal school system. In terms of justification, one section of the policy circular stated that: “The announcements were seen in the context of unprecedented decline in enrolment rates and increasing dropout rates even after those years of the Basic Education Sub-Sector Investment Program (BESSIP) whose objectives were to increase enrolment and improve learning achievement” (MOE 2002). UNDP (2003) stated that with the free education policy

pronouncement, the Ministry of Education had committed itself to supporting all the schools in the country through grants of about \$500 – \$600 per term, through funding of BESSIP. The funds were meant to support school requisites such as books, chalk, paper, pencils and other learning and teaching inputs.

In order to further support the free education policy, CSPR (2005) argued that the school feeding intervention commenced in January 2003 in the aftermath of the food and drought crisis of 2002. It was felt that urban populations were as much affected by food insecurity as the rural population, hence the urban nature of this intervention. The project targeted both community schools and centers that catered for street children. Each school had its own Parents Community School Committee (PCSC), which was selected by the local community and was responsible for the overall management and running of the school. Community schools were therefore considered a Community Based Organization (CBO), and provision of food commodities to OVC through community schools was, in itself, a self-targeting mechanism. Project Concern International (PCI) worked in partnership with these CBOs with the primary aim of increasing their capacity to manage school feeding program and overall, OVC programs.

UNDP (2003) also explained that all Community School coordinators were trained in the various aspects of managing school based feeding programmes ranging from community mobilization strategies, food preparation and handling and hygiene issues as well as report writing skills. A project orientation guide was developed in early 2003 and has been continuously revised to reflect lessons learnt during project implementation.

As shall be seen from the discussions later, the school feeding intervention introduced under the free education policy was in line with Maslow's Hierarchy Theoretical Framework where children in poverty often come from less-educated and involved parents, lack supervision, do not have equal learning experiences and need support to meet their needs (Maslow 1970).

1.2 Statement of the problem

The Zambia National Education Coalition (ZANEC) (2013) stated that even though the Free Education Policy was well intended and had resulted in increased enrolments at grades 1 to 7 since its inception, there were still a lot of challenges that had been recorded in the implementation of the policy. For example, primary education, had continued to record higher dropout rates at Grade

7 for girls at 11.6% and 10.8% of boys (MoE, 2014). Overall, the repetition rates of boys were higher than girls. This had made those who fail several times drop out of school completely (MoE, 2015). The Zambian Central Statistical Office (ZCSO) (2015) indicated that about 17% of primary school-age children within the Lusaka Province of Zambia dropped out of school in 2015 despite the free access to education. According to Rise Community Aid Program (RICAP) 2015 report on Zambia Orphan Aid Supported Children (ZOASC) indicated that more than 250 children in Kafue district had dropped out of primary school at grade seven.

Despite the increased access and enrolment to education at primary levels, there seem to be conflicts that had arose between learners' access to education and supply of quality education in Primary Schools of Kafue District. Therefore, if such researches are not conducted, most primary schools may continue to experience numerous challenges that may hinder delivery of quality education which may lead to continued drop outs at grade seven in the Kafue District which may in turn lead to low literacy levels and finally underdevelopment in Zambia.

1.3 Purpose of the study

The purpose of this study was to survey the conflicts that had arisen between learners' access to primary education and the supply of quality primary education in the implementation the Free Primary Education Policy in Kafue District schools.

1.4 Objectives

The objectives of this study were to;

1. find out the extent to which the Free Primary Education Policy was effectively implemented in primary schools in Kafue district.
2. determine the conflicts that had arisen between children's access to primary education and the provision of quality primary education in the implementation of the Free Primary Education Policy in Kafue district.
3. find out what schools had done to manage the children's access to primary education and the provision of quality primary education conflict in Kafue district.

1.5 Research Questions

To help investigate the research problem, the following research questions were to be answered.

1. To what extent was the Free Education Policy effectively implemented in primary schools in Kafue district
2. What conflicts had arisen due to these challenges on education demand and provision of quality education?
3. What strategies did primary schools employ to reduce these conflicts?

1.6 Theoretical Framework

According to Maslow (1968), the hierarchy theory of needs had made a major contribution to teaching and classroom management in schools. Rather than reducing behaviour to a response in the environment, Maslow adopted a holistic approach to education and learning. He looked at the entire physical, emotional, social, and intellectual qualities of an individual and how they impact on learning (Maslow 1970).

He continued to state that his hierarchy theory of needs was aimed at describing human behavior and motivation, and why it was difficult for those who did not get their basic needs met to reach their dreams or dream at all. In his theory Maslow stated that when someone was struggling to fight off the distraction of getting basic needs met, it was hard to be motivated to do anything else, even if it was the solution to their problem (Maslow 1968).

Tay and Diener (2011) argued that though the hierarchy had its critics. For example, many poor parents were faced with different obstacles when trying to provide for their families, in addition to themselves. Tay and Diener (2011) continued to claim that children in poverty stricken homes often come from less-educated and involved parents, lack supervision, do not have equal learning experiences to their more affluent counterparts, and are more likely to drop out of school.

Maslow (1970) argued that a hierarchy of human needs was based on two groupings. Thus, deficiency needs and growth of needs. Within the deficiency needs, each lower need was to be met before moving to the next higher level. Once each of these needs had been satisfied, the learners were motivated to move to the next level. In other words, a person was supposed to have the basic needs met before he or she free to progress through subsequent stages of need to reach self-actualization, a stage in which they were seen to be creative and self-sufficient. Maslow (1970) continued to argue that when the basic needs are not met in class, learners failed to focus on learning leading to high dropouts. The Free Education Policy pronouncement by the government

of Zambia had also encouraged feeding Orphans and Vulnerable Children (OVC) in Zambia who came to school without proper food or no food at all. The feeding programme was seen as a motivating factor for the OVCs because it met their basic need (food). In other words, learners were encouraged to attend to lessons because they were no longer worried of hunger.

The link of Maslow’s Hierarchy theory of need to this study was that Maslow was more concerned about learners meeting their basic needs first for them to perform well in a classroom while the FPE policy is concerned about creating an enabling environment for every learner to have access to education despite their economic status and cultural background. Therefore, both Maslow’s Hierarchy theory of need and the FPE policy were concerned about the education needs of the learners. These needs created a conducive environment for the learners to perform well. In other words, poor learning environments had a negative impact on the learners’ progress from one learning level to another leading to high drop outs and low literacy levels.

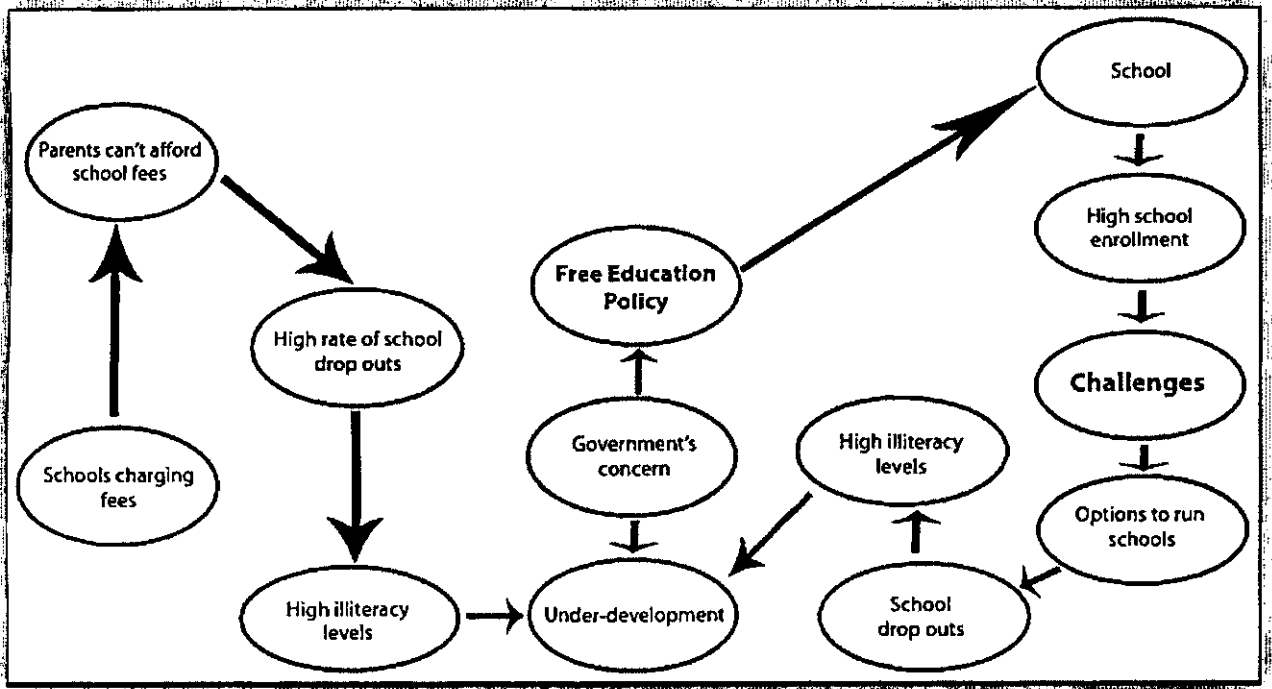
1.7 Conceptual Framework

The independent variable for the study was the Free Primary Education Policy while the dependent variable was literacy levels. The Independent Variable is likely caused a change in dependent variable.

It was thought that if primary schools charge schools fees to parents, not all the parents would afford to pay them. That would lead to the higher drop outs of children from vulnerable families. That would in turn lead to low literacy levels in the country and finally leading to under development. It was for that reason that the government introduced the Free Primary Education Policy to help develop the country but unfortunately, the policy had its own short comings which may not have had achieved its main objective demonstrated in Figure 1.1

- (a) Free Primary Education Policy ----- Independent Variable
- (b) Literacy levels----- Dependent Variable

Figure 1.1: Conceptual Framework



1.8 Significance of the Study

The study will shade light on the conflicts that have arisen between access and the provision of quality education in Zambia in the implementation of the Free Primary Education Policy. It shall help identify certain challenges that have had arisen in implementing Free Education Policy. In other words, the research shall help to show the conflict that has been created between the children’s access to education and provision of quality education in the primary schools in Zambia. The research shall benefit the learners at primary schools in Zambia in that it shall encourage the policy makers through the Ministry of General Education to think of evaluating, analysing and reviewing the Free Primary Education Policy within the framework of national development. These policy maker include; the Chief Education Standards Officer, Principle Education Officer, Senior Education Officer, Provincial Standard Officers, Senior Standard Officers, District Standard Officers and Education Standard Officers General Inspection. Without learners accessing quality primary education, it is likely that the country would continue to have low literate levels which may lead to under development.

1.9 Delimitations of the Study

The study was conducted in 24 schools out of (178) primary schools of Kafue District of Lusaka Province. This indicated (13.4%) of the whole population of the primary schools in Kafue District.

1.10 Operational Definition of Key Terms

Dropout Rate (by grade): The percentages of pupils or students who dropout from a given grade in a given school year.

Literacy: The ability to read and write with comprehension, as well as to make simple arithmetical calculations (numeracy)

Quality Education: Education enables children to realize their potential, as they develop into complete and integral persons and are prepared for adult life.

Conflict: opposing ideas and actions of different entities, thus resulting in an antagonistic state.

Access: ability of all people to have equal opportunity in education.

Dropout Rate: Proportion of pupils from a cohort enrolled in a given grade at a given year who are no longer enrolled in the following school year.

Summary

In this chapter, the researcher has presented the background of the study, statement of the problem, aim, objectives, research questions, theoretical framework, conceptual framework, significance of the study, delimitation, and operational definition of terms. In the background of the study, a brief history of the Zambia Education policies has been discussed. These included the Education for all, Focus on Learning, Educating Our Future and Free Primary Education Policies. The statement of the problem has been identified. The purpose, the objectives and the research questions of the study have as well been highlighted. The researcher has used the Maslow's hierarchy as a theoretical framework of the before conceptual framework and significance of the study. The study was conducted in thirty (30) schools out of sixty (60) primary schools of Kafue District of Lusaka Province. This indicated fifty percent (50%) of the whole population of the primary schools in Kafue District.

CHAPTER TWO

LITERATURE REVIEW

Overview

In this chapter the researcher presents what other scholars' views on Free Primary Education policy starting from the international conversions to the local (Kafue district) studies. At international level, the researcher discusses why countries had invested in primary education. At regional level, the researcher presents Free Primary Education in sub-Sahara Africa and has given examples of the countries that have abolished the primary school fees because of the decline in the school enrollments at grades 1-7. Examples of such countries include; Malawi, Uganda and Lesotho. Finally, the researcher discusses Free Education policy in Zambia as a whole before narrowing it further to Lusaka province and finally Kafue district.

2.1 International conversions on Free Education policy

The European Convention on Human Rights had been understood to establish an entitlement to education. According to the International Covenant on Economic, Social and Cultural Rights (1966) the right to education include the right to free, compulsory primary education for all. The right to education also includes a responsibility to provide basic education for individuals who have not completed primary education. Beiter and Dieter (2005) claimed that in addition to the access to education provisions, the right to education encompasses also the obligations to eliminate discrimination at all levels of the education system, to set minimum standards and to improve quality.

Siaciwena and Lubinda, (2008) argued that charging of the school fees to the learners have had a negative impact on many governments around the world. It was because of such negative impacts that the Non-Governmental Organizations, had begun to champion user fee elimination for basic public services which included primary education. This was rooted in the November 1948 declaration of human rights where members of the United Nations declared the right to education for all people Worldwide, the aspect of investment in primary education has been a key element in the development process. Knight and Sabot (1990), established that primary education improved the earnings of its graduates by 19 percent in Kenya and 13 percent in Tanzania. In such a process, there is always apparent social benefit that accrues from primary schooling, which

includes reduced fertility, better health care and decreased child mortality. Due to social benefits of primary education, most countries worldwide have prioritized primary education. In the United States of America (USA) elementary schooling is free and compulsory to all children (World Education Services, 2004). In India, the Central government provides 80 percent of financing Free Primary Education, while the local states implement and provide the rest of financing (Government of India, 1994).

2.1.1 Negative Impact of User Fees on School Enrolment

A wide body of evidence shows that the costs of schooling inhibit school enrolment. Parents in Indonesia, China, the Solomon Islands and many African countries like Kenya, Malawi, Zambia, Uganda and Tanzania cite user fees as a major obstacle to enrolling their children in school (Saroso, 2005; Yardley, 2005; Pacific News, 2005). In 2001, parents and teachers in Tanzania observed that non-payment of fees was the principal reason why children did not attend school (Oxfam, 2001). In Zambia it is estimated that at least 45 percent of children who drop out of school do so because they cannot pay school fees (Tembo and Ndhlovu 2005).

However, there are few empirical studies on the ways in which user fees impact enrolment. In Kenya, absenteeism and drop-out rates have been shown to rise and fall in line with user fees (Mukudi, 2004). User fees accounted for 31 percent of the time that children did not attend school. Before user fees were eliminated, children who did not pay school fees were often locked out of school or sent home. An econometric analysis of the impacts of Uganda's Universal Primary Education (UPE) Policy showed that parental income became a less important determinant of enrollment after school fees were eliminated (Deininger, 2003). In 1992, the proportion of children in Uganda who were not enrolled in school due to costs related to schooling was estimated at 71 percent. After direct fees were eliminated this figure dropped to 37 percent.

Additionally, the global survey results on the impediments of user fees have helped policy makers to understand their effect (user fees) of limiting education opportunities for the poor. The survey conducted by the World Bank and published in 2004, showed that user fees were burdensome to poor families in countries experiencing slow economic growth and inflation (Kattan, 2006). Prior to the above survey, the study under the United Nations Project "Task Force on Education and Gender equality" revealed that the support by donors to ensure quality basic education was

not adequate in Africa. According to Kaulule (2006), there were more than 100 million children out of school in Africa that time. Therefore, the study made recommendations of alleviating the problem, which included interventions and actions such as removing school fees.

In support of this move, the School Fee Abolition Initiative was launched by UNICEF and the World Bank in 2005 which grew in a partnership between government representatives, agency partners, and research and academic institutions (Nielsen, 2009). This was to re-emphasize the Jomtien 1990, Dakar 2000 and other educational conferences which insisted on Education for All by 2015. The focus was exclusively on the elimination of basic education fees because it was at that level that the Education for All movement had declared that education was to be free (World Bank and UNICEF, 2009). The basic or primary level was also the only level at which most governments' constitutionally pledged to provide state-sponsored schooling due to the reasons stated above.

2.2 Related studies to the study

To reinforce EFA, Nielsen (2009) stated that in 2002, the World Bank and UNICEF, together with development partners launched the Education for All Fast Track Initiative to help low-income countries in their efforts to meet the education related MDGS and the EFA goal that all children complete a full cycle of basic education by 2015. By 2005, 32 countries joined the School Fee Abolition Movement. These included 19 from Africa, 5 from Europe/Central Asia, 4 from Asia, 3 from Latin America and 1 from Middle East/North America (Nielsen, 2009). Some of the countries mentioned are Central African Republic, Haiti, Nepal, Sao Tome, Norway, France, Sweden, Denmark, Brazil, Finland, Belgium and Austria (Kaulule, 2006). Others that moved earlier on to eliminate school fees include Ethiopia, Ghana, Honduras, Kenya, Malawi, Mozambique and Uganda (Kattan, 2006). Most of the middle income countries especially those from Europe provided free education for children at the age of three and almost 100 percent of children enroll in school (Kaulule, 2006).

However, at a global level, there was an overall recognition that elimination of basic school fees must be carefully planned and widely negotiated if it is to make a positive and sustainable impact on access to schooling and improved student teaching (Das et al, 2004). Therefore, the school fee

abolition is a complex undertaking that cannot be done well without careful planning and policy adjustments on multiple fronts (Chukwumelum, 2007).

2.2.1 Free Primary/Basic Education in Sub-Saharan Africa.

Over the past decade several countries in Sub-Saharan Africa had abolished Primary School tuition fees as part of renewed attempts to resurrect their education systems which had been in decline, and even suffering reduced enrollments after the initial growth following independence (Verspoor, 2006). Whereas from the eighties and early to mid-nineties, cost-sharing had been a policy promoted by international financial institutions such as the World Bank, the direct (and indirect) costs to parents of their children's education became obstacles to their attendance and continued enrollment. The inability of parents to afford such costs fell on girls disproportionately, typically being the first to be pulled out or allowed to drop out of school (UNESCO, 2003b).

Although, the FPE was introduced with the good intentions of increasing access to education, a number of African countries had had problems regarding financing of the program. These include Malawi, Uganda and Zambia due to declining economies. The FPE Policy had enhanced access to education provision leading to an increase in enrollment of pupils while bringing about decline in quality of education. While it is good that enrollment increased in schools. For example, the enrollment increased from 2.7 million to 7.5 million that had defied the reality because teachers were unable to cope with the big numbers. Hence, the compromised on the quality of education provision (UNESCO, 2004b). It had been argued that before the introduction of FPE, it was easier to have individual pupil attention but that was not the case then (Duncan, Macmillan and Simutanyi, 2003). Additionally, the teaching and learning resources were inadequate due to insufficient funding. For example, in the Delta State of Nigeria, the intent of the UBE as declared in the policy statement that education it was to be free. The financial burden of government later forced parents to get involved in the funding of basic level of education. Since most of the parents were poor, the children remained poorly equipped to learn (Kamla, 2009).

2.2.2 Free Primary Education in Malawi

In Malawi, Free Primary Education was introduced in October 1994 following the announcement in June by the then newly elected Government which was brought into power through the first multi-party elections since independence on 6 July 1964. Just prior to that time, the previous

Government had brought in tuition waivers, in phases, from standard 1, but parents were expected to pay book fees and to contribute to school funds. From 1994, however, the Government was supposed to be responsible for all costs, though in practice it continued to expect communities to contribute to school construction. Given the lack of an overall policy framework and an analysis of the resource implications of embarking on this route, it is not surprising that even today critics allege that the expansion of primary education has been at the expense of quality. Indeed, it is worth noting that the sudden introduction of Free Primary Education by the new administration was opposed by the development community which preferred the more radial, phased (Kadzamira and Rose, 2003).

Kadzamira and Rose (2003) indicated that some measures were taken to overcome challenges that were a creation of the Malawi Integrated In-service Teacher Education Project (MIITEP) designed to produce more teachers in a short time, build teacher's resource centers, engaging communities in school and teachers' housing construction and providing instructional materials. At the same time, the administration and management capacities of the Ministry of Education were to be developed to cope with such undertakings. Alongside these reforms, other policies were introduced such as allowing no uniforms, prohibiting corporal punishment, revitalizing parent-teachers associations, introducing curriculum changes and a new language policy and decentralizing to district level.

The impact of the new commitment to FPE was on the doubling of government expenditure devoted to education. The expenditure rose from 11 percent to 24 percent. Primary education's share of total educational expenditure went up from 45 percent to 65 percent in early years of FPE, not least because of the conditions attached to external funds, which themselves constituted about 40 percent of the primary education budget (Kadzamira and Rose, 2003).

The circumstances surrounding the rapid quantitative expansion of the primary sector, together with the donor dependence had raised a number of issues regarding the long term impact of the 1994 FPE policy of the Malawi Government (Kendall, 2003). The continued lack of access of some sub-groups (street children, out-of-school youth; those with special needs, orphans and illiterate adults) pose a challenge. Whilst the enrolment expansion had been remarkable, the quality of education and many would say, even the 'value' of education had deteriorated. Even more

worrying is the fact that repetition rates are over 20% and 55% of primary enrolment are over-age thus requiring non- formal education (Kendall, 2003).

2.2.3 Universal Primary Education (UPE) in Uganda

In Uganda, Universal Primary Education was introduced in January 1997. Education was seen as an important foundation of the Poverty Eradication Action Plan, the indigenous PRSP of which the Education Sector Investment Program (ESIP) was a key building block. Tuition fees were abolished for 6-12 year-olds. In addition, disabled and orphaned children were to be given special consideration. Primary enrolment in 1996 was 2.7 million. By 2002, this had surged to 7.2 million pupils. Gross enrolment in 1995 was 74.3%. By 2001/2, gross enrolment had reached 135.8%, indicative of the considerable number of over and under-age pupils enrolled. Net enrolment in the same year was 109.5%. Universal Primary Education had been achieved (Government of the Republic of Uganda, 2003).

The challenges of sustaining UPE was related to the matching of the quantitative expansion with qualitative improvement as well as in improving access to post- primary schooling. The systematic monitoring of various qualitative indicators had underlined many of these challenges, such as reducing pupil teacher ratio, pupil classroom ratio and pupil book ratio. Various measures had been introduced to help qualitative improvement. Teachers' needs were met in some respects through hardship allowances given in remote areas. The policy dilemma of moving toward increased post-primary access whilst still addressing primary quality had remained for some time. In April, 2002, the Ministry of Education in Uganda instituted a task force to design a Post-primary Education and Training (PPET) policy and cost framework to make provisions for absorbing the UPE bulge into the post primary sector of education (Deininger, 2003).

2.2.4 Free Primary Education (UPE) In Lesotho

Lesotho's Free Primary Education (FPE) Programme began in January 2000. The programme's main goal was to provide the minimum and basic resources to enable children to enter and complete the primary education cycle. The program was being implemented in phases, beginning with standard 1 in 2000, standard 2 in 2001 and so on until 2006, when the whole primary cycle was to be covered. In implementing the programme, the government was committed to assisting schools that opted to join the programme with teachers' salaries and provision of textbooks,

classrooms and equipment, and meals. In anticipation of increased enrolments, the Ministry of Education created an additional 460 teaching positions, with grants distributed to schools. Beginning in 2000, the Government had gradually taken over the cost of textbooks and stationery in primary schools and had implemented a centralized procurement process. In addition, food services were provided by existing programs, such as the World Food Program, or through local catering contracts, paid directly by the Ministry. School maintenance was also managed at the central level (World Bank and Lesotho's Ministry of Education and Training, 2005).

The programme seemed to have had a positive impact on enrolment rates. The gross primary enrolment rate increased from 109% in 1996 to 127% in 2003. Net primary enrolment rose by 33% alone in year following implementation of FPE, from 60% in 1999 to 80% in 2000. Furthermore, the data suggested that the increases in enrolment had been sustained and that children who entered the system in 2001 were gradually advancing to subsequent levels. FPE had also been credited by head teachers with ensuring access to education for thousands AIDS orphans. A policy of free and compulsory education also helped to entrench popular demand for schooling as a right, and put positive pressure on both local and national governments to deliver (Lerotholi, 2001).

However, households continued to bear certain education costs including uniforms and non-teaching staff salaries. Also since most transactions were handled by the central government and some schools' financial needs exceed the government allocations, schools continue to struggle to raise funds (Lerotholi, 2001). In addition, the school management component of FPE has met with little success. It had been plagued by budget constraints, the burden of vouchers, and individual schools' inability to account for funds received. Furthermore, the maintenance expenditure guidelines are not flexible enough to account for individual school needs.

2.3 Local studies

2.3.1 Free Education Policy in Zambia

The then republican President of Zambia announced the introduction of Free Education from grades 1 to 7 with effect from 2002. The announcement was seen in the context of unprecedented declining enrolment rates and increasing dropout rates even after three years of BESSIP whose objectives were to increase enrolment and improve learning achievement (MoE 2003)

There were several factors that were responsible for the enrolment downturn. Among these included the high poverty levels and increased numbers of orphans due to HIV/AIDS which were the main ingredients. The Zambian government had discovered that the extent of exclusion of vulnerable children from the formal education system was quite significant and rising. Therefore, the implementation of free education was seen as the best vehicle for promoting inclusion nationwide and ensuring that no child was denied an opportunity to attend school for failure to meet school costs. The policy stated that;

(i) No pupil at grade 1 - 7 was to be levied any user fees including PTA levies. Instead, PTAs may raise funds for specific school projects through raffles and other legitimate means after getting clearance from the Provincial Education Officer.

(ii) No pupil was to be denied enrolment or excluded from school for failure to contribute to PTA fund raising activities.

(iii) Enrolment of pupils was to be unconditional and should not be linked to contributions of items such as cement, reams of paper, slashes etc.

(iv) School uniform was not compulsory and no pupil was therefore to be prevented from attending school on account of failure to obtain it. Schools that chose to continue with the uniform requirement were not to commercialize their acquisition by turning into a fund-raising venture. Uniform should be plain and simple and parents must be allowed to get it from the cheapest source.

(v) Teachers were to give remedial teaching as part of their professional responsibility and should therefore not charge children for extra tuition undertaken within the schools (MoE 2003).

It could be seen from the onset that the policy mention above was intended to help vulnerable children to have access to quality education. It was not intended to compromise quality but had both quantity and quality of education.

The Child Fund Project research which was conducted in 2015 on school enrolment and drop-out among vulnerable rural Zambian revealed that although Zambian education policies that promoted school attendance had been successful in ensuring enrolment and attendance, there were however challenges that had remain to keep children enrolled until Grade 7. The daily stressors such as excessive chores, looking for piece work and worries about school fees were found to be the main

predictors of school drop-out. The predominant self-reported reason for school drop-out was a lack of financial means. It therefore seemed insufficient just to pay school fees, as other indirect costs (books, uniform, etc.) still posed a financial barrier for poorer children.

The Zambian Central Statistical Office (ZCSO) (2007) stated that about 17% of primary school-age children within the Lusaka Province of Zambia did not attend school. It is further argued that in many circumstances the major contribute to school drop-out among rural Zambian children ranged from economic and social daily stressors. According to Rise Community Aid Program (RICAP) 2015 report on Zambia Orphan Aid Supported Children (ZOASC) indicated that more than 250 children in Kafue district had dropped out of primary school or could not proceed with education to grade 7. That was a problem which if not looked into critically may lead the country's high illiteracy levels in Kafue district. Hence, surveying Conflicts that have existed between learner's access and provisions of quality education implementation of Free Primary Education Policy in selected primary schools in Kafue District, Zambia

Summary

The researcher in this chapter has highlighted what other scholars said on Free Education policy starting from the international conversions to the local (Kafue district) studies. At international level, investment in primary education was the key element discussed. At regional level, the chapter has highlighted the Free Primary Education in sub-Sahara and has given few examples of countries that have abolished the primary school fees because of the decline in the school enrollments. The examples included countries like; Malawi, Uganda and Lesotho. The researcher further discussed the Free Education policy in Zambia as a whole before narrowing it further to Lusaka province and finally Kafue district respectively.

CHAPTER THREE

METHODOLOGY

Overview

In this chapter, the researcher presents the research method, target population, sample size and research instruments. Furthermore, the researcher discussed the data collection, data analysis procedures and ethical consideration

3.1 Research Method

This study employed a descriptive survey design on the challenges of implementing the Free Education Policy in primary schools in Kafue district in Lusaka province with emphasis on the conflict between access to education and the supply of quality education. The reason for using a descriptive survey was to allow for a full description of the state of affairs on the stated topic in the district. The description was based on the views collected from District Education Board Secretary (DEBS), District Education Standards Officer (DESO), Head teachers and teachers.

From literature, Orodho and Kombo, (2002) had revealed that descriptive survey seeks to describe the state of affairs as it exists and could be used when collecting information about peoples' attitudes, opinions, habits or any of the variety of education or social issues The study was conducted in ten (10) primary schools of both rural and urban setting of the district.

3.2 Target Population

The study target population from which the sample was drawn consisted of personnel from the Kafue District Education Board Secretary (DEBS) and Kafue District Education Standards Officers (DESO). It also included head teachers and teachers of primary schools in Kafue District.

3.3 Sample Size

3.3.1 DEBS Office

The Free Primary Education Policy is a Zambian government learning programme implemented under the Ministry of General Education. Thus, like any other policy in the Ministry of General Education, the Free Education Policy is supervised by the DEBS, DESO and head teachers while teachers implement it. The DEBS and DESO were specifically included in the research because

of their involvement in the supervision of the Free Primary Education on behalf of the Ministry of General Education.

3.3.2 Head teachers

The head teachers were as well specifically included in the research because of their involvement in the supervision of the Free Primary Education on behalf of the Ministry of General Education. They were stratified in two categories of rural and urban schools. From each category, they were furthermore, categorised as male and female. Using a simple random sampling, six (6) head teachers were sampled from each stratum which gave a total of twenty four (24) head teachers sampled for the research.

3.3.3 Teachers

From the 24 schools, the teachers were as well stratified two categories of rural and urban schools. From each category they were further categorised as male and female. Using a simple random sampling, thirty (30) teacher were sampled from each stratum which gave a total of one hundred and twenty (120) teachers who participated in the research. In other words, from 24 schools, there were 30 female teachers from rural schools, 30 male teachers from rural schools, 30 female teachers from urban schools and 30 male teachers from urban schools making a total of 120 teachers. The teachers were also sampled for the research because of their direct involvement in the implementation of the Free Primary Education Policy programme in primary schools. The above information is summarized in figure 3.1

Table 3.1. Target and Sample size population

Study Population				Sample Size					
				Rural		Urban			
	Female	Male	Total	Female	Male	Female	Male	Total	
Teachers	769	454	1223	Teachers	30	30	30	30	120
Head teachers	20	158	178	Head teachers	6	6	6	6	24
DEBS' office	4	16	20	DESO	-	-	-	1	1
				DEBS	-	-	-	1	1
Total	793	628	1421	Total	36	36	36	38	146

3.5 Research Instruments

The researcher collected data using three research instruments namely; questionnaires, interview guides and check list. The three instruments were used to collect qualitative data to answer questions that were raised by this study. Questionnaires and interview guides were used to collect data that gave answers to each of the evaluation questions. They were also used to collect background information about the respondents. Check lists were used so as to supplement information that was given in interviews and questionnaires on the implementation of the Free Primary Education.

3.5.1 Questionnaires

Questionnaires had both open-ended, close-ended questions and the attitude rating scale. These were used to collect information from teachers. Questionnaires were preferred for this category of respondents because they formed a large group of the sampled population. According to Friedman and Rosenman, (1974) questionnaires provide a relatively cheap, quick and efficient way of obtaining large amounts of information from a large sample of people. Data can be collected relatively quickly because the researcher would not need to be present when the questionnaires were completed. This is useful for large populations when interviews would be impractical. The researcher developed the questionnaires, which were then checked by experts in the evaluation and research field. The questionnaire had introductory remarks to introduce the study and to give an assurance to the respondents that the information that was collected will be held with utmost confidentiality.

3.5.1.1 Questionnaires for Teachers

Appendix 4 is the teacher's questionnaire, which had two sections. The first section was designed to collect demographic data about the respondents while the other section was used to find out the challenges teachers encounter in implementing Free Education policy in primary schools.

3.5.2 Interview guide

Three interview guides were designed which were used to conduct interviews by the researcher to collect information from DEBS, DESO and head teachers. The questions were designed to obtain data on whether and how the Free Primary Education policy was implemented, the challenges and

the strategies employed by schools to cope with the challenges. The main reason for designing such questions was because the researcher wanted to probe the respondents so as to give more supplementary valuable information on the implementation of Free Primary Education Policy in Kafue District

3.5.2.1 Interview guide for the head teachers

Appendix 1 is the interview guide for head teachers. The interview guide was used to collect data about their views on the implementation of the Free Primary Education Policy, the Ministry of General Education’s support of the policy in terms of budgetary allocation, the challenges in the implementation of the Policy, what they thought were the best ways to implement Free Primary Education Policy in their schools and the strategies schools had employed to reduce these conflicts.

3.5.2.2 Interview guide for DESO

This instrument (Appendix 2) was used to collect information about the DESO’s views on the conflict that arose between access and provision of quality education in the implementation of the Free Primary Education in Kafue District. The instrument was also used to seek information about the performance of primary schools in Kafue District from the time the Free Primary Education Policy was pronounced in 2002. It was also used to find out teachers’ performances in over crowded classes in the district. Furthermore, it was also used to find out whether the primary schools were well equipped with teaching and learning aids from the Ministry of General Education.

3.5.2.3 Interview guide for DEBS

Appendix 3 is an interview guide that was used to collect information from the DEBS on the views on the Free Primary Education Policy and whether the policy was well intended and had addressed the problem of dropouts in Kafue District. Within the same interview guide the researcher also collected data on the challenges the district was facing in implementing the policy and strategies it had put in place to cope with negative impact of the policy. It also helped to collect data on whether the Free Primary Education Policy was sustainable in the Kafue District.

3.5.2.4 The school's observation checklist

The school's observation checklist in Appendix 5 was used by the researcher in all sampled schools to find out the availability of school physical facilities and equipment. This instrument was also used to check the availability and adequacy of teaching and learning materials

3.6 Validity of the Instruments

The questionnaire and the structured interview guide were checked and corrected by the supervisor who critically examined the contents of each instrument.

3.7 Reliability of the Questionnaire

In this study, the test re-test method was used to determine the reliability of the instrument. Test re-test reliability is concerned with the internal consistency of the instruments. The method has the advantage of being administered twice to one group of respondents (Singer, 2009). The 28 item questionnaire was administered to some primary school teachers in Kafue District outside the sample of the study. To ensure high percentage return of the research instrument, the researcher administered the questionnaire personally to the respondents and retrieved them immediately. This was repeated to the same respondents after one week. This was in quest to make the questionnaire more reliable.

3.8 Data Collection Procedure

The researcher collected data from the sampled respondents alone. He had earlier gotten permission to visit the schools from the Ministry of General Education through the Kafue District Board Secretary (DEBS) (Appendix 6). The researcher had made tentative appointments to visit head teachers of the sampled schools well in advance so that the respondents were found within reach on the day of the visit. Because of this initiative, data collection took 2 months. During the visits, questionnaires were distributed to the sampled teachers while interviews were conducted with the head teachers. After the interview with the head teachers, questionnaires were left to give teachers ample time to complete them. On the third day, the researcher went back to collect the completed questionnaires. With assistance from the class teachers and deputy head teachers, the researcher physical checked school facilities such classroom blocks, number of pupils per class

houses, number of toilets, number of desks, number of water points and number of teachers' houses.

3.9 Data Analysis

The data were analyzed both qualitatively and quantitatively. Data which were collected from open-ended items in the questionnaire were analyzed thematically using content analysis, as themes and sub themes emerged from the data. The data which were collected from closed-ended items in the questionnaire were analyzed by the use of descriptive statistics in form of percentages and frequencies. The Statistical Package for Social Sciences (SPSS) was used to enhance the analysis. The responses from subjects were put into categories according to the emerging themes. This allowed objective and critical interpretation, so as to make decisions that were valid for conclusion and recommendations of the study.

3.10 Ethical Consideration

To facilitate smooth collection of data as per requirement in research, permission to conduct this study was sought from relevant authorities at the University of Zambia Directorate of Research and Graduate Studies, the Ministry of General Education through the District Education Board Secretary's Office and the Head teachers' of respective primary Schools. All data collected during this study were used specifically for the purpose of the study, and was kept strictly or confidential. Consent was sought from respondents and no informant was forced to participate in the study. The names of the respondents and institutions were not disclosed in any way

Summary

The study was done in Kafue District of the Lusaka Province. A descriptive survey was employed to allow for a full description of the state of affairs on the stated topic. The researcher targeted the teachers, head teachers in the primary schools of Kafue District and the management at the Kafue District Education Board Secretary's Office. One hundred and twenty teachers (120) and twenty four head teachers (24) were stratified and later randomly selected while the DEBS and the DESO were purposively selected because of their involvement in the implementation of the FPE policy.

Questionnaires, structured interviews and observation were the instruments used in data collection. In view of the nature of the research design, the statistical package version 21.0 was used to analyze

the data that was collected. Permission was sought from University, the Ministry of General Education and head teachers. Later on, consent was sought from all the respondents those names were not disclosed in the entire report.

CHAPTER FOUR

PRESENTATION OF FINDINGS

Overview

In this chapter, the researcher presents demographic characteristics of respondents, classroom, the extent in which Free Education Policy was effectively implemented in primary schools in Kafue district, the conflicts that arose between access to education and provision of quality education which included high Pupil-Teacher Ratio, Pupil-Desk Ratio and Pupil-Book Ratio. Finally, the strategies employed by primary schools to cope with the challenges were also discussed. All the responses were based on the research questions and variables which were related to the study in question.

1. To what extent was the Free Education Policy effectively implemented in primary schools in Kafue district?
2. What conflicts had arisen due to these challenges on education demand and provision of quality education?
3. What strategies did primary schools employ to reduce these conflicts?

4.1 Demographic Characteristics of Respondents

The teaching experience of teacher respondents were that 17 (14.1%) had a teaching experience of between 1 and 5 years, 39 (32.5%) had a teaching experience of between 6 and 10 years, 43 (35.8%) had between 11 and 15 years of teaching experience, and 19 (15.8%) of the respondents had 16 to 20 years while 2 (1.8%) had been teaching for over 21 years. Furthermore, 119 (81.5%) respondents had teaching experience of 6 to 21 years and above. From the information above, it could be concluded that the majority of the teachers had been teaching for more than 5 years and had a lot of teaching experience. These details are shown in figure 4.1.

Table 4.1: Frequency and percentage distributions of teacher according to years of teaching experience

<i>Yrs</i>	<i>f</i>	<i>(%)</i>
1-5	17	14.1
6-10	39	32.5
11-15	43	35.8
16-20	19	15.8
21 yrs and above	2	1.8
Total	120	100

From administrators point of view, 6 (25.0%) had 1 to 5 years of experience, 8 (33.4%) had 6 to 10 years of experience, 5 (20.8%) had between 11 to 15 years, 2 (8.3%) had 16 to 20 years and 3 (12.5 %) had of 21 years. From the information above, the respondents seemed to have had vast experience in administration and understood the Free Primary Education Policy well. These details are shown in table 4.2.

Table 4.2: Frequency and percentage distributions of administrators according to administrative experience

<i>Yrs</i>	<i>f</i>	<i>(%)</i>
1-5	6	25.0
6-10	8	33.4
11-15	5	20.8
16-20	2	8.3
21 yrs and above	3	12.5
Total	24	100

4.2 Implementation of Free Primary Education Policy

The first research question of this study was aimed at determining the extent to which the Free Education Policy effectively implemented in Kafue district. In order to determine this, the

researcher asked the respondents to rate the Free Primary Education implementation in their schools (appendix 1.4 and appendix 4.11). Finds revealed that the Free Primary Education policy is being implemented to some extent. In an interview, one of the female head teacher from a rural school said:

I am happy with the Free Primary Education policy because it has unlocked the doors of access to formal learning, which has resulted in the increased influx of learners enrolling at this schools. When I was appointed as head here in 1998, I found the school enrolments very low more especially for the girls. The major reason was that some parents never saw any profit in education and thought it was wasting money to pay school fees for the children. This definitely encouraged early marriages among the young girls. Now with the introduction of the Free Basic Education, the enrolment figures have really gone high for both boys and girls, though this has also come with its own challenges

4.2.1 Provision of schools requisites by the government

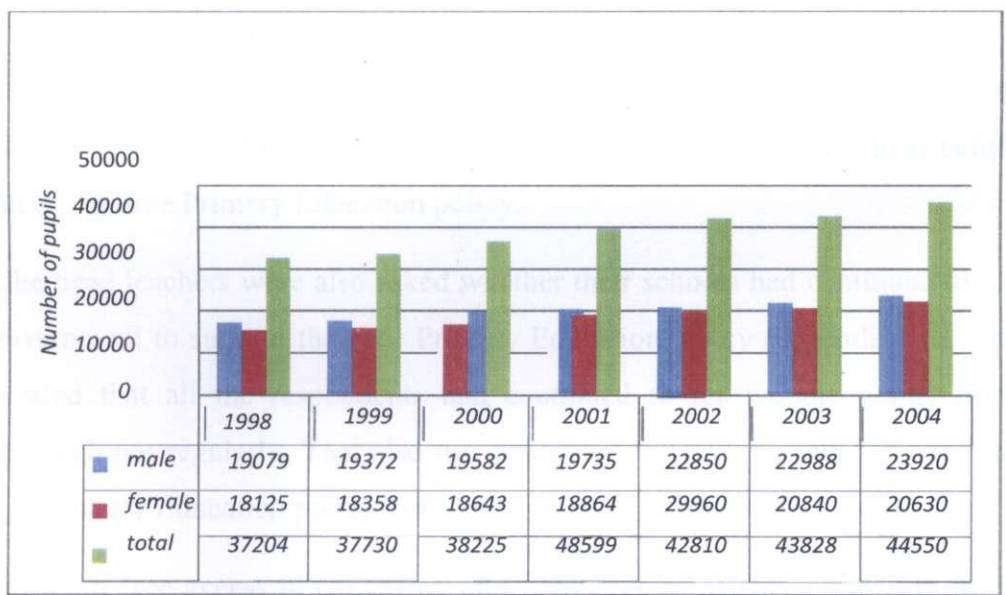
When asked whether the government provided schools requisites to support the Free Education Primary policy (appendix 4.14), the teachers' agreed to the fact that the schools were provided with free requisites to support the vulnerable learners. Such requisites included exercise books, text books, pencils and rulers. That therefore meant that government the Free Primary Education policy was being implemented in Kafue District. The similar view was shared by the head teachers during the interview (appendix 1.6). A head teacher from the rural schools said:

Yes. We receive the school requisites every year though the actual time of receipt is not well known. Last year, I can confirm that at least each child was catered for the education requisites though not adequate but at least we had something which helped the vulnerable children.

4.2.2 Classroom enrolments

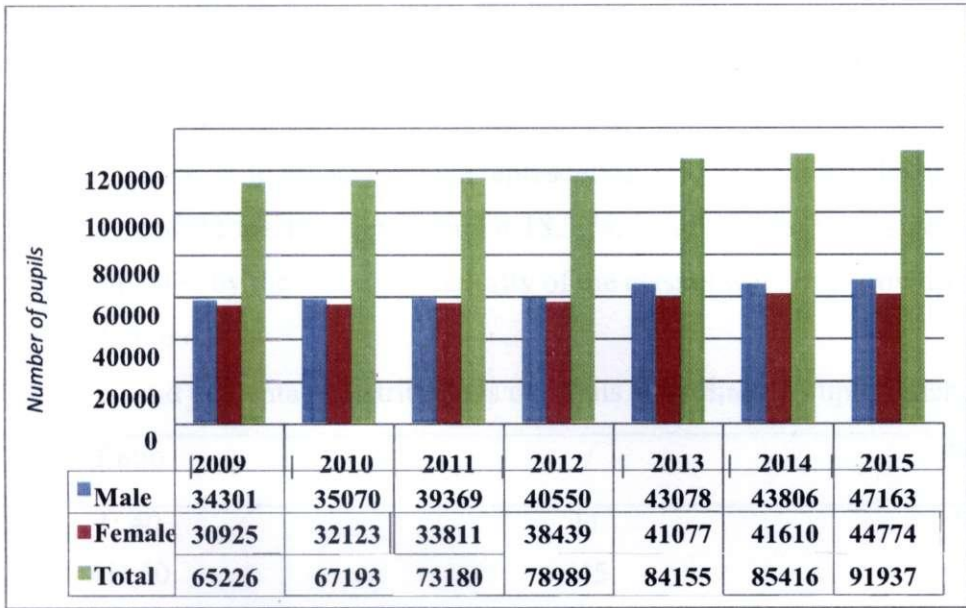
The DEBS office was asked to state the differences in terms of enrolment figures in primary schools before and after the introduction of Free Primary Education policy (appendix 2.2). In response it was revealed that the FPE policy had helped to increase the primary enrolments because of the difference which was seen before and after the FPE policy was introduced. From the figures, it was revealed that the primary school enrolments had continued to increase from 2005 to 2015 unlike 1998 to 2004. It was stated that there had been an increase in children's access to primary education in almost all the schools from the time the policy was introduced in 2002. It was further officer further revealed that enrolment levels had continued increasing at the rate between 6.5% and 7.9% annually. The male pupils' number was always more than that of the females during the entire period in question. These details are shown in Tables 4.1 and 4.2

Figure 4.1: Grade 1-7 Enrolment figures for Kafue District, 1998-2004



From the table (4.1) above, the figures show that there had been a steady increase in the primary school enrolment from 1998 to 2004 which were in the range of 1% to 2% per year.

Figure 4.2: Grade 1-7 Enrolment figures for Kafue District, 2005-2015



From the two table (4.1 and 4.2) above, the finds reveal that there had been a rapid increase of the primary school enrolments from the time the Free Primary Education policy was announced in 2002. The primary school enrolments were at 6.5% to 7.9% per year higher than before the pronouncement of the Free Primary Education policy.

Furthermore, the head teachers were also asked whether their schools had continued to receive grants from government to support the Free Primary Education policy (appendix 1.6, 7 and 8). The finds revealed that all the respondents had continued to receive the grants from the government although not regularly. That also was proof that the government had continued to support the Free Primary Education policy in Kafue District to some extent.

4.3 Conflict between free access to education and provision of quality education in Kafue District.

The second research question of this study was aimed at determining the conflicts that arose between free access to education and provision of quality education in Kafue District. In order to get the correct information bases on the given question, the researcher decided to divide the question into three categories. Thus, Pupil-Teacher Ratio, Desk Ratio and Pupil- Book Ratio

4.3.1 Pupil-Teacher Ratio

In order to determine this, the researcher asked the teachers to state the average number of pupils in their classes (appendix 4.2). The information indicated that 11 teachers representing (9.2%), handled classes of sizes ranging from 1 to 40. 45 teachers representing 37.5%, handled classes of sizes ranging from 41 to 60, 42 teachers representing 35.0 %, handled classes of sizes ranging from 61 to 80 and 22 teachers representing 18.3 %, handled classes of sizes ranging from 81 to 100. As indicated by the statistics, majority of the classes were overcrowded. These details are shown in figure 4.3.

Figure 4.4: Frequency and percentage distributions of pupils according to Pupil-Teacher Ratio

Ratio	<i>f</i>	(%)
1: 40	11	9.2
41: 60	45	37.5
61: 80	42	35.0
81: 100	22	18.3
Total	120	100

The majority of the schools had PTR exceeding the government PTR standards of between 35:1 and 40:1 pupils per class. However, not only did the high numbers of pupils led to high PTR but also led to overcrowding of classes. Out of the 120 teachers that took part in the study, 109 (90.8%) of the respondents indicated that their classes were overcrowded. This revealed that the majority of the schools had overcrowded classes; which further exacerbated other challenges such as inadequate desks and high pupil-book ratios.

When asked whether the classrooms were over enrolled in their schools (appendix 1.1), one male head teacher from urban school said:

Yes indeed, you would be surprised that sometimes one teacher is teaching 95 children, who are congested in one small classroom. There is not even a single space to move from one child to another. That makes it is extremely difficult for the teacher to give each learner enough attention.

In summer, some children collapse and faint because of heat and poor ventilation in that small classroom.

4.3.2 Pupil-Desk Ratio

When the teachers were asked on the pupils-desk ratios in their classes, it was discovered that 6 (9.6%) of teachers handled classes with the ratio of 1 to 2 learners per desk, 27 (22.5%) of teachers handled classes with the ration of 3 to 4 learners per desk, 50 (41.6%) of teachers taught classes of the ratio of 5 to 6 learners per desks, 32 (26.7%) of teachers taught classes with the ratio of 7 to 8 per desk while 5 (4.3%) teachers indicated that they taught the classes of the ratio of 9 to 10 learners per desk in each classes These details are shown in figure 4.5.).

4.5. Frequency and percentage distributions of pupils according to Pupil-Desk Ratio.

<i>Ratio</i>	<i>f</i>	<i>(%)</i>
1 : 2	6	5.0
3 : 4	27	22.5
5 : 6	50	41.6
7 : 8	32	26.6
9: 10	5	4.3
Total	120	100

DEBS office also acknowledged observing overcrowded classrooms during monitoring when asked (appendix 2.2).

The Pupil-Desk Ratio is extremely poor in most primary schools more especially in rural areas. It is not surprising to find learners sited on the floor because in some schools the situations are really bad. Combined with the primary schools limited financial resources and the large numbers of pupils in classes in most schools, it is really difficult for primary schools to purchase enough desks for every learner to learn comfortably.

4.3.3 Pupil-Book Ratios (PBR)

When asked whether most schools in the Kafue District were well equipped with adequate teaching and learning materials and met the government standard Pupil-Book Ratio (appendix 2.8), the DEBS office informed the researcher that all the government primary schools still had a greater challenge of the Pupil-Book Ratio.

Yes, the Pupil-Book Ratio is one of the major challenges all the primary schools are facing in Kafue District though the government is trying all its best to address it. This year the situation has slightly improved because as a district we were able to receive a least many books of Literacy for grades 1to5 and but there still a greater task by the government to reduce the Pupil-Book Ratio to reach the government standard of 1to1.

Furthermore, teachers were asked to indicate the Pupil-Book Ratio in their classrooms (appendix 4.4.) the pupil-book ratios (PBR) of the sampled schools revealed that 11 (0.9%) of the teachers handled classes with pupil-book ratio of 1:2, 18 (15.4%) of the teachers handled classes 1:3 of PBR , and 20 (17.1%) of the teachers handled classes with 1:4 of PBR. 22 (18.8%) of the teachers handled classes with 1:5 of the PBR, 29 (24.8%) of the teachers handled 1:10 of the PBR, while 27 (23.1%) of the teachers handled classes with 1:15 of PBR. These details are shown in table 4.6

Table 4.6. Frequency and percentage distributions of pupils according to Pupil-Book Ratios in classroom

<i>Ratio</i>	<i>f</i>	<i>(%)</i>
1: 2	11	0.9
1:3	28	15.4
1:4	35	17.1
1:5	51	18.8
1:10	29	24.8
1:15	27	23.1
Total	125	100

4.3.4 Other problems hindering the implementation of FPE Policy in primary schools

After a physical observation on the school environments, equipment and facilities (appendix 5). The researcher asked the teachers to identify some of the problems they experienced because of the free access to education (appendix 4.16). The responses from both revealed that free access to education had brought a number of problems in most primary schools of Kafue District. These problems included absenteeism, large classes, pupils continued to proceed to the following grades while they were still unable to read and write, inadequate teaching staff, high number of pupils who fail during G 7 exams, imbalanced education demand and supply of quality, enrolment of over-aged pupils, high dropout rates, and poor water and sanitation. These details are shown in table (4.7.).

Table 4.7. Frequency and percentage distributions of the problems primary schools teachers faced due to free access to education

Challenges	<i>f</i>	(%)
Inadequate fund	24	100
Delays of the grant	24	100
Over enrolment	20	83.3
Inadequate toilets	20	83.3
Inadequate teachers' accommodation	20	83.3
Inadequate staffing	20	83.3
Limited classroom space	18	75.0
Irregular provision of FPE materials	18	75.0
Inadequate water points	18	75.0

4.3.5 Administrative Challenges in Implementing Free Primary Education Policy

The administrators were asked to state some of their challenges in the implementation of Free Primary Education policy in their schools and district (appendix 1. 11 and appendix 3.3). It was revealed that the implementation of Free Primary Education Policy had brought a number of challenges. The challenges included inadequate and delayed funding from the government, over enrolment, inadequate and irregular supply of educational materials, inadequate staff

accommodation and teaching staffing inadequate staffing, limited classroom space and irregular provision of FBE free materials. These details are shown in table 4.8.

Table 4.8 Frequency and percentage distributions of the administrative challenges primary schools faced in implementing FPE Policy

Challenges	<i>f</i>	(%)
Inadequate fund	24	100
Delays of the grant	24	100
Over enrolment	20	83.3
Inadequate stocks of educational supplies	20	83.3
Inadequate teachers' accommodation	20	83.3
Inadequate staffing	20	83.3
Limited classroom space	18	75.0
Irregular provision of FBE free materials	18	75.0

4.3.6 Results of the mentioned challenges

When asked what the head teachers thought would be the impact of the above mentioned challenges on the quality delivery of Education (appendix 1.12), the results showed the negative impact on the quality of education provision in Kafue District. The reason being that there was poor quality education provision which resulted in low literacy levels because teachers were unable to teach effectively which led to poor performance of the learners in schools. Other challenges included; high pupil absenteeism, reduced learning time because teachers attended to several sessions, lack of teacher motivation, no remedial work, teachers were overworked and could not give enough homework to assess their classes. These details are shown in table (4.9).

Table 4.9: Frequency and percentage distributions of the results of the mentioned challenges

Impact of challenges	<i>f</i>	(%)
No quality education delivery	115	95.8
Low literacy levels	112	93.3
Teachers unable to teach effectively	110	91.6
Poor performance of the learners	110	91.6
Poor school environments	110	91.6
Use of sessions reduce time for learning	70	58.3
Teachers not motivated	60	50.0
No remedial work	50	41.6
Teachers are over worked/no regular homework	50	41.6

4.4 Strategies Employed by Schools to Cope with the Challenges

Head teachers were asked to mention some of the strategies they had put in place to mitigate the above mentioned challenges. Most of the head teachers found it difficult to explain clearly on some of the strategies their schools had put in place because they still bordered on the learners themselves. That meant that the parents still had to shoulder some of the challenges against the Free Primary Education policy. These strategies included; levying pupils PTA project funds while some parents paid in kind as a contribution to schools' infrastructure development and other needs, repaired desks, emphasized on remedial work/ homework policy, educated parents on the importance of education, emphasized on Continuous Profession Development (C,PDs), introduced sessions in schools ,requested for teachers from government Used Home Economics (HE) and production unit funds, combined classes or rather multi-grade system, involved cooperating partners for funding, requested for desks from government, built temporal accommodation for teachers, safe guarded the few books available and solicited for student teachers. These details are shown in table (4.10.)

Table 4.10: Frequencies and percentage distributions according strategies schools employed to cope with the challenges

Strategies	<i>f</i>	%
Levying all pupils PTA project fund	21	87.5
Repaired desks	18	75.0
Emphasized on remedial work/ homework policy	17	70.8
Educated parents on the importance of education	17	70.8
Emphasized on CPDs	17	70.8
Introduced sessions in schools	17	70.8
Requested for teachers from government	16	66.6
Used HE and Production unit fund	16	66.6
Combined classes/multi-grade system Involved	15	62.5
cooperating partners for funding	15	62.5
Requested for desks from government	14	58.3
Built temporal accommodation for teachers	14	58.3

Summary

In chapter four, the researcher presented the findings of the presentation. These included demographic characteristics of respondents, classroom enrolments and challenges primary schools encounter in implementation of FPE Policy in primary schools of Kafue district. These included high Pupil-Teacher Ratio, Pupil-Desk Ratio and Pupil-Book Ratio. In addition, the conflicts between access to education and provision of quality education were discussed. The results of the challenges were also discussed before the strategies employed by primary schools to cope with the challenges.

CHAPTER FIVE

DISCUSSION OF RESEARCH FINDINGS

Overview

This chapter presents a discussion of the research findings in relation to the research objectives on the topic in question. The discussion had been grouped into three main themes as in the research objectives. These include the following: find out the extent to which the Free Primary Education Policy was effectively implemented in primary schools in Kafue district, determine the conflicts that had arose between children's access to primary education and the provision of quality primary education in the implementation of the Free Primary Education Policy in Kafue district and find out strategies schools had used to resolve or manage the challenges schools encounter in implementing the FPE policy.

5.1 Implementation of the FPE policy

5.1.1 Increased Enrolments

The study findings revealed that the Free Primary Education policy was being implemented in Kafue District to some extent in that the government had continued to give grants and other teaching and learning materials though not for full implementation. All the sampled head teachers agreed having received the grants and other education requisites from the government to support the policy. Furthermore, it was revealed that there had been a rapid increase of enrolments in primary schools of Kafue District between 2002 and 2016 .The increase was rated between 6.5% and 7.9% per year which was higher than that of the 1998 to 2001 enrolment levels which were in the range of 1% and 2% annually (See figures 4. 1 and 4.2). Additionally, all the participants of the study (teachers and key informants) reported abnormal enrolments and they were of the opinion that the increase was attributed to the FPE policy. The increased enrolments in primary schools of Kafue were indication that FPE policy was being implemented to some extent although with numerous challenges which hindered full implementation.

5.2 Conflicts in the provision of quality primary education

The study findings indicated that the population growth had had pressure on the education facilities and resources. The resources included: financial, material and human. The Pupil Teacher Ratio, Pupil Book Ratio and Desk Pupil Ratio had increased abnormally. This had led to ineffective teaching and learning activities in schools and has created a conflict between access to education and quality of education supply in primary schools of Kafue District. In other words, it had created an imbalance between education demand and supply.

Findings also revealed that the school requisites supplied did not correspond with the enrolment levels in schools. Teacher Pupil Ratios were very high, access and quality could not match, accommodation for teachers was inadequate, the housing allowance was also not reasonable enough to pay for decent accommodation and this situation did not motivate teachers. The desk- pupil ratios were also so high that learners did not sit comfortably in classes and were discouraged leading to rampant absenteeism. In most schools, the Desk Pupil Ratio was 1:10; most of the pupils sat on the floor and on bricks. The Pupil Book Ratios were also very high, such that in many schools the ratio was 1:15.

That made the work of teacher's very difficult leading to ineffectiveness in their execution of duties. In addition, teachers were over worked, they could not attend to individual pupils' needs, they could not use a variety of methods, and it was not easy to have effective remedial work. This compromised the quality education delivery, hence, access and quality could not match.

These findings were consistent with those reported by USAID/Zambia (2014) on Zambian Education. The Ministry of Education was supportive of Free Primary Education which resulted in a massive increase in enrolment and led to overcrowding. Furthermore, the findings were also similar in some way to Kamla (2009) who found that due to the introduction of free education, schools in Malawi had become overcrowded, poorly staffed, while teaching learning materials and other facilities were inadequate and sometimes not available. Podmore (1998) furthermore, stated that the effects of class size had some bearing with children's achievement. The findings on higher enrolments in Kafue were consistent with those cited by (UNESCO, 2014a, Kamla, 2009 and Duncan, Macmillan and Simutanyi, 2003) as having been available in Malawi, Kenya and Uganda in the process of implementing FBE/FPE in those countries. In addition,

the findings were also in conformity with those by Plank (2007) who reported that after school fees were abolished in Malawi, the ratio of pupils to classrooms increased to 19:1, the ratio of pupils to teachers increased to 80:1, and the ratio of pupils to text books increased to 24:1. The same author also reported that the abolition of school fees in other countries including Uganda, Cameroon and Mozambique resulted in rapid increase in the pupil teacher ratios.

The study further revealed that there was a challenge of irregular and inadequate provision of free exercise books and other FPE materials. The findings revealed that 76.5% of the respondents indicated that the free exercise books and other materials were provided but were not adequate. It was also revealed that even though school was free, the Government was unable to provide all the school requisites. For example, in some schools, the government was only able to provide a maximum of four (4) exercise books per pupil. The rest of the exercise books and other requirements were to be provided by the parents, but most of the parents were unable due to economic reasons. The study revealed that inadequate funding, poor accommodation, and delay in funding were ranked among the most serious conflicts that inhibited the implementation of the FPE policy in primary schools. All the teachers and administrators revealed that funding for the FPE was inadequate. In other words, the increase in access was in conflict with the supply of teaching and learning materials which led to the government have severe strain on the budget because the government could not fully fund the policy.

The findings further revealed that as a result of the introduction of FPE, enrolment was also characterized by over aged pupils who were regarded to be mature in terms of their age. These posed a challenge to the smooth running of the schools. The over aged pupils were sometimes counterproductive in that they could not cooperate with teachers. They did not want to be controlled, some became bullies, and the majority could not concentrate on school work. The serious difficulties revealed were: absenteeism, rudeness and unruly behavior. These have serious implications on the performance of a learner at every level of education. This circumstance brought about indiscipline in schools. When it came to academic work, they were given the same work and at times the results were made public, this discouraged some of them who even dropped out of school. These findings were in conformity with those identified by UNESCO (2006) in Kenya. Furthermore, some of these learners dropped out of

school because of early marriages, prostitution and unwanted pregnancies. This is why absenteeism and low literacy levels were ranked among the major challenges in the implementation of the FPE policy. From the mentioned challenges above, it could be concluded that the FPE policy had led to a compromise in quality of education provision in primary schools of Kafue District

5.3 Strategies to manage the challenges of the FPE policy.

In order to resolve or manage the challenges mentioned above, schools had resorted to charging fees in form of PTA project fund to raise extra income. The extra income or fund which pupils were levied enabled schools to function though in a small way. However, a good number of parents found it difficult to raise the extra levies demanded by the schools. This affected the learners negatively because at times some schools sent those pupils away from school for nonpayment fees or other requirement. Some schools were reported to be asking for various payments under different “labels” because government funds to schools were either not forthcoming or inadequate and delayed. As per plan on the implementation of the FPE policy, funding was supposed to be given to schools quarterly at the beginning of each term but unfortunately the findings indicated that funding was received irregularly. At the time of the study, schools had just received funding for the first quarter of 2016. The delay or irregular provision of funds made it extremely difficult for schools to buy the school requirements. Furthermore, the office of the DEBS also encountered some difficulties in monitoring the FPE activities in schools with erratic funding.

These findings were consistent with those cited by Akech and Simatwa (2010) as having been happening in the implementation of FPE in Kisumu Municipality, Kenya. Additionally, the findings indicated that the inadequacy and delay in funding resulted in a delay in purchases of the materials needed for the running of the FPE policy like chalk, text books, exercise books, mathematical instrument sets, pencils, rulers, rubbers and other school requisites. The schools’ infrastructure could not be maintained resulting in dilapidated schools. Some schools reported to have used PTA project funds and reimbursed later. This was in an effort to pay for extra costs in the school and to maintain schools’ infrastructure and could not yield positive results.

This caused the schools’ environments to be unfavorable for teaching and learning activities. For instance, the classrooms had no “talking walls”; the classrooms were dilapidated with cracked

floors, windows with no window panes, unpainted walls and others with potholes. The toilets were inadequate with poor sanitation, the water points were inadequate. Teachers were dictated by the limited financial resources to rent substandard houses as a result, some teachers did not live comfortably and covered long distances to and from their work places and by the time they reached their respective schools they were tired. Coupled with high workloads, they were demotivated and became ineffective in their performance leading to poor quality education delivery in the implementation of the FPE policy.

On inadequacy in teaching staff the research revealed most schools more schools especially in rural areas combined classes for the purposes of catering for all the children. That had compromised the quality of education provision in that teachers found it difficult to monitor pupils' work and that made it very difficult for head teachers to monitor closely the daily progress and that eventually led to poor performance. These findings were in line with those stated by Sifuna (2003) on the illusions of UFP education in Kenya. The combining of classes was bad in that teachers found it difficult to monitor pupils' work and this made it very difficult for head teachers to monitor closely the daily progress and eventually poor performance was attained.

In addition, shortage of classrooms was a common feature in both rural and urban schools. In almost all schools surveyed, the number of classes was not corresponding to the number of classrooms. This led to most of the schools to introduce several sessions to enable every class in the school to have a chance of using the few classrooms. This system did more harm than good in the sense that time was limited and the amount of work done every day did not guarantee learning having taken place. The subjects on the time-table could not be completed; congestion in the limited classrooms hindered the teachers' ability to teach effectively. These findings were in agreement with those mentioned by Sweetly (2004) and Government of India (1994) as having been experienced in Indonesia and India. In addition, the study revealed that there were fewer text books and other materials compared to the number of pupils. They had to share books at a ratio of 1:5 and some 1:10 and this made it hard for them to do homework on time. Teaching and learning had definitely been compromised by large classes, shortage of text books and shortage of teachers. It was found out that some teachers handled classes with 60 and 120 pupils. In such circumstances pupils hardly got attention they

deserved, hence many were not learning much. Teacher-pupil interaction was minimal and teachers could only move with faster learners leaving out the slow learners.

Some pupils (especially the over-aged) were reportedly transmitting negative influences from the world outside of school like smoking cigarettes, chewing bubble gum or sniffing glue. Some of them who had been expelled for disciplinary reasons were back to School. Bullying, rowdy behavior, fighting, rudeness, harassment, defying teachers and refusing to do assignments were among the problems of the over-aged pupils. From the administration point of view, it was revealed that schools had continued to emphasize on remedial work, homework policy and facilitated the Continuous Professional Development (CPDs) activities in all the primary school. All that was done to improve the quality of education provision in the Kafue District.

Apart from requesting for teachers from government from DESO office, some schools had also built temporal accommodation for those teachers. That was done with communities and other cooperating partners. In some schools, head teachers had asked cooperating partners for funding to build structures to safe guarded the few books available. Some schools had sensitized communities concerning the value of education while regular visits by the DESO to schools were conducted to monitor schools on how the FPE was being implemented in terms of teaching and learning. However, the study revealed that due to limited resources, only 20 schools were visited per quarter. This meant that 80 out of 178 schools were visited per year which implied that more than half (55.1%) of the schools were not visited for the whole year. These findings were in conformity with those stated by Obinaju (2001) on the coping strategies on challenges of implementing free education policies in most African countries.

Summary

From this chapter the findings of the study were discussed. It was discovered that to some extent, the Free Primary Education policy was being implemented in Kafue District and had led to the large increase in enrolment in all the primary schools. Those large increase in enrolment yet created a conflict between access and the provisional of quality education because several schools encountered several challenges which compromised the education standards in the Kafue District. However, schools had come up with several strategies to cope with the challenges above

CHAPTER SIX

CONCLUSION AND RECOMMENDATIONS

Overview

In this chapter, the researcher discusses the conclusion of the research findings using the data from the three research questions. The main purpose of this study was to determine the challenges schools encountered in the implementation of the FBE policy. The study therefore aimed at filling in the knowledge gap by finding out what challenges the schools were facing as they implemented the stated policy; what negative impact these challenges bore on the quality education delivery and the coping strategies schools had put in place in order to deliver quality education in schools of Kafue District. Therefore it is from this background that this chapter proposes to make the conclusions and recommendations of the said study.

6.1 Conclusions

From the first research question, it could be concluded that the Free Primary Education policy was being implemented in Kafue District to some extent. The government had continued to give all the primary school grants and other teaching and learning requites like books and pencils to support the Free Primary Education policy which led to overcrowding in classes. That encouraged many learners more especially those from vulnerable family to have access to education. In other words, the Free Primary Education policy was being implemented to some extent in Kafue District because the results show that the enrolment figures had continued to rise rapidly from the time of pronouncement.

From the second research question, it could be concluded that the higher enrolments created a conflict between access and delivery of quality education. There were challenge of government providing more teachers, more classrooms, more text books, more desks, more toilets, enough clean water, more free exercise books and other educational materials to meet the increased enrolment. When educational materials were provided, they were irregular and inadequate. The implementation of the FPE policy was characterized by inadequate and erratic funding from the government. The schools' environments were unconducive for teaching and learning purposes as most of the schools had over stretched facilities like classrooms which were congested with pupils squeezing on few available desks. Teachers handled more and congested classes to the

extent that slow learners were not taken care of. Furthermore, there was inadequate teaching staff which forced schools to combine classes. In other words, there were fewer text books and other materials compared to the number of pupils. All the above mentioned challenges impacted negatively on the quality of education delivery in primary schools of Kafue District. The Free Primary Education policy implementation in primary schools of Kafue District had compromised quality of education.

To cope with the challenges, the schools had to come up with some strategies namely levying pupils PTA project fund, combining classes, introducing sessions, making new desks and repair old ones, educating parents on the importance of education, including parents in the school infrastructure development by asking them to pay in kind, involving cooperating partners such as local companies in funding staff and classroom accommodation, emphasizing on lesson study and Continuous Professional Development (CPDs), sending teachers for further training, close monitoring of work done every day and continuing lobbying for teachers from government.

6.2 Recommendations

Based on the study findings, the following recommendations were suggested to support the effective implementation of Free Primary Education:

- i) The government should evaluate the practicality and sustainability of the Free Primary Education in all primary schools in Zambia. That may help to mitigate some of the mentioned challenges.
- ii) Additional funds should be allocated for needy schools to enable them put up infrastructure and plan and purchase school requisites since it was no longer mandatory for parents to pay for school projects. The disbursement of such funds should be sent to schools on time preferably during holidays so that schools could plan in time.

6.3 Recommendations for future research

The following were identified as areas of possible future research:

1. To evaluate the practicality and sustainability of Free Primary Education in Zambia.
2. Survey the dilemmas and disjuncture of the Free Primary Education policy implementation in rural primary schools of Zambia.

3. To determine the role of School Management Committees and Parents' Teachers' Associations in the management of FPE funds.

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APPENDICES

APPENDIX I

THE UNIVERSITY OF ZAMBIA

Interview Schedule for Head Teachers

Title of the Research: Challenges in the implementation of Free Education Policy: A survey of selected Primary Schools of Kafue District

1. Do you experience any over enrollment in classrooms at your school? What impact has it got on teaching and learning?
2. Is your school well stocked with educational supplies?
3. Are there adequate teachers in your school?
4. How would you rate the Free Primary Education policy implementation at your school?
5. How often do you receive grants if any from government to support the Free Education Policy?
6. Do you receive school requisites to support the Free Primary Education policy implementation at your school? If yes, how often?
7. Do you receive grants from government?
8. If yes to question 7, how often do you receive it?
9. Is the grant enough for all the requisites for the school?
10. How do you raise extra income and run the school in times when the grant is not sent?
11. What are some of the administrative challenges do you face in your school in the implementation of the Free Primary Education policy?
12. What do you think may be the impact of these challenge on the quality delivery of Education?
13. What are some of the measures you have taken as a school to mitigate these challenges?

APPENDIX II

Interview Schedule for the District Education Standards Officer

Title of the Research: Challenges in the implementation of Free Education Policy: A survey of selected Primary Schools of Kafue District

1. Does the government implement the Free Primary Education policy in Kafue District? If the answer is yes, then how?
2. What are the differences in terms of enrolment figures in primary schools before and after the introduction of Free Primary Education policy?
3. Do you observe overcrowded classes in schools during monitoring?
4. How do you rate the pupils' performance in primary schools in the district on yearly bases from the time the Free Education policy was introduced? Is it upward or downward?
5. Suggest ways of implementing the Free Education policy that can promote quality education.
6. Are the teachers in schools able to use a variety of teaching strategies as they teach?
7. Are the schools' environments conducive enough for the teaching and learning process?
8. Are schools well equipped with adequate teaching and learning materials? If no, do you think most schools have the government standard Pupil-Book Ratio?
9. According to your statistics, are most of the pupils from middle basic schools able to proceed to upper basic schools?
10. What comment would you give on the implementation of the FPE policy in your district.

APPENDIX III

Interview Schedule for the District Education Board Secretary

Title of the Research: Challenges in the implementation of Free Education Policy: A survey of selected primary Schools of Kafue District.

1. In your opinion, was the Free Education policy well intended?
2. Is the Free Education policy addressing the problems of inequities and disparities in education in your district?
3. What challenges do you encounter in implementing the Free Education policy?
4. Do you experience any disparities and dropouts in enrollments between girls and boys?
5. How do you harmonize decentralization and community empowerment with the Free Education policy?
6. Is there any problem of accountability of Free Education funds in schools?
7. If so, state some the problems encountered
9. Are there any strategies of coping with any negative impact of the Free Education policy that you have put in place as a District?
10. Do you think the Free Education policy is sustainable in Zambia?
11. What are some of the solutions to the problems you have identified as you implement the Free Education policy in your district?

APPENDIX IV

Questionnaire for Teachers

Title of the Research: Challenges of the implementation of Free Education Policy: A survey of selected Primary Schools of Kafue District

Dear respondent,

We are surveying on the challenges encountered by schools in implementing Free Education Policy. The findings of this research will help us with information to assist policy makers in Government and the Ministry of General Education to find better ways of implementing the policy and enable schools to deliver quality education. You have been purposively selected to give us information. All information you give us is confidential and will be used for research purposes only. We will not use or publish anything that could identify you to anyone else. Kindly, fill in this questionnaire to the best of your ability and return it.

A. PERSONAL DETAILS

Gender.....

Qualification.....

Position.....

Experience.....

B. CHALLENGES ENCOUNTERED IN IMPLEMENTING FREE EDUCATION POLICY IN PRIMARY SCHOOLS

Tick [] the answer of your choice and in some cases fill in the blanks.

- 1. Are the classes overcrowded in your school? (a) Yes [] (b) No []
- 2. If the answer is yes in 1, state the average number of pupils in your class. (a) 21-40 [] (b) 41-60 [] (c) 61-80 [] (d) 81-100 []
- 3. How many desks are in your class? (a) 5 [] (b) 10 [] (c) 15 [] (d) 20 [] (e) 25 [] (f) 30 []
- 4. What is the pupil book ratio? (a) 1:1 [] (b) 1:2 [] (c) 1:3 [] (d) 1:4 [] (e) 1:5 [] (f) 1:10 [] (g) 1:15 []
- 5. How many classes do you teach? (a) 1 [] (b) 2 [] (c) 3 [] (d) 4 []

6. Are you able to attend to pupils individually in your class? (a) Yes [] (b) No []
7. How often do you give homework in a week? (a) once [] (c) twice [] (d) thrice []
8. How many subjects do you have on a time-table per day? (a) 2[] (b) 3[] (c) 4[] (d) 5[]
9. Do you manage to teach all subjects for the day as per time-table? (a) Yes [] (b) No []
10. If the answer is no in 9, explain how does this affects pupil performance?
-
-
-
11. Were you already at this school when the FBE policy was announced by the government of the republic of Zambia in 2002?
- (a) Yes (b) No
12. If the answer is *yes* to *Q.II*, how would you rate the class enrolments before and after the pronouncement?
- (a) Very high (b) moderate (c) very low
13. How would you rate the Free Primary Education implementation at your school?
- (a) Larger extent [] (b) Some extent [] (c) Not at all []
14. Does your school provide the following requisites such as books, pencils and rulers to support the Free Primary Education policy implementation? (a) yes [] (b) No []
15. Are the toilet facilities adequate for the pupils? (a) Yes [] (b) No []
16. Tick what you think are some of the problems brought by free access to education
- Absenteeism (a) Yes [] (b) No []
- Large classes (a) Yes [] (b) No []
- Pupils proceeding to other grades while illiterate (a) Yes [] (b) No []
- Inadequate teaching staff (a) Yes [] (b) No []

High number of pupils who fail during G 7 exams (a) Yes [] (b) No []

Education demand and supply quality is not balanced (a) Yes [] (b) No []

Over aged pupils enrolled (a) Yes [] (b) No []

High dropout rate (a) Yes [] (b) No []

17. From the problems ticked above, are there some difficulties you encounter in executing your duties? (a) Yes [] (b) No []

18. What is the situation like on sanitation in your school? (a) Poor [] (b) Good [] (c) Very good []

19. Are there any pupils in your school that proceed from grade seven to upper basic without knowing how to read and write? (a) Yes [] (b) No []

20. If the answer is yes in 19, what do you think could be the problem?

21. Tick the reasons for dropping out of school for some pupils:

(a) Lack of money []

(b) Lack of school uniform []

(c) Pregnancies []

(d) Long distance from school []

(e) Early marriage [] (f) any other specify.....

22. Are there any pupils that are sent away from your school because of nonpayment of school fees? (a) Yes [] (b) No []

23. What do you think may be the parents' view on the Free Education policy? Do they understand it fully? (a) Yes [] (b) No []

24. If the answer is no in 24, list some of the reasons.....

25. Briefly state coping strategies the schools employing to lessen the problems resulting from the Free Education policy.....

26. Do you think there is a balance between education demand and supply in your school from the time the Free Education policy was introduced? (a)Yes [] (b) No []

27. Suggest some ways in which the Free Education policy can be implemented to promote quality in education delivery.....

Thank you for answering the question

APPENDIX V

Schools' Observation Checklist on Enrolment, Equipment and Facilities

SCHOOL	NUMBER OF PUPILS		NUMBER OF TEACHERS' HOUSES	NUMBER OF CLASSROOMS	PLAY GROUNDS	NUMBER OF DESKS	NUMBER OF TOILETS	H.E EQUIPMENT
	B	G						
1								
2								
3								
4								
5								
6								
7								
8								
9								
10								
11								
12								
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