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교육학석사학위논문

**Achievements and Challenges of Free
Primary Education (FPE) in Zambia:
The Perceptions and Experiences of Teachers**

잠비아 초등무상교육정책이 교육의 질에 미친 영향 분석

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ABSTRACT

Achievements and Challenges of Free Primary Education (FPE) in Zambia: The Perceptions and Experiences of Teachers

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This study examined how the implementation of Free Primary Education (FPE) affected the quality of education provided in government primary schools of Zambia with a particular focus on the perceptions and experiences of teachers. The study was guided by a mixed method research design. Its population consisted of 105 teachers from five primary schools in Lusaka District. For data collection, questionnaires, semi-structured interviews, class observation and document analysis were used.

Findings of the study showed that the effect of FPE on the quality of education was mixed depending on different factors of education quality. In a nutshell the major achievements indicated in selected schools were a) the increased provision of qualified teachers and the regular operation of Teacher Group Meeting (TGM), b) the improved performance of head teachers, c) the increased provision and decent maintenance of classroom furniture and equipment, d) the utilization of effective methods of instruction, and e) the periodic monitoring and assessment of students' work. Whereas the challenges were a) the shortage of teaching and learning materials, especially textbooks for students, b) the lack of

physical facilities like classrooms and toilets, c) the weakened support from parents and communities, d) oversized classes, and e) the frequent loss of instruction time.

Implicit in overall findings of the study was that for the improvement of education quality under FPE, it is of necessity to build more schools and classrooms and to provide more materials for teaching and learning, in particular textbooks and reference books for learners. The provision of In-Service Education and Training (INSET) for teachers or the creation of collective learning culture among teachers is also necessary since the performance of teachers and head teachers is critical in a situation where the absolute quantity of resources is limited compared to the number of students. To promote public awareness of FPE and to encourage their participation in school activities are important as viable sources to facilitate the successful implementation of FPE. Not only that, it is recommendable to increase the regular monitoring and supervision on the progress of class instruction as well as school environment.

**Keywords: Free Primary Education (FPE), Education Quality, Zambia, Teacher
Student Number: 2011-23684**

TABLE OF CONTENTS

ABSTRACT	i
ACRONYMS	v
LIST OF FIGURES	vi
LIST OF TABLES	vi
CHAPTER 1: INTRODUCTION	1
1.1 Background	1
1.2 Problem Statement	6
1.3 Purpose of the Study	6
1.4 Research Question.....	7
1.5 Scope and Limitation.....	7
1.6 Significance of the Study	8
CHAPTER 2: THEORETICAL BACKGROUND	9
2.1 Changing Paradigm in the Pursuit of Education Quality.....	10
2.2 Factors Determining Education Quality	14
CHAPTER 3: LITERATURE REVIEW	19
3.1 The Quality of Education in African Countries Pursuing FPE.....	19
3.2 The Challenges in Delivering Quality Education under FPE.....	25
CHAPTER 4: METHODOLOGY	28
4.1 Research Setting.....	28
4.2 Research Design	29
4.3 Sample and Sampling Procedures.....	30
4.4 Data Collection Methods.....	32
4.4.1 Questionnaires	32
4.4.2 Interviews	33
4.4.3 Document Analysis.....	34
4.4.4 Participant Observation	34
4.5 Data Analysis	35

4.6 Validity Check.....	35
4.7 Ethical Considerations.....	36
CHAPTER 5: FINDINGS OF THE STUDY.....	37
5.1 Initial Expectations toward FPE on the Improvement of Education Quality...37	
5.2 Achievements and Challenges in Delivering Quality Education under FPE.....	40
5.2.1 Teaching and Learning Materials.....	41
5.2.2 School Infrastructure.....	45
5.2.3 Teacher Provision and Training	48
5.2.4 School Governance	52
5.2.5 Class Size	56
5.2.6 Time of Instruction.....	60
5.2.7 Methods of Instruction	64
5.2.8 Monitoring and Evaluation.....	68
5.2.9 Academic Performance of Students.....	70
CHAPTER 6: RESULTS AND DISCUSSION.....	73
6.1 Confusion over FPE Perceived Prior to Its Implementation.....	73
6.1.1 Absence of Sufficient Need Assessment.....	74
6.1.2 Lack of Teacher Preparedness for FPE	75
6.2 Achievements and Challenges in Delivering Quality Education under FPE.....	76
6.2.1 Factors Facilitating the Improvement of Education Quality under FPE	78
6.2.2 Factors Hindering the Improvement of Education Quality under FPE ...	85
6.3 Overall Effect of FPE on the Academic Performance of Students.....	92
CHAPTER 7: CONCLUSION AND RECOMMENDATIONS	94
7.1 Conclusion of the Study.....	94
7.2 Recommendations.....	96
7.3 Implications for further Research.....	99
BIBLIOGRAPHY	101
APPENDICES.....	109
국문초록	119

ACRONYMS

DEB	District Education Board
DESO	District Education Standard Officer
ECZ	Examination Council of Zambia
EFA	Education for All
FPE	Free Primary Education
GER	Gross Enrollment Ratio
INSET	In-Service Education and Training
NER	Net Enrollment Rate
PTA	Parent Teachers Association
TGM	Teacher Group Meeting
UPE	Universal Primary Education

LIST OF FIGURES

[Figure 1] Trend in Gross Enrollment in Countries Pursuing FPE	3
[Figure 2] Trend in Primary Enrollment in Zambia	5
[Figure 3] The Input-Process-Outcome Framework of Education Quality	15
[Figure 4] Comparison between Expected and Perceived Effect of FPE on Quality.....	40
[Figure 5] Trend of Pupil Textbook Ratio in Sample Schools since FPE.....	43
[Figure 6] PTR in Sample Schools since FPE.....	50
[Figure 7] Trend of Average Class Size in Sample Schools since FPE.....	57
[Figure 8] Types of Instruction Methods Most Frequently Used	66
[Figure 9] Furniture and Equipment Installed in Classroom	82
[Figure 10] Lessons Conducted in Group Discussion and Question & Answer ...	83

LIST OF TABLES

[Table 1] Sample of the Study	31
[Table 2] Characteristics of Teachers Involved in the Study	32
[Table 3] Triangulation	36
[Table 4] Available Teacher Resource Books in Sample Schools since FPE	45
[Table 5] The Number of Teachers in Sample schools since FPE.....	49
[Table 6] Views on Parent/ Community Involvement since FPE	54
[Table 7] Trend of Student Enrollment in Sample Schools since FPE.....	56
[Table 8] An Example of Session Arrangement and Time Allocation.....	62
[Table 9] Overall Views of Teachers on Education Quality since FPE.....	77

CHAPTER 1: INTRODUCTION

This chapter introduces a brief background to the study including problem statement, study objectives, research questions, significance of the study, scope and limitation, and theoretical framework.

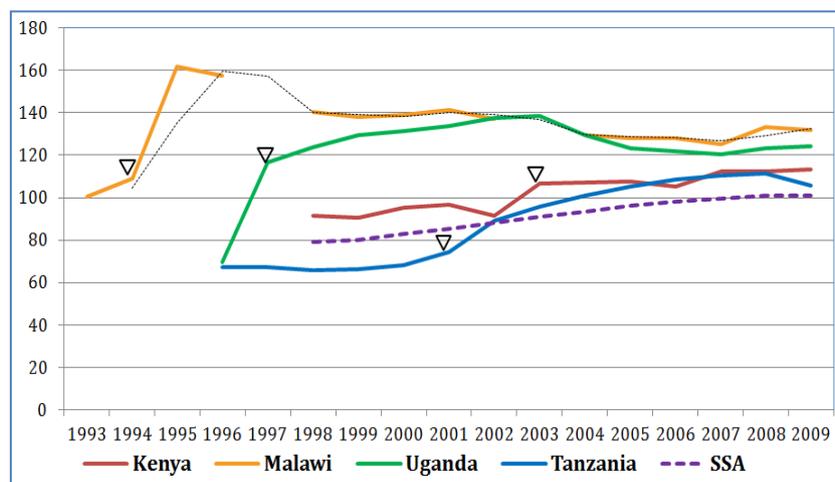
1.1 Background

In many countries across the world, education has been provided in the belief that it is a fundamental way to eradicate poverty and promote national development (Barro, 1991; Mankiw *et al.*, 1992). In addition, the importance of education as a basic human right has been underlined and a number of international conventions on education have urged countries in the world to provide education for their people as a right. More especially, Education for All (EFA) was a trigger for the assurance of equal access to education in many of these countries. As EFA inherited the rationale of the Universal Declaration of Human Rights 1948 and the Convention on the Rights of the Child 1989, it reaffirmed that every person has the right to benefit from educational opportunities that will meet their basic learning needs (UNESCO, 1990). In 2000, acknowledging that many countries are still far from realizing EFA, the international community met again at the World Education Forum in Dakar, Senegal. At this forum, the collective commitment of the international community for the achievement of EFA was reaffirmed and more importantly, the achievement of time-bound six goals¹ of EFA was iterated.

¹ The six goals are as following: 1) Expanding and improving comprehensive early childhood care and education: 2) Ensuring that by 2015 all children have access to, and complete, free and compulsory primary education of good quality: 3) Ensuring that the learning needs of all young people and adults are met through equitable access to appropriate learning and life-skills programs: 4) Achieving a 50% improvement in levels of adult literacy by 2015: 5) Eliminating gender disparities in primary and secondary education by 2005, and achieving gender equality in education by 2015: 6) Improving all aspects of the quality of education and ensuring excellence of all so that recognized and measurable learning outcomes are achieved by all (UNESCO, 2000).

Among the six goals, Goal 2 that underscores the need for Universal Primary Education (UPE) was interpreted that "all children should be able to join, and subsequently complete, primary schooling." In consequence, it has mobilized countries to at least ensure equal access to primary education to their children (UNESCO, 2002, p.16). In 2002, UNESCO reported that a lot of countries in the world have already achieved or made progress toward UPE over the past decade. However, unlike the rest of the world, countries in Sub-Saharan Africa have yet to show the significant improvements and they remained far from achieving UPE.

In this respect, Sifuna and Sawamura (2010) argued that "poverty" is one of the major impediments keeping many people in African countries from attending school. Many households especially those in rural areas, are just too poor to send their children to school. In this context UNESCO (2002) emphasized that primary education should be free and compulsory in order to enable all children to attend and complete primary education. Consequently, the desire to universalize primary education and the acknowledgement of school fees as a barrier have eventually led several African countries to abolish school fee (Sifuna & Sawamura, 2010). Countries which waived tuition fees under the banner of Free Primary Education (FPE) include Ghana, Kenya, Malawi, Tanzania, Uganda and Zambia (Riddell, 2003; Nielsen, 2009; Tinker, 2011). Although there are a few discrepancies in detail in terms of to what extent and areas school fees were waived in each country, the free education policy in most countries entails the abolition of tuition fees, PTA levies, scholastic materials, exam fees and school uniforms (Riddell, 2003). Following the formal declaration of FPE, most of these countries have experienced a robust quantitative expansion of education. That is, when these countries implemented free education, the immediate consequence was shown in a profound increase in student enrollment (Sifuna & Sawamura, 2010). This could be verified by the trend of primary enrollment over the last decade in the figure presented below. [Figure 1] According to UNESCO statistics, the chronological trend of primary enrollment has been on a constant upward spiral in Kenya, Malawi, Uganda and Tanzania since the implementation of FPE.



Source: UNESCO Statistics, 1993-2009

[Figure 1] Trend in Gross Enrollment in Countries Pursuing FPE²

Despite such enrolment increases, for the last decade evidences have been mounting that such explosive increase in student enrollment was achieved at the expense of 'education quality'. In most of these countries, various downsides appeared to be associated with challenges in 'education quality' such as shortages in infrastructure, materials, teachers, and instruction time to name a few (Kattan, 2006; Nielsen, 2009). In this regard, Nielsen (2009) argues that "maintaining education quality under school fee abolition policy has proved to be paradoxical." He demonstrates that in a situation where there are limited resources, likely applicable to most developing countries, "enrollment surges tend to undermine quality improvement." His argument was lined with a few other contemporary researchers who indicated that the improvement of education quality is not a natural concomitant of the school expansion (Riddell, 2003; Kattan, 2006; Sifuna & Sawamura, 2010; Tinker, 2011).

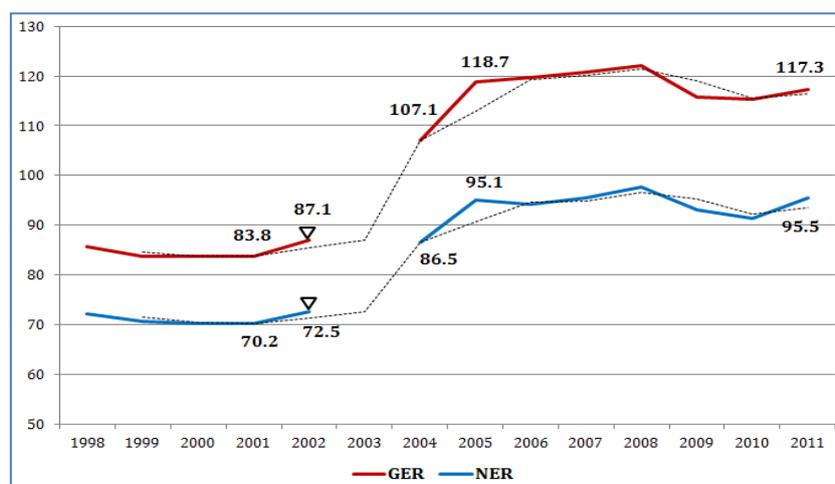
Zambia initiated cost abolished basic education in the early 2000s. In February 2002, the Government of Zambia declared the introduction of the Free

² ▽ This figure indicates the year when each country initiated Free Primary Education (1994, 1997, 2001, and 2003 from the left).

Education³ at primary school level from grade one to seven. The policy aimed at making all user fees abolished and uniforms no longer obligatory in all government primary schools across the country. This meant that the Ministry of Education was committed to providing the educational subsidies to all the government primary schools. Once given subsidies on a termly basis, schools were supposed to spend it according to the guidelines established by the government. FPE also entailed the complimentary procurement of basic teaching and learning materials, class equipment, furniture and some other supplies needed for school operation. Schools might were allowed to raise funds at their own discretion, but no child should be denied access to school on account of not paying fees, including the Parent Teacher Association (PTA) levies or any other forms of fees that the students were charged before (Ministry of Education, 2003; Riddell, 2003).

Following the announcement of FPE, enrollment rates in primary appeared to immediately exceed those of previous system. Net Enrollment Rate (NER) increased dramatically from 87.1 in 2002 to 107.1 in 2008 and continued to be on a growing trend till recent years. Likewise Gross Enrollment Ratio (GER) also rapidly grew from 72.5 in the first year of FPE to 86.5 in 2004 and continued to increase. This indicates that like any other African countries which abolished education fees, Zambia made a profound achievement in widening access to education in response to FPE. [Figure 2]

³ Currently, the Zambia Education system consists of 9 years of basic, 3 years of Secondary and varied durations of tertiary education. Basic education includes 4 years of lower basic, 3 years of middle basic and 2 years of upper basic levels. FPE is applicable for lower and middle basic levels equivalent to 7 years of primary education in other countries (Hamusunga, 2012).



Source: UNESCO Statistics, 1998-2011

[Figure 2] Trend in Primary Enrollment in Zambia

In the *Introduction of Free Primary Education in Sub-Saharan Africa*, published a year after Zambia implemented FPE, the author (Riddell, 2003) compared five African countries which also adopted FPE and maintained that "abolishing tuition fees overcomes some of the obstacles to attending school, as can be judged by the gross and net enrollment rate increases experienced in all the countries following Free Primary Education." However, the research also revealed that in the aspect of 'education quality', the experience that Zambia had somewhat differed from that of the rest of the countries. Zambia, in a nascent stage of FPE, took some unique approaches for the maintenance of education quality.

For instance, prior to the initiation of FPE, it had developed a few of other national education plans and programs such as Educating Our Future and the Basic Education Sub-Sector Investment Programme. Hence efforts were made for the improvement of education quality with particular focus on school infrastructure, educational materials, teacher education, curriculum development, capacity building, HIV/AIDS prevention, gender equality, and school health and nutrition. In addition, while other countries recruited untrained or contract teachers, Zambia attempted to ensure that untrained teachers were not employed from the

beginning. In this regard, the author states "it is still too early to judge the long term impact of the introduction of FPE in Zambia. However, there is a concern that the quality of education does not deteriorate as greater access is afforded"(p. 10).

However, more recent research on Zambia's progress toward the achievement of FPE shows conflicting results from the earlier studies. They revealed that although the increase in enrollment has been hastened by the implementation of FPE for the last decades, the quality of education has not improved at the same pace as the enrollment has (Nielsen, 2009; IOB, 2011; UNDP, 2011; ZANEC, 2011). In consequence, it seemed that in Zambia, like its neighboring countries the expanded access to education was achieved at the expense of education quality under FPE.

1.2 Problem Statement

In 2002 Zambia implemented FPE to enable all children irrespective of their backgrounds to have equal access to primary education. It seems, however that a sudden increase in student enrollment under FPE is likely to have adverse implications on the delivery of quality education. That is, although FPE has benefited many Zambians in a sense that they are able to attend school without bearing the financial burden of school fees, it has not always succeeded in providing quality education once they are in school.

1.3 Purpose of the Study

The overall purpose of this study is to identify the actual impact FPE on education quality with a particular focus on the specific achievements and challenges that have been occasioned in government schools of Zambia and their influence on the practice of classroom instruction. It was hoped that the study could inform the government and other education stakeholders what needs to be done in the future to achieve quality education.

1.4 Research Question

With the purpose of the study clarified above, two research questions were raised as below:

- I. What are the initially expected effects of FPE on education quality?
- II. What are the realized achievements and challenges of FPE in improving the quality of education?

1.5 Scope and Limitation

The researcher encountered a couple of problems during data collection. One was that during the one-to-one interview some informants in the study were a bit reluctant in answering some questions regarding the schools' administration support. This was because they felt such information reveals their relationship with deputy heads and head teachers. However, the study neutralized such problem as much as possible by introducing preliminary questionnaire addressing the issue, which was anonymized and thus less intimidating for the teachers.

The other problem was that although the researcher made an effort to collect relevant school records to supplement statements of the teachers, the information was partially unavailable. This was because not every school kept records and school profile data going back all the way to the beginning of the FPE policy. Despite this, the researcher managed to collect necessary data required to see the 'general trend' during the given period of the study. Furthermore, to supplement what the respondents said, the researcher conducted interviews with some other informants like secondary school teachers and a research officer from Examination Council of Zambia (ECZ).

Lastly, although FPE is executed in all government primary schools in Zambia, this study was restricted to five schools in Lusaka District due to the limitations of time and financial resources available. Therefore, the findings of the study might not be applicable to other schools of the country.

1.6 Significance of the Study

The study is expected to provide an in-depth understanding about education quality in governments' schools under FPE. In addition, since the study involved the perceptions and experiences of teachers as the significant source of information, it would shed important light on understanding about how FPE is actually understood and implemented at a school and classroom level. Furthermore, as the study would carry information on the specific achievements and challenges faced by FPE in delivering quality education, it might help the Ministry of Education and policy-makers to make informed decisions on improving the quality of education.

CHAPTER 2: THEORETICAL BACKGROUND

This chapter reviewed about the concern with quality improvement in the international education development discourse and the concept of education quality. In many countries, it is widely agreed that the interpretation of the optimal goal of EFA is to ensure that everyone has an access to education and the quality of education is good (Ross, 2007). Researchers then raised a question whether or not it was possible to obtain both the equality and quality in education (Savage, 1998; Valverde, 1988; Smith, & Lusthaus, 1995; Caillods, 2007; Ross, 2007). Savage (1988) argues "a common perception is that educators must make an either-or choice about excellence and equality, and that a major problem of educational policy is to negotiate the conflict between them." Caillods (2007) even argues that the trade-offs between the desirable learning outcomes of students and their equal distribution might be foreseeable when resources are scarce which is not avoidable in most low-income countries. Likewise Somerset (2011) stresses that any initiatives to expand access to education are unlikely to succeed to prevent quality being compromised if it does not incorporate additional costs. However, others made a counterargument saying that "school systems do not need to aim for either quality or equity - because they can have both" (Ross, 2007). For instance, Joo *et al.*, (2010) disclosed that the longitudinal empirical analysis of statistical data clearly showed that in countries like Korea there is a positive correlation between quantity and quality of education. In this context, the study attempted to investigate whether in sample schools, access to education and the quality of education were compatible or whether the former could only be achieved at the expense of the later.

With regard to education quality, available literature indicates that little has been agreed on what education quality means and how to measure it. Hence the concept of education quality is interpreted according to the contextual setting or preferred outcome to achieve (Sifuna & Sawamura, 2010). This may justify that multiple approaches and conceptualization have been proposed in an attempt to

reach a common understanding of education quality (Tawil *et al.*, 2011). However, the weight of substantial research indicates among all the Input-Process-Outcome approach tends to dominate international discourse as it "lends itself to a relatively simple methodology in approaching a complex phenomenon"(Tawil *et al.*, 2011). The study therefore discussed about education quality with particular focus on Input-Process-Outcome approach.

2.1 Changing Paradigm in the Pursuit of Education Quality

Education quality has been given an increasing concern in the international education discourse especially in developing countries. A number of researchers clearly notified quality education is associated with a number of benefits for an individual, society and nation (Sifuna & Sawamura, 2010; Tawil *et al.*, 2011).

In the aspect of benefits for individuals, "quality education facilitates the acquisition of knowledge, skills and attitudes that have intrinsic value and also helps address important human goals" (Sifuna & Sawamura, 2010). This argument was echoed by UNESCO (2005a) stance that "schooling helps children to develop creatively and emotionally and acquire the skills, knowledge, values and attitudes necessary for responsible, active and productive citizenship." In addition, quality education gives impetus to the instrumental roles of schooling. Implicit in this is that quality education helps "individuals achieve their own economic and social and cultural objectives" (UNESCO, 2005a). Fuller (1986), in the same vein, argues that the level of economic return to education is significantly affected by the level of actual learning. That is, quality education as reflected in students' performance at school often leads to higher income in their later life (Sifuna & Sawamura, 2010). Furthermore, quality education can have a crucial impact on assuring that the longer and the more regularly a student attends school (UNESCO, 2005; Sifuna & Sawamura, 2010; Tawil *et al.*, 2011). It also encourages parents to send their children to school. This means parents are more likely to let their children attend school when they judge "attending school is worth the time and cost for their

children and for themselves" (UNESCO, 2005a).

In the aspect of benefits for societies and nations, empirical research has shown that quality education is associated with national economic growth. A number of researchers argued that quality education exerts a significant influence on individual productivity - quality human capital - leading to economic development of a nation (Barro, 1991; Mankiw, Romer & Weil, 1992; Sifuna & Sawamura, 2010). In addition, quality education has also significant social benefits in a sense that it encourages people, more especially women to have adequate knowledge and attitude toward fertility and HIV/AIDS risk (Sifuna & Sawamura, 2010).

It is in this context that Tawil *et al.* (2011) argues that the recent emphasis on quality improvement in education is a response to the progressive shift from the issues of access to quality in the discourse on international education over the past decades. Accordingly, UNESCO (2005a) perceives that now the issue of education quality became difficult to ignore for researchers and policy makers. Although the growing concern on education quality appears to be recent, its importance has long been encompassed in education discourses (Tawil *et al.*, 2011). For instance, the 1990 World Conference on Education for All states clearly that

"Expanding access alone would be insufficient for education to contribute fully to the development of the individual and society. Emphasis was accordingly placed on assuring an increase in children's cognitive development by improving the quality of their education" (UNESCO, 2005a, p. 29).

It was in this sense that UNESCO re-emphasized the significance of "acceptable learning acquisition for all" (UNESCO, 1990, p. 36). In other words, based on the belief that access to education is not sufficient for education to contribute to the development of society, UNESCO has transferred the central goals of education from universalization of access to learning as children's cognitive

development. Accordingly emphasis was placed on the improvement of education quality in order to assure cognitive development of learners (UNESCO 1990; Barrette *et al.*, 2006). However, according to Tawil *et al.* (2011), despite such emphasis on the balanced achievement of access to education and quality in education, EFA movement in the 1990s was largely biased toward "expanding access to basic education in general." This was because of two major reasons. One is that the access bias was actually a response to the fact that "a large number of countries - over 45% of those reporting - show a negative trend in their gross enrollment ratio at the primary level" (Berstecher & Carr-Hill, 1990). The other is that in the 1990s the notion of quality was not adequately conceptualized so that agreement had not been made on how the education system should be geared towards the quality improvement (UNESCO, 2000).

A decade later in 2000, the UNESCO's commitment to improve education access with quality was again affirmed in the Dakar Framework for Action. This was largely a response to the acknowledgement that the previous educational expansion in the 1990s was achieved without obtaining desirable learning achievement in many countries of the world (UNESCO, 2000). As a result, the progressive shift in the discourse of education which re-emphasized the significance of quality education was explicitly reflected in the Dakar Framework. That is, the Dakar Framework formulated a goal pertaining to the achievement of the quality education as one of the six goals of EFA.

"Improving all aspects of the quality of education and ensuring excellence of all so that recognized and measurable learning outcomes are achieved by all, especially in literacy, numeracy and essential life skills" (UNESCO, 2000, p. 17).

In addition, the Dakar Framework urged a closer attention to what learners are really experiencing in the process of education rather than to recognize simple outcomes in order to understand education quality. Hence

UNESCO (2000, p.17) clearly stated that "what takes place in classrooms and other learning environments is fundamentally important."

In consequence UNESCO (2002) in its 2002 EFA Global Monitoring Report (GMR), proposed the input-process-outcome framework to monitor and assess the progress in achieving quality education. Built on and converted from the traditional input-process-outcome model which was initially formulated by economists in the human capital approach, here education quality could be understood as the efficiency in the system that would obtain desired educational outcome as compared to input (Barrett *et al.*, 2006; Sifuna, 2007; Tikly and Barrett, 2007, 2011; Tikly, 2011).

In this linear process model, inputs are characterized by various forms of resources and materials like facilities, teaching and learning materials, and qualified teachers and outcome constitute cognitive achievement of students that can be measured by standardized tests (Sifuna, 2007; Tikly, 2011). For the improvement of the quality of education, combination of inputs is particularly important (Lockheed & Verspoor, 1991). This means that output, or the cognitive achievement increases with the increase of inputs such as expenditure per students, in a form of aggregated proxy of educational (UNESCO, 2005a). For instance, the improvement in educational inputs like construction of facilities conducive to educational quality, and provision of textbooks, enhancement of teachers' educational levels resulted in the enhancement of the students' academic achievements (UNESCO, 2005a; Sifuna, 2007).

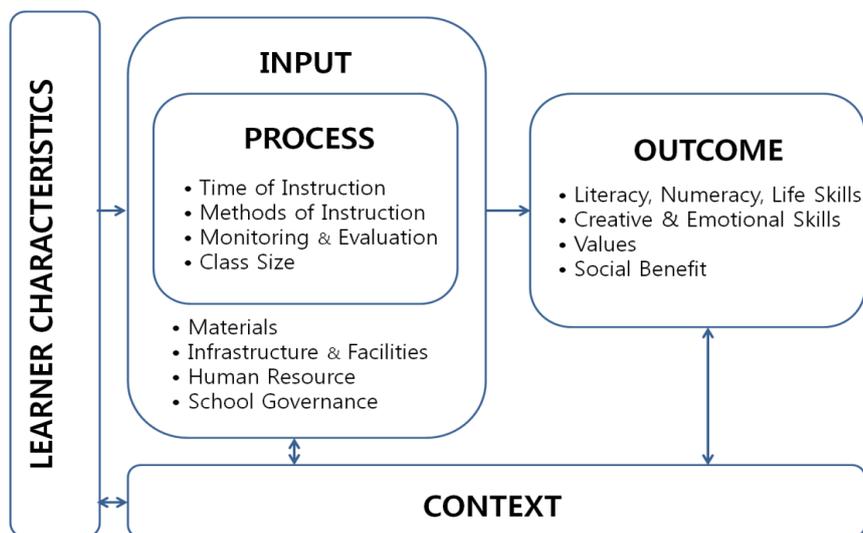
As to process, emphasis is placed on the experience and the complex procedures that interact in the delivery of inputs. This means that the extent to which inputs can produce comparable level of outcome is associated with how effectively inputs are utilized. For instance, the quality of teacher-pupil interaction, teaching methods, classroom environment, curriculum contents, and instructional time would determine how effectively inputs are utilized and how efficiently outputs are obtained (Sifuna & Sawamura, 2010).

UNESCO's discourse regarding the achievement of education quality

became even more intensified and deepened in its 2005 EFA Global Monitoring Report (UNESCO, 2005a). The main focus of this report was on education quality and progress toward the achievement the EFA goals and related development outcomes (Barrette *et al.*, 2006). The 2005 GMR also clarified the theme of education quality and the various clusters of factors that determine quality, and their implications for policies to improve the quality. In addition, it also specified the previous GMR 2002 Framework by proposing various dimensions of education quality and reorganizing the cluster of variables for each dimension. Given the diversity of understanding of education quality and in an attempt to reconcile interrelated components of education system, the framework suggested five key dimensions; learner characteristics, context, enabling inputs, teaching and learning process, and outcomes (UNESCO, 2005a, p. 35). Implicit in our previous discussion is that the progressive paradigm shift has taken place in the discourse on international education from access to quality over the past decade.

2.2 Factors Determining Education Quality

In 2005 GMR, UNESCO introduced an analytical framework to create an instrument for systemic analysis and monitoring of quality that attempts to go beyond prior approach of Input-Process-Outcome model. While still acknowledging that "the number of factors that can affect educational outcomes is so vast that straightforward relationships between the conditions of education and its products are not easy to determine" (UNESCO, 2005a, p. 35), the framework tended to categorize them into five broad dimensions such as learner characteristics, context, input, process, and outcome as they are illustrated in Figure 3.



Source: UNESCO. (2005a). *EFA Global Monitoring Report: The Quality Imperative*.

[Figure 3] The Input-Process-Outcome Framework of Education Quality

The first dimension of education quality is Learner Characteristics. The role of learners is appreciated as one of the most important parts of education (Pigozzi, 2008). It is therefore important to recognize initial differences among learners and offer personalized responses reflecting those differences in order to improve achieve improvement in quality (UNESCO, 2005a). Learners bring a great diversity of characteristics in terms of experiences, cultures, needs and prior knowledge which could be either catalysts or obstacles for learning. In addition different characteristics of learners also determine how they learn and interact with peers in school. In this respect to assess education quality depending on the outcomes of education is likely to mislead about what learners really achieve through education.

The second dimension of education quality is Context. Education is believed to reflect values, attitudes, economic status of a society and reversely such societal facets influence education. In addition, national policies of education could become a critical context for education. For example, national education goals, objectives, standards, and relevant policies could affect educational practice

(UNESCO, 2005a).

The third dimension of education quality is Input. The 2005 GMR strongly stressed the significance of input to the education system, stating "other things being equal, the success of teaching and learning is likely to be strongly influenced by the resources made available to support the process and the direct ways in which these resources are managed" (UNESCO, 2005a, p. 36). In this sense, resource availability and management are likely to have a vital impact on the success of teaching and learning (UNESCO, 2005a). Previously UNESCO (2000, p. 17) made it clear that to mobilize strong national and political commitment to the investment in education is one of the major strategies for the achievement of education development. It means that governments must allocate sufficient resources to education as an essential obligation of the state to respect the right of its people to education. In some countries this could mean increasing investment in education and in other countries this could be interpreted as improving efficiency in managing and allocating resources. Support toward increasing inputs in education system also comes from the households, communities and parents (William, 2001; UNESCO, 2005a; Courtney, 2008).

Resources involves are both human and material. Human resources involve teaching and non-teaching personnel like teachers, administrators, supervisors, and other support staffs. Among all, teachers are particularly important because their performance is deeply associated with how effectively the process of education is operated which eventually influences the outcome of education (UNESCO, 2005a). Hence, proxies like Pupil Teacher Ratio (PTR) are useful to monitor education quality. In addition, teacher qualification is also a significant indicator to understand education quality because "teachers who have had more preparation for teaching are more confident and successful with students than those who have had little or none" (Linda Darling-Hammond, 2000). On the other hand, material resources include various resources like learning materials and school facilities and other infrastructure. In addition, resource management implies the ways in which these resources are organized and utilized. In addition, school

governance which would concern the ways in which the human and material resources are organized and managed is also an important factor of education inputs. This, for instance, includes factors like strong school leadership, conducive school environment, and good community involvement (UNESCO, 2005a).

The fourth dimension of education quality is Process. Process of education provides a large variety of information about contextual factors like how learners are enabled to solve problems, how teachers treat and interact with different learners, and how families and communities are engaged in education (UNESCO, 2005a; Pigozzi, 2008). In addition process is concerned with the micro level of education arena which includes time spent on teaching and learning, methods of teaching and learning, languages of instruction, assessment methods, feedback and class organization (UNESCO, 2005a). With regard to methods, UNESCO emphasizes the learner-centered teaching and learning. The justification for this is that when a teaching method involves active role of students, it encourages their participatory learning, improves their attendance and enhances their potentialities (Adams, 1993; Sifuna, 2007). In addition, it is also important to mention that the more regularly a teacher assesses or gives feedback about students' work, the more effectively a student can learn (William, 2001).

The last dimension of education quality is Outcomes. The weight of substantial research indicates educational outcomes are most easily interpreted as academic achievement or performance of a student. However they sometimes are also understood as creative and emotional development and changes in values, attitudes and behavior. Similarly Pigozzi (2008) argued that the request for better understanding of education quality has expanded what the desirable learning outcomes should be and this includes knowledge, values, skill, competencies and behaviors. However, others argue that the outcomes of education also need to be assessed in a broader social context in terms of success in labor market, and economic and social gains.

Given that the former two dimensions are beyond the direct influence of FPE, in the study the quality of education will be measured based on the later three.

This is based on that the study aims to investigate the quality of education with a particular focus on the school level effect of FPE. Input, in this study would include materials, physical infrastructure and facilities, teachers, and school governance. Process would involve time, methods, monitoring and evaluation, and class size. Lastly, with regard to outcome of education, the study would involve the performance of students in class. In terms of academic performance, researchers argue that standardized tests results at any given time might not be able to track 'real time' progress of students (Boissiere, 2004). Therefore, this study investigates the academic performance of students based on their daily practice and performance in class.

CHAPTER 3: LITERATURE REVIEW

This chapter reviews literature covering the trend in FPE and its impact on education quality in the context of Africa including Zambia. It also includes what challenges FPE imposed to schools and how they effected on the performance of students and teachers.

3.1 The Quality of Education in African Countries Pursuing FPE

In the 1960s when countries in Africa gained independence, they committed a great deal of effort to FPE. Reducing or abolishing school fees was considered as one of the policy priorities in building people's capacity and encouraging them to participate in economic and social activities. In this context, several countries in Sub-Saharan Africa initiated free education policies. The policies brought out a significant increase in enrollment leading to remarkable gains geared toward universalizing primary education (Riddell, 2003; Fredriksen & Craissati, 2009; Tinker, 2011). However, such efforts were abandoned under pressure of economic stagnation of the 1970s and 1980s. That is why many countries in Africa eventually reintroduced user fees and consequently "stagnating or even declining enrollment rates" became inevitable (Fredriksen & Craissati, 2009, p. xi).

In the mid-1990s, some countries in Africa acknowledged that user fees made education inaccessible for many people, particularly for the poor and vulnerable parts of the population, and thus began eliminating user fees in primary education (Riddell, 2003; Kattan, 2006; Fredriksen & Craissati, 2009; Nielsen, 2009; Tinker, 2011). The justification given for the abolition of school fees were based on a couple of reasons. First, based on the experience in enrollment decline in previous years, a consensus was reached, that the imposition of school fees was likely to be an economic barrier for many people to access education. Second, the immediate and remarkable achievement in enrollment rates observed in countries that eliminated school fees stimulated other countries to become in favor of free

education (Fredriksen & Craissati, 2009; Tinker, 2011). Lastly, school fee elimination became an impetus "to facilitate the right to education and to universalize primary education"(Fredriksen & Craissati, 2009, p. xii).

In recent years, as countries across the world seek to accelerate progress toward universalizing primary education, the need in reducing or eliminating school fees has been emphasized both domestically and internationally. For instance, many countries adopted the FPE policy as a political campaign pledge. At the same time, in 2005 World Bank and UNICEF launched School Fee Abolition Initiative across countries of the world (Fredriksen & Craissati, 2009; Tinker, 2011). In this context, a number of African states mandated schools to provide free education, including Tanzania, Zambia, Kenya, Mozambique, South Africa and Ghana (Kattan, 2006). Overall, the experiences of these countries have shown that they have successfully achieved or are likely to achieve the goal of UPE in the near future (Fredriksen & Craissati, 2009). To be specific, the 2008 GMR of EFA indicated that Tanzania achieved rapid progress towards universal enrolment and met the goal in 2005. Malawi would be expected to achieve it by 2015 (UNESCO, 2007).

However, it should be emphasized that such a dramatic achievement in primary enrollment was not obtained without challenges. The radical increase in enrollment required a corresponding increase in demand for funding and resources. Consequently, the fee free education has resulted in bringing about voices of concern about the quality of education in primary schools. Some even argued that due to the low quality of education, many children left school no better off than before they entered (UNESCO, 2007; Fredriksen & Craissati, 2009; Tinker, 2011).

In Malawi, former British colonial school fees had been imposed since the independence in 1964 and until FPE was eventually instituted in 1994 (Tinker, 2011). In the first year of FPE, primary enrolments escalated by over 50% from 1.9 million in 1993/94 to 3.2 million in 1994/95 (Riddell, 2003; Kadzamira & Rose,

2003). 5 years later in 1999, Net Enrollment Rate (NER) reached up to 99.43%⁴. GER also increased from 108.98% in 1994 to 161.91% in 1995. In addition, more girls had been taken into school so that NER for female students doubled from early 1990s to late 1990s. Likewise Gross Enrollment Ratio (GER) for female students also surpassed 100% by the year of 1997 (Kadzamira & Rose, 2003; Riddell, 2003).

However, later it was noted that whilst FPE influenced such drastic increase in enrollment, the quality of education was seriously undermined (Riddell, 2003; Patrick & Chimombo, 2005; Tinker, 2011). Riddell (2003, p. 3) argued that "the biggest challenges were, not surprisingly, pressure on classroom facilities, insufficient teachers and an inadequate supply of instructional materials." According to UNESCO statistics, the percentage of trained teachers out of the total teaching staff was slightly over 50% in 1994 and the figure still has remained less than 90% in the recent years. In addition, in the last decade Pupil Teacher Ratio has constantly increased from 63:1 in 1999 to 81:1 in 2009. Although the government once hired a great number of new teachers to meet the growing demand for teachers, they were largely untrained and made little improvement in teacher shortage. Moreover, schools suffered from resource shortages. Although the government was supposed to provide necessary resources to education, it was turned out that instructional inputs like textbooks, maps and charts were insufficient. Basic classroom furniture like desks and chairs were not adequately provided as well. Due to the ineffective parent accountability mechanism, parents' support was also deteriorated. Most importantly, a substantial number of students left schools lacking basic literacy and numeracy skills (Kadzamira & Rose, 2003; Riddell, 2003; Kattan, 2006).

In Kenya, education has been appreciated due to its critical role for national development since independence in 1963. Hence the provision of universal education to its people has been one of the most principal objectives of education (Ministry of Education, 1999). In 2003, the government introduced FPE

⁴ UNESCO Statistics 2013. Retrieved from <http://stats.uis.unesco.org> at May 2013.

and proclaimed its will to make primary education more accessible. Since its implementation, FPE has placed significant upward pressure on the additional influx of students in primary schools (Republic of Kenya, 2004). In particular, the number of students enrolled at primary level alone had grown from 5.8 million in 2003 to 7.1 million in 2009⁵. The NER in primary schools had jumped from 74.2% to 82.8% and the GER had jumped from 106.9% and 113.3% during the same period⁶. In addition, a good number of girls have been also integrated into primary education (Chuck, 2009).

Such achievements were not without challenges. For instance, head teachers lacked managerial skills (Wachira *et al.*, 2011), cooperation with stakeholders was poor (Sifuna, 2005) and the government financial subsidies were not allocated evenly or timely (Kenya, 2008). In addition, teachers lacked understanding about the policy so that "the majority of the teachers admitted that they were caught off guard with the introduction of FPE" (Ogola, 2010, p. 47). A lot of schools suffered from over-congestion in classroom, persistent teacher shortages, and lack of teaching and learning materials (Kenya, 2008). The lack of clear guidelines on admission resulted in the integration of over-age children so that the problem of indiscipline became prevalent (Chuck, 2009). What is worse is that some students began leaving schools with little improvement in basic skills and knowledge (Ackers *et al.*, 2001; Mukudi, 2004; Sifuna, 2005; Oketch & Rolleston, 2007; Sifuna, 2007, 2008; Nishimura & Yamano, 2008; Sawamura & Sifuna, 2008; Tooley *et al.*, 2008).

The experience of Malawi and Kenya under the policy of free education seems to confirm what some the researchers stated earlier. Graham-Brown (1991) argued in his book *Education in the developing world* that developing countries that adopted free education are likely to have challenges in the provision of quality education due the complications of inadequate financing and enrollment expansion.

⁵ The figure indicates gross enrollment ratio both in private and public schools. The number of students in public schools alone is 6,394,078 in 2009 (UNESCO statistics. Retrieved from <http://stats.uis.unesco.org> at May 2013).

⁶ World Bank Data. Retrieved from <http://www.worldbank.org> at May 2013.

In similar vein, Kadzamira and Rose (2003) argued that the trade-offs between the quality and quantity of primary education is foreseeable in countries where resources are scarce.

Meanwhile, Tanzania had somewhat similar but different from the previous two countries experiences. In Tanzania FPE was announced in 2001. The uniqueness of Tanzania as compared to its neighboring countries was that it recognized the initial impact of eliminating school fees and developed a comprehensive strategic plan called the Primary Education Development Plan prior to the introduction of FPE. The strategies suggested by the plan included detailed approaches toward phased-in system⁷ such as teacher deployment, education material procurement, in-service teacher training, and double-shift system (Riddell, 2003; Kattan, 2006). Due to the phased-in approach, Tanzania was more or less ready to deal with the initial increase in enrollment (Kattan, 2006). As a result of the phased-in approach, NER had been on a relatively slow rise. The figures were about 58%, 73%, 82%, 86% and 90% from 2001 to 2005 respectively. However, like the previous two countries, Tanzania soon faced serious challenges in maintaining the education quality. The main challenges included inadequacy in the provision of instructional materials, teaching aids, textbooks, teachers, and classroom furniture (Riddell, 2003; Mbelle, 2008).

Despite such limitations, there was a visible sign of the improvement in education quality (Riddell, 2003; Kattan, 2006; Mbelle, 2008; Tinker, 2011). For instance, because of the sequential application of FPE according to the phased-in system, Pupil Teacher Ratio was more or less reduced (Kattan, 2006). To be more specific, although Pupil Teacher Ratio at primary level increased from 41:1 in 2001 to 58:1, the highest ever in 2005⁸, it was reported that such ratio has been considered manageable. And the ratio is likely to be lowered as it is expected to see more supply of trained teachers in the near future (Kattan, 2006). There has been a considerable advancement in teacher qualification for those in service since their

⁷ This means that the application of the policy was spread over several years.

⁸ World Bank Data. Retrieved from <http://www.worldbank.org> at May 2013.

first graduation (Mbelle, 2008). In addition, due to the double-shifting system, teacher utilization improved (Kattan, 2006) and teachers' workload was reduced (Mbelle, 2008). Pupil Textbook Ratio was also reduced from 8:1 prior to PEDP to 4:1 in 2004. Parental participation was encouraged through the development of guidelines for involving them in decision-making process (Kattan, 2006).

The experience of Tanzania shows that although the impact of free education on education quality has been largely negative, in some areas quality management has been handled in a successful manner. This partially confirms the argument that when free education is carefully developed and accompanied by measures to protect quality, it is possible to reconcile improving education quantity and quality (Fredriksen & Craissati, 2009). Fredriksen and Craissati (2009, p. 31) stressed that the importance of comprehensive mechanisms through which "school fee abolition becomes a catalyst for other basic reforms to reach the objective of equity in both access and quality learning opportunities." In this sense, an inclusive approach outlined by Primary Education Development Plan helped the government of Tanzania to partially manage and reconcile the expansion of access to education and the enhancement of education quality under free education.

The findings of the previous studies established that the introduction of FPE in some Sub-Saharan African countries, while achieving a drastic expansion of education quantity, adversely affected education quality. They revealed that the educational inputs like material and human resources as well as the educational outcomes like the academic performance of students have been worsened. However, given the fact the quality of education could not be fully understood isolated from the process of education through which inputs are utilized and the outcomes are produced (UNESCO, 2005a), the studies have their limitations in terms of not showing what is actually happening in the classroom. Their other limitations are related to the scant attention they gave to teachers' perspectives and experiences. These studies largely depended on the quantitative data which barely reflects the teachers' opinions, which is important, given that teachers are those who ultimately facilitate the process of teaching and learning (O'Sullivan, 2008).

3.2 The Challenges in Delivering Quality Education under FPE

Available literature about the effect of FPE on the performance of teachers showed what specific challenges and achievements the policy brought out and how teachers have responded to them. The views of teachers sometimes differed depending on their particular circumstances. Despite this, the qualitative and anecdotal delineation given by teachers denoted that they might face a series of common challenges in delivering good quality education to learners. These are more or less related to: a) provision and utilization of material resources, infrastructure and parents' support and, b) management and operation of teaching and learning process like class size, discipline and evaluation (Chimombo, 2005; Gathumbi, 2005; Kombe, 2005; Moloji *et al.*, 2008; Ogola, 2010; Wiener, 2010; Morojele, 2012; Makori, n.d.).

With regard to the provision and utilization of material resources such as textbooks and non-textbook resources, teachers cited two major problems. One is that the amount of material resources (or funding) provided by the government frequently did not meet the required standards. The other is that there is inefficiency in the procurement system (Chimombo, 2005; Gathumbi, 2005; Kombe, 2005; Moloji *et al.*, 2008; Ogola, 2010; Morojele, 2012; Makori, n.d.). For instance, Wiener (2010) reported that teachers in Kenya, Uganda and Tanzania were made to teach without textbooks and they expressed concerns over the declining quality of education due to the absence of these materials. Although some expressed their appreciation of the government's complimentary provision of textbooks, many observed that one book had to be shared by many students. In this regard, teachers maintained that sharing textbooks not only discourages them from giving class- or homework but also makes it difficult for learners to finish homework in time (Ogola, 2010; Makori, n.d.).

In addition, the provision of non-textbook material like wall charts, pencils and rubbers was also commonly cited by teachers from African countries as one of the problems that have remained unsolved. Although FPE allowed learners to have free materials like pens and exercise books, in some cases the provision was not

sufficient due to the constantly growing student enrollment and in other cases the quality of materials was not good enough (Kombe, 2005; Moloji *et al.*, 2008; Ogola, 2010). In particular, some teachers from Lesotho pointed out that problems might be found both in the lack of material itself and their poor conditions. In their experiences the poor quality of materials like wall charts and pictures was not helpful to attract students' attention or to make lesson effective (Moloji *et al.*, 2008).

The inefficient procurement of materials also has created challenges. For instance, there is a widespread discontent among teachers in Kenya, Lesotho and Zambia about the frequent delay or cancellation of the distribution of school material. They complained that especially textbooks were often delivered late to schools so that they were forced to teach without necessary items until these were given and this affected negatively teaching and learning processes (Kombe, 2005; Moloji *et al.*, 2008; Ogola, 2010). In some cases, unclear guidelines and lack of managerial skills of head teacher led to misallocation of funds which worsened the situation further (Gathumbi, 2005).

In terms of parents' support, teachers contended that it has been weakened (Wiener, 2010). Available literature on situations in Kenya, Malawi, and Lesotho argues that many teachers criticized the expectant attitude of parents toward education for their children. For instance, some highlighted the lack of parental care about class work and absenteeism of their children. In addition, parents were often reluctant to provide material support to schools. They expected the government to support everything because education was free (Chimombo, 2005; Gathumbi, 2005; Ogola, 2010). Furthermore, Kenyan teachers in the UNESCO's assessment of FPE study stated that parents neither participated in school affairs such as PTA meetings and other activities nor bought necessary learning materials for their own children (UNESCO, 2005b).

As stated earlier, in nearly every country pursuing FPE teachers have encountered oversized classes which caused a variety of incidental problems (Wiener, 2010). For instance, UNESCO (2005b) found out that the problem of overcrowded classrooms holds back teachers in terms of their monitoring and

interacting with students. In this regard, Moloi *et al.* (2008) revealed in their research conducted with teachers in Lesotho that the teacher-student interaction has been minimized, and slow learners were often ignored. In addition, learner involvement was reduced, due to the dismissal of the learner-centered teaching methods. Another research done by Ogola (2010) in Kenya, revealed that increased pupil population made it hard for teachers to maintain discipline or modify behavioral problems of learners in classrooms. Apart from the above, the large classes made it difficult to keep acceptable levels of hygiene, and the classroom space and pupil-teacher ratio (Gathumbi, 2005; Wiener, 2010, Morojele, 2012).

Wiener (2010) argues that in order to prevent the trade-off between access and quality of education under FPE, it is essential to understand what challenges teachers face and how they respond to these challenges. Many studies indicated widespread complications that teachers faced in countries pursuing FPE. The literature also showed contextual limitations as well as the weakness of the policy itself by involving views and experiences of teachers, the actual practitioners of FPE. However, it should not be ignored that the findings of previous studies may not be able to be generalized to other schools and countries as the intervention of preliminary measures or follow-up measures for the implementation of FPE is likely to be different. Therefore, to examine what similar or dissimilar experiences teachers in sample schools have had would facilitate the understanding of education quality in the context of government primary schools in Lusaka, Zambia. In addition, to include the views of teachers would deepen the understanding of education quality itself as it helps to explore the salient aspect of education that the quantitative index alone might not show enough.

CHAPTER 4: METHODOLOGY

This chapter discusses the research methodology used in the study, and lays out research background, sample, sampling procedures, research instrumentation and methods, validity, and data presentation.

4.1 Research Setting

The research setting for this study was Lusaka District, the capital city of Zambia⁹. Although it is entirely urban, it also includes some informal residential areas which are mostly slum areas. In terms of people's demand for education, Lusaka is widely known that parents in this area are very much interested in educating their children at all levels of education. According to multiple research (Oxfam-Zambia & Jesuit Centre for Theological Reflection, 2001; Boyle *et al.*, 2002), Zambian parents sacrifice in other areas of their lives to afford costs for education. Some of them even do not mind spending more than one fifth of their family income and reducing food consumption to prepare tuition fees to send their kids to better performing schools. Such strong academic zeal of parents connects to high competition for good education. Competition is especially severe for places in well-performing schools both in private and government schools. As of 2011, it was estimated that there are more than primary basic schools including both government and private schools in Lusaka District alone. They are utterly diverse in student academic performance, school characteristic, and community background. This is the justification to select Lusaka District as a research setting because it can show diverse samples of schools and teachers, making it adequate to see differences and commonalities among them.

⁹ Lusaka is a city while it is considered one of the nine provinces of Zambia at the same time. In Lusaka province there are four districts and they are Chongwe, Kafue, Luangwa, and Lusaka. In this study the specific research setting is limited to Lusaka District, the city.

4.2 Research Design

This study followed a mixed method research design. A number of researchers from a variety of discipline areas have long explored a new approach to conduct a research recognizing that all methods have limitations. Their efforts in triangulating data sources as a means to seek convergence across qualitative and quantitative methods led them to mix different methods and eventually to develop the principles and procedures for mixed methods research. According to Creswell and his colleagues (2007, p. 33), the combination of both quantitative and qualitative data helps researchers to clarify subtleties and improve cross validity.

Furthermore, it also 'provide(s) a more complete picture by noting trends and generalization as well as in-depth knowledge of participants' perspectives'. In addition, when mixing the two datasets, it is required to consider concrete criteria so that they can be utilized in a way they create a more complete picture of the problems (Creswell, 2003, p. 211). To meet this demand, researchers suggested several different types of mixed methods design which entails major principles and key procedures (Creswell, 2003: pp. 210-219; Creswell & Plano Clark, 2007: pp. 58-88). Among them this study adapted *sequential explanatory design* and comply with its principal standards and strategies.

Under the scheme of *sequential explanatory design*, the collection and analysis of data are carried out across two different stages. The first consists of quantitative data collection and analysis and the second consists of qualitative data collection and analysis. In general, qualitative data are used to assist in explaining and building upon the quantitative results (Creswell, 2003: p. 215; Creswell & Plano Clark, 2007: p. 71). Following the principles of *sequential explanatory design*, the study started with a quantitative analysis to figure out the general views of the research respondents and patterns in them. In the second stage, a qualitative analysis was conducted to figure out the dynamics of individual respondent's experiences, responses, and appraisals toward education quality of their own schools since the implementation of FPE.

The study was also guided by Stake's Participant Oriented Evaluation

Theory discussed by Fitzpatrick and her colleagues (2004) that argue that the participants must be valued as key to the educational program evaluation as they have a first-hand experience with the programs and contexts. Thus the focus is on delineation and processing of the judgments made by the participants. Fitzpatrick *et al.* also report that the strengths of the Participant Oriented Evaluation are that it can provide "rich and persuasive information that is credible to audiences who see it as reflecting genuine understanding of the inner workings and intricacies of the program." To transform the rationale of this theory into practice, the study used it as a guideline towards interacting directly with the participants (the teachers) so as to solicit their expectations, perspectives, attitudes, and responses on education quality being offered at their schools since the inception of FPE. By doing so, the collected data and interpretation are expected to provide more valuable and accurate information.

4.3 Sample and Sampling Procedures

The study sample consisted of 105 teachers and 5 deputy head/ head teachers. They were the teachers from 5 different government primary schools which were selected from the total population of 283 basic schools in Lusaka District. Given the fact that free education is not applicable to private schools and community schools, they were not involved. In addition, to verify and supplement the views of teachers, three government officers from District Education Board (DEB), and Examination Council of Zambia were involved. [Table 1]

[Table 1] Sample of the Study

School / Position	A	B	C	D	E	Total	Agency / Position	DEB	ECZ
Teacher	24	23	14	19	25	105	Government Officer	2	-
Deputy Head / Head Teacher	1	1	1	1	1	5	Research Officer	-	1
Parent/ PTA Chair	-	-	1	1	-	2	-	-	-

The study used both random and purposive sampling. Random sampling was conducted to choose schools and purposive sampling was conducted to choose teacher respondents from these schools. Purposive sampling entailed two different selections of samples for different purposes. They included a selection of samples for questionnaire survey and the other selection of samples for in-depth interview and participant observation. The justification for purposive sampling was that in the study samples were required to provide relevant information on education quality since the inception of FPE. That is they should at least prove that they were already in service as a teacher around the time when FPE was introduced and still keep the job. Hence in the first stage of the purposive sampling procedure, the study population was selected from teachers who started their teaching career at least prior to 2003 and have been in-service to the period of the study. In addition, given the fact that free education is only applicable to the grades from one to seven secondary school teachers were excluded¹⁰. In the second stage of the purposive sampling procedure, the population for in-depth interview was basically selected from the samples that had been selected for questionnaire survey. They were allowed to make an independent decision of the interview participation. As a result, 3 to 5 teachers were selected within the sample of 5 basic schools respectively and

¹⁰ However, intermittently grade eight and nine teachers were invited for the in-depth interview to solicit their views on taking on the grade seven graduates who are the end products of free basic program.

they included ordinary class teachers, senior teachers and deputy head/head teachers. [Table 2]

[Table 2] Characteristics of Teachers Involved in the Study¹¹

School	Gender		Years of Service			Level of Qualification				Sum
	M	F	13-17	18-22	23-27	I	II	III	IV	
A	4	20	12	9	3	3	17	4	·	24
B	4	19	13	6	4	9	9	4	1	23
C	·	14	7	6	1	3	6	2	3	14
D	·	19	12	·	7	4	11	3	1	19
E	6	19	11	4	10	15	9	1	·	25
A-E	14	91	55	25	25	34	52	14	5	105

4.4 Data Collection Methods

The collection of the data was done from 6th February to 8th March 2013. The study collected relevant data by using a couple of different methods such as questionnaire, interview, document analysis, and participant observation.

4.4.1 Questionnaires

Questionnaires were administered to 105 teachers from the 5 government primary schools in the study sample and were distributed with a help of senior teachers on the very first day when the researcher visited. In fact, initially 112 questionnaires were distributed in the five sample schools. However, five of them were returned without being fully filled and two of them could not be traced. This was because some of the respondents were busy dealing with school event like Sports day and Women's day and other did not show up at work when the researcher revisited to collect the questionnaire sheets back. The questionnaire was used to obtain the following preliminary data from the teachers: teachers' initial expectations of the FPE policy and their current perspectives on education

¹¹ Level of Qualification indicates the highest qualification that teachers possess. (I = Certificate, II = Diploma, III = Bachelor, IV = Master)

input, process and output in their school since the policy was introduced. The questionnaire was designed with both open end questions and closed questions in a form of five-point Likert Scale. [Appendix 1]

4.4.2 Interviews

The interview technique was used to explore the dynamics in views, experience, attitudes and knowledge of the different interviewees. This helped the researchers to understand the ways in which interviewees experienced and understood the lived world of theirs and to obtain their meaning of the described phenomena (Kvale, 2007). With respect to selecting an interviewee Creswell (2007: 133) underlines the importance of choosing a person who will be willing to openly share information. Therefore participants were selected when they met the following two criteria: 1) They were willing to participate in interview and 2) They had no intention of deliberately distorting their experience. Interviews were preceded by one-to-one and face-to-face interaction and probing.

The entire oral descriptions of interviewees were video recorded and some important information was written on interview scripts. [Appendix 2] In order to collect data from teachers, the semi-structured oral interviews were used. From the teachers, the following data were collected: what expectations they had prior to the introduction of FPE; whether they have noticed any improvements and declines in the adequacy of teaching and learning materials, facilities, teacher provision, head teacher support and community involvement, lesson organization, class management and student; whether they think the quality of education offered in their school declined or increased under the policy of FPE; what actions they think should be taken to achieve quality education in the future.

Data was also collected from school administration, parents and government officers to verify data collected from teachers. With school administration like head teachers and deputy head teachers, the semi-structured oral interviews were used. The data collected from them includes the following: what their initial expectations of FPE were toward improving education quality

prior to its implementation; whether the quality of education actually declined or increased under the policy of FPE; what actions they have taken to achieve quality education in their school.

Furthermore, the study also conducted the oral interviews with two parents and three government officers. Parents were required to inform the following data: to what extent they are satisfied with education quality being offered at the school their kids attend; how often and in what ways they support schools and teachers. From the government officers, the following data were collected: what achievements and challenges they have faced for the delivery of quality education; how closely they cooperate with schools and teachers; what futuristic plans they have to improve education quality.

4.4.3 Document Analysis

The document analysis technique was used to collect all the available data on material provision, facility maintenance, teacher provision, class size of the previous years from the beginning of the FPE policy up to the period of the study. The data collected through document analysis were used to supplement and verify data from the teachers. The data collected through this technique were necessary in helping the researcher to avoid possible bias in the teachers' responses.

4.4.4 Participant Observation

Participant observation is the process enabling researchers to learn about the activities of the people under study in the natural setting. Therefore, when observation is conducted with structured instruments, it can help researchers figure out discernible patterns and features about the people and their way of life (Angrosino, 2007). The study used the participant observation technique with a carefully prepared an observation scheme, guideline and checklist. [Appendix 3] The researcher were given a letter of consent from participants and made a rapport with them by taking time to explain purposes of the study in advance. The observation was conducted focusing on teachers' daily teaching practice, their

interaction with students, the status of material provision and utilization, and the classroom environments. During observation, the researcher kept records of relevant information to the study in the field note.

4.5 Data Analysis

The data collected was analyzed in two stages. First, all the quantitative data was analyzed by means of the computer software of Excel to see frequencies and percentages. The data was presented in forms of table and graph. Secondly, qualitative audio data was manually transcribed by using computer software. By means of codes, the researcher adopted thematic analysis to categorize the written data. The researcher read and grouped the data into categories and sub-categories based on themes of the content. The themes that emerged from the categorized data were interpreted according to the research and analytical questions.

4.6 Validity Check

The study naturally established validity through *methodological triangulation*, combining qualitative and quantitative research by using mixed-method research design. *Data sources triangulation* was also implemented by collecting and verifying different data sources of information. [Table 3] In addition, the study implemented a couple of other strategies to improve the validity such as *member-checking*, and *rich and thick description*. For *member-checking*, when necessary, the researcher revisited participants in order to determine whether they agree the records the researcher made. For *rich and thick description*, the researcher made all the records and note as extensive as possible according to the structured observation guidelines.

[Table 3] Triangulation

Methods		Source of data	Document	Questionnaire	Interview Script	Field note
		Quan + Qual	Document Review	√		
Survey			√			√
In-depth Interview			√	√	√	
Participant Observation			√	√	√	√

4.7 Ethical Considerations

Before proceeding with the collection of data, the researcher obtained written research permission from the Lusaka District Education Board and obtained verbal agreement from the head teachers of each sample school. [Appendix 5, 6] The researcher consulted the head teachers to make a list of participants to involve and a specific schedule to meet them as well as to collect background information of the school. [Appendix 4] The researcher also assured the head teachers that the information the teachers and the school were going to offer would be used only for academic purposes and treated with confidentiality.

CHAPTER 5: FINDINGS OF THE STUDY

This chapter presents the findings of the study by organizing and analyzing the raw data. The finding was outlined under themes according to each research questions.

5.1 Initial Expectations toward FPE on the Improvement of Education Quality

The study found that when the policy of FPE was initially introduced, the majority (74.29%) supported it while there were a rather skeptical few (12.38%) or those who suspended their judgment (13.33%) about it. Proponent of FPE, taking up the majority of the whole population had anticipated that the policy would widen access to education for all the citizens, despite whatever challenges they are facing, whether it is physical, mental, or emotional." In this sense, some recalled "teachers were happy because previously when parents pay levies, the child had to be kept at home so that that money can be used for the foods at home. But now they send their children to school so at least they learn."

However, skeptics had had concerns about the implementation of FPE due to lack of preparation and capacity of the government to successfully implement it. Some recalled that in the process of making the policy, it was widely known that "the only part that they (the government) looked at was access. Then they (the government) did not look at the other indicators that were supposed to be sorted out, like infrastructure for example." In addition, others reported that they had considered FPE to be not executable in reality because of limited financial capacity of the government and 'inappropriate need assessment' conducted prior to the implementation. In this sense, some had concluded that FPE was "politically motivated" and other had considered that "in reality, it (FPE) will be just on paper".

On the other hand, the study also established the initial projection of teachers toward quantity expansion in response to FPE. In response of the teachers, it was turned out that more than 95% of the whole population had expected FPE would broaden access to education for more people.

However, when they were asked whether they had expected that FPE

would also help to provide quality education, responses were contradictory. From a sample of 105 teachers surveyed, the biggest population (29.52%) answered that they had expected education quality would 'fairly' improve. This was followed by 21.90% of those who had expected that education quality would remain the same as before after the policy was implemented. Then 20.95% of respondents indicated they had expected education quality would improve 'very much'. However, 7.62% and 20% of the respondents reported that they had expected of FPE for ensuring quality education 'barely' and 'not at all'. [Figure 4]

Data collected from the interviews with some respondents delineated reasons why they had such view. For instance, one female teacher reported that she had expected education quality would improve as FPE entailed the complimentary provision of materials which would facilitate effective teaching and learning. In addition, as school fees and the purchase of textbooks were no longer obligatory, it was widely believed that fewer students would miss school and regular attendance of students would help them learn more. In fact, she had assumed that the provision of material and infrastructure might become poor. Nonetheless, she had also assumed that "even though textbook and material provision is not all that good", "because of that little materials given to pupils, the pupils would be motivated".

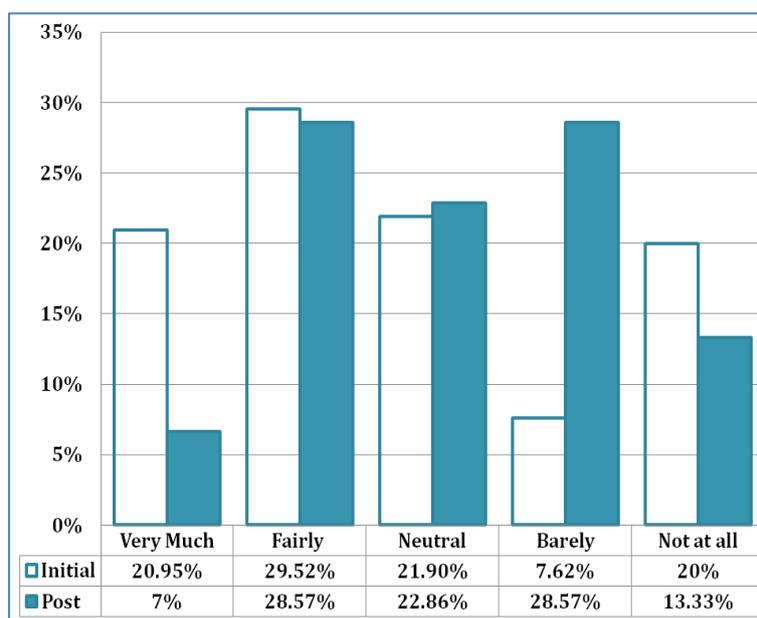
In addition, there was consensus among teachers that the availability of committed teachers and education materials would act as a catalyst for the improvement of education quality under the FPE. One deputy head teacher stated that "teachers are committed to duty and resources are provided by the government. This means we knew overall this would motivate pupils to learn more and better."

However, despite such accolades for the provision of materials and the commitment of teachers, skeptics were still concerned about the failing quality of education. For instance, one Grade 5 teacher articulated

"You know, where there is mass production, the quality sometimes is low. The same applies to education. Where you just want to educate everyone, you struggle. (...) So this mass production of children, in terms of education, really affects education quality."

On the other hand, the study also examined the current views of teachers about the impact of FPE on education quality. In the response to whether or not FPE, in effect, helped to improve education quality offered at their school during the past decade, only 35% answered in the affirmative. It emerged that their views were largely based on that the provision of free materials motivated students and lessened burden of school fees improved students' attendance. They added that consistency in attendance was helpful in realizing quality teaching. However, 41.9% argued that FPE has made little or no improvements in education quality. It emerged that their views were mainly based on that facilities became overstretched and class control became difficult due to high enrollment so that effective teaching and learning did not take place.

Implicit in these figures include the following: One is that the current views of teachers about the impact of FPE on education quality are contradictory among each other. The other is that there was a discrepancy between the initial expectations and current views of teachers about the impact of FPE on education quality. To be more specific about the later, it emerged that when passing through a decade transitional period some teachers realized that the actual impact of FPE on the improvement of education quality did not meet their initial expectations. Three is that mixed views of teachers are based on a mixture of positive and negative effect of FPE for the delivery of quality education. [Figure 4]



Source: Field Data, 2013

[Figure 4] Comparison between Expected and Perceived Effect of FPE on Quality

The overall findings from the initial responses from teachers toward FPE were as follow: The majority of the teachers supported the FPE policy because they considered the policy would widen access to education for more children regardless of family background, social status and gender. In terms of improving education quality, more than half of the population had expected the quality would improve due to the complimentary materials and the regular attendance. Nonetheless, after more than a decade, some of them indicated the actual impact of FPE on the quality of education fell short of their initial expectations.

5.2 Achievements and Challenges in Delivering Quality Education under FPE

In this session, the study aimed at finding out the perceptions and experiences of teachers about delivering quality education under FPE. The study specifically looked at three different dimensions of education quality proposed by linear model of quality such as input, process and outcome of education. In the aspect of input,

the study investigated Teaching and Learning Materials, School Infrastructure, Teacher Provision and School Governance. In the aspect of process of education, it discussed about Class Size, Time of Instruction, Methods of Instruction, and Student Monitoring and Evaluation. Furthermore, in the aspect of outcome of education, it examined the daily performance of students in class.

5.2.1 Teaching and Learning Materials

The study investigated how the teachers perceive the provision of teaching and learning materials since the initiation of FPE. The study brought out questions about two different aspects. The first is textbooks and the second is non-textbook materials like rubbers, rulers, pens, pencils, wall charts and notebooks.

In regard to textbook provision, the study found that the majority perceived that the situation has been worsened. Although 4.76% out of 105 teachers stated the situation has 'improved a lot' and 9.52% also stated it has 'fairly improved', many disagreed. Those who indicated the opposite view took up 66.67% of the total samples. Of these, 25.71% stated that the state of textbook provision has 'fairly deteriorated' and 40.95% stated that it has 'deteriorate a lot'. The rest 19.05% indicated the situation is the same as before. The qualitative data that was given by the teachers threw light on why they consider the textbook provision has deteriorated during the applicable period. According to the statements of the teachers, there are two major problems in the provision of textbooks. The first is that the textbooks provided by the government to schools are insufficient to cater all the learners. It was found that this applies to all of the school sampled in this study. Secondly, textbooks are not delivered regularly. This means that some schools might not receive books in a certain year. One teacher from School B delineated that

"Actually textbook is one of the failures where Free Primary Education hasn't worked at perfection. The school doesn't have textbooks. It's just that teachers have put in their efforts to write on the board. (···) Children

are supposed to be provided with textbooks from the government, but the government didn't fulfill that."

Teachers also pointed out that under the current system of FPE, schools have had more difficulties to purchase textbooks than before. One compared "Maybe those days, we had the same number of textbooks but again we had fewer number of pupils so books were plenty in that sense. But now three, or even four pupils have to share one book." The other, in the same vein, echoed this opinion, saying

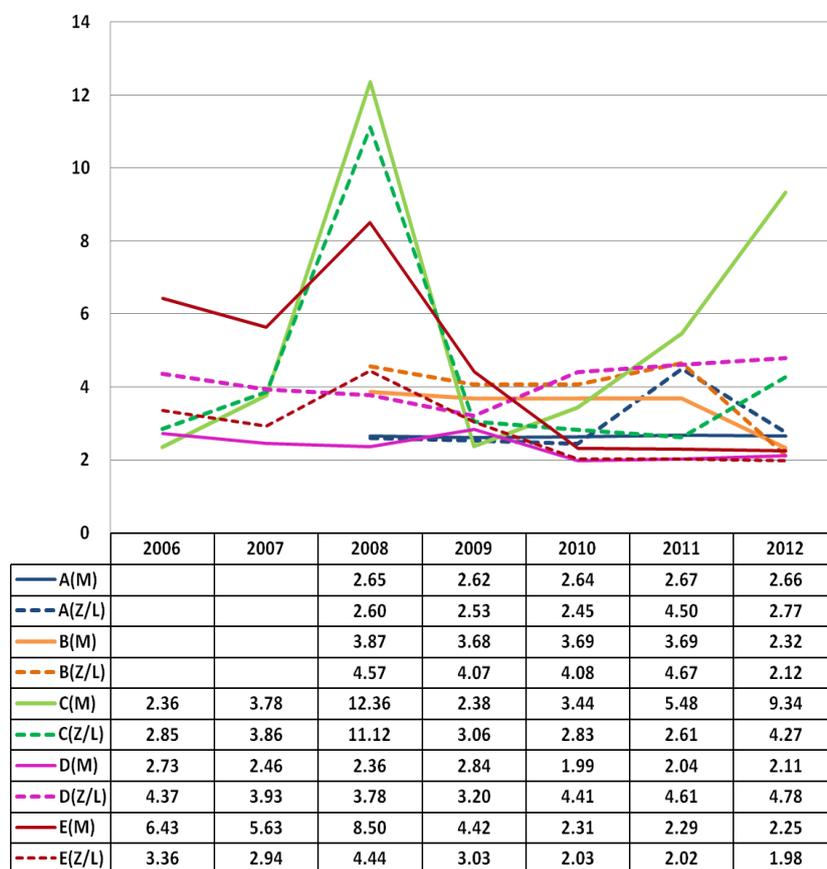
"(Prior to implementing FPE) Maybe some pupils did not have their own book. But at least I remember schools used to manage to buy because they were paid. (...) At least they used to buy maybe if you have forty pupils in a class, then they buy twenty. At least, at least..."

In the aspect of irregular textbook distribution, a teacher from School B expressed her voice of discontent, saying "Once in a while we receive funding to buy textbooks but last year we never received any funding." The deputy head teacher from the same school also confessed the school has had a financial predicament to get books for its students.

"We are being guided by the government to say 'these are the books that you should use.' Maybe a certain amount of money would be allocated to textbooks, but if the government doesn't have money at the particular time, you wait until you get."

School records on annual Pupil Textbook Ratio given by the sample schools showed there has been more or less no improvement in a sense that the ratio has rather remained stable or increased over time. In addition, the overall figure showed fluctuations at almost all schools. This was coincident with data collected

from the interview [Figure 5]



Source: Field Data, School Profile from 2003 to 2012

[Figure 5] Trend of Pupil Textbook Ratio in Sample Schools since FPE

On the other hand, in terms of non-textbook materials, the study identified that there were mixed responses among the teachers. The overall responses were almost evenly distributed between 'improved' and 'deteriorated'. To be specific, in the sample of 105 teachers, 14 (13.33%) stated the provision has 'improved a lot' and the rest (28.57%) stated it has 'fairly improved'. However, 38 (36.19%) respondents had opposite opinions. Lastly, 23 respondents (21.90%) reported they have not found any differences.

More data was given by some of the respondents about the reasons of their

views through in-depth interviews. For example, two teachers who belong to the first view stated

(Teacher from School A) "Materials we have enough. Like for my class, all of the pupils have exercise books for all the subjects, pencils, pens, rubbers and rulers and we even have extra ones."

(Teacher from School B) "I feel materials are fine. Like teacher's guide books, we have books from different printers, publishers. Also.. like you saw my lesson today, I used Manila paper. The school always provides manila paper."

However, another teacher from School C who reported a decline in the material provision, said although some basic supplies for learners have been given out in a sufficient manner, resources for teachers remained lacking. She stated

"Like in my section, we don't have (resource) books. You see teachers only have a copy each. Especially like resources books, us as a teacher we need to have resource books to prepare lessons. But sometimes we don' have them so we use student books instead."

School records on teacher resource books showed that for the past years no or only a few new books were given to teachers. [Table 4] Although records in certain years could not be traced, the available records indicate that there has little or no progress in the number of resource books that teachers could use at sample schools, except at School B.

[Table 4] Available Teacher Resource Books in Sample Schools since FPE

School/ Year	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012
A	-	-	-	-	-	130	130	150	150	150
B	-	-	-	-	-	60	80	80	150	148
C	27	27	25	18	15	12	10	16	20	20
D	-	-	-	32	35	35	32	32	32	32
E	50	50	60	60	50	60	60	60	60	60

Source: Field Data, School Profile from 2003 to 2012

In addition, another teacher from School C argued that considering the quality of some of the teaching and learning material given to them, it cannot be concluded that there has been an improvement. She said

"Previously, they (teaching aids) were more easy to use for teachers. We had printed charts and pictures. But now we have to make, draw our own pictures. Even at that time, materials were more durable."

To summarize, it could be stated that according to the views of the teachers, the provision of teaching and learning materials has remained below the satisfactory level to ensure quality education. Although some stated that the situation has improved in a sense that at least some of non-textbook materials have sufficiently provided, the majority shared a view that the problem of textbook shortage has yet to be resolved.

5.2.2 School Infrastructure

The study established a questionnaire to investigate whether teachers perceive improvements or declines in school infrastructure. Questions were designed to check on two factors of infrastructure. The first is school facilities like classrooms, laboratories, toilets and water. The second is school furniture and

equipment such as desks, chair and board.

With regard to school facilities, the study found that the responses from the 105 teachers were by and large contradictory. First of all, 35.24% of the total population reported there has been 'improvement'. Of these, 13.33% and 21.90% stated that there has been 'a lot of' and 'fair' improvements respectively. On the contrary, 38.10% indicated there has been 'deterioration'. Of these, 20.95% answered they see there has been 'a fair decline'. 17.14% reported the situation has 'deteriorated a lot'. The rest 26.67% reported the situation has remained the same throughout the years.

The most common response from teachers, who held the first view, was that the schools have become more "conducive" than before. For instance, they said in general the existing physical facilities like classrooms, toilets, roofs, sewerage, wall fences and school gardens are now in better shape due the constant repair and renovation. The deputy head from School D said

"The school was dilapidated so it needed to have a face lift in terms of painting. As you can see the school has been painted. Second one was the roof was leaking. We had to do a lot of repair on the roof. We had to do a lot of fumigation on these poles that you see because of the ants. Not only that. The sewerage system was very bad. We also had problem under drainage. So we've done several projects to work on these issues."

Another teacher from School B, in the same vein, said

"For this school, tremendously. Now we have these workers to keep the school nice and clean. We have two sanitary, one seller in tack shop, two general workers for cleaning surroundings and watering. So when the pupils come see the school looks nice then they feel motivated to learn."

However, teachers who held the opposite view argued that schools do not have adequate facilities and amenities like classrooms, toilets and labs. They added

the problem of inadequate classroom space and facilities is one of the biggest challenges that FPE imposed. They further explained that it should be noted that in many schools the utilization of facilities has already reached its full capacity due to the increased student enrollment. For instance, a teacher from D said "the infrastructure is so limiting. It's like there are too many pupils chasing too few schools."

Apart from the shortages in facilities itself, the study also found that some schools, particularly those that are located in less urban slum area have suffered from inadequate fund for maintaining those facilities in a clean and pleasant condition. This sometime have an adverse impact on sustaining acceptable levels of hygiene and sanitation for effective performance of teachers and learners. For instance, the deputy head teacher from School E noted that

"To run a school clean, we need some chemicals and cleaning tools to clean toilets, classrooms and water tank. But we haven't seen the government working on this part yet. I mean maybe they are trying but it's not enough. Those are paid by the money we fundraise from PTA. So the schools like us (which are located in a community where majority population lives under financially difficult conditions), it's a challenge."

The researcher recorded what she observed during a visit to each school in the field note. Based on the observation results, it was noticed that although many of the teacher articulated that they perceive an improvement (or at least an adequacy) in the school facilities, only a few of them are equipped with a functioning lights, electricity and insulation. Especially, due to the lack of insulation of classrooms, it became hot and stuffy by the time the first or sometimes the second period ends. The situation was even more severe for the afternoon session. In addition, in some cases door frames and window frames were partially broken, so that the noise from outside was hardly filtered.

In the aspect of classroom furniture and equipment, the study found that

almost three quarters of the 105 teachers deemed that there has been progress since FPB was introduced. Of these, 31 (29.52%) reported the situation has 'improved a lot' and 45 (42.86%) reported it has 'fairly improved'. On the other hand, only 16 (15.24%) reported that the situation has been worsened. The rest of 13 (12.38%) reported they recognized little changes.

Some of the major reasons of such positive evaluation were as follow: a) most teachers said in sync that "there are sufficient number of desks and chairs" so that no one sits on the floor; b) every classroom is equipped with a blackboard, storage cabinet, mop and rug which facilitate effective teaching and learning; c) teachers have their own office desk and chair in their classroom so that they prepare lesson, mark students' work and do the other duties more easily. Apart from these, from the classroom observation, it could be established that in general, classroom furniture and equipment was in an adequate condition. Boards were big enough for teachers to present the core concepts of the lesson and leave them until the class ends. Otherwise they should rub off what they have written on the board before some of the learners did not finish copying it.

From the overall responses from the teachers, the study found out that there has been both positive and negative impact of FPE on the provision and maintenance of school infrastructure. With regard to school facilities, the mass influx of students into school upon implementing FPE resulted in stretching them to the limit. However, in terms of school furniture and equipment, majority of the teachers appeared to concur that there were notable improvements in the availability of desks, chairs, and boards in classroom after inception of FPE. This made the process of teaching and learning more easy and effective.

5.2.3 Teacher Provision and Training

With regard to teacher, the study questioned about two different aspects. One was about whether the provision of qualified teachers has improved or deteriorated since FPE in terms of qualified teacher stock and PTR. The other was that whether or not teachers have been given adequate opportunities for in-service

teacher training (INSET) to advance their teaching skills and knowledge. In terms of the stock of qualified teachers, there was an agreement among the 105 teachers. They said in sync that schools managed to recruit qualified teachers. In detail, the majority (82.85%) said that there has been an improvement in the provision of qualified teachers and the rest (17.14%) reported that they do not tell any difference before and after FPE. However, it should be noted that no one said that schools have suffered from any use of untrained teachers.

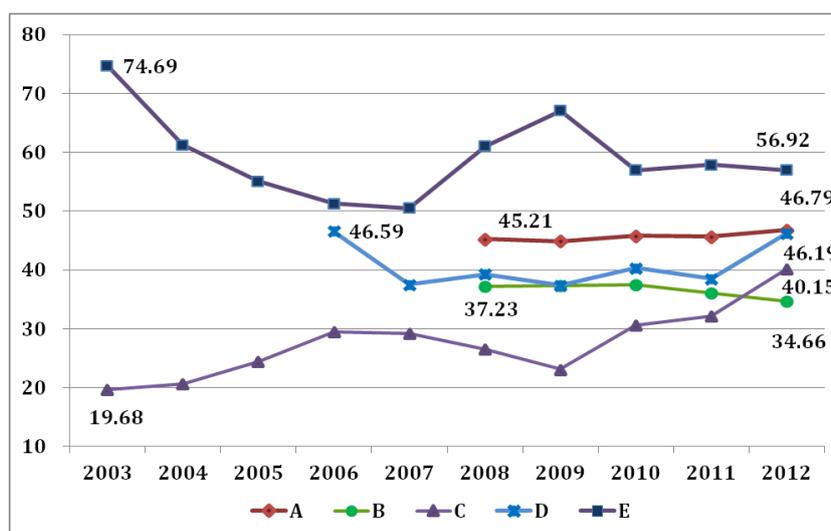
The chronological school records that were available to the researcher by counseling and guidance teachers or deputy head teachers verified such responses. School records contained the exact information on the number of teaching staff including both the qualified and unqualified by year and grade. In most cases, the figure could be traced back to the earlier 2000s. However the data was partially missing in a certain year. From the school record, it could be inferred that there were few unqualified teachers in some schools in the earlier years right after the introduction of FPE. However, teachers in the sample schools became all qualified in the course of the time. [Table 5]

[Table 5] The Number of Teachers in Sample schools since FPE

School / Year	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	
A	Qualified	-	-	-	-	-	34	34	34	35	34
	Unqualified	-	-	-	-	-	0	0	0	0	0
	Total	-	-	-	-	-	34	34	34	35	34
B	Qualified	-	-	-	-	-	26	26	26	27	29
	Unqualified	-	-	-	-	-	0	0	0	0	0
	Total	-	-	-	-	-	26	26	26	27	29
C	Qualified	31	29	25	21	23	21	22	17	16	20
	Unqualified	2	3	1	2	0	0	1	1	0	0
	Total	33	32	26	23	23	21	23	18	16	20
D	Qualified	-	-	-	29	30	30	28	28	30	26
	Unqualified	-	-	-	0	0	0	0	2	0	0
	Total	-	-	-	29	30	30	28	30	30	26
E	Qualified	26	34	35	36	32	40	38	40	39	39
	Unqualified	9	1	0	0	4	0	0	0	0	0
	Total	35	35	36	36	36	40	38	40	39	39

Source: Field Data, School Profile from 2003 to 2012

The ratio of qualified teachers to students appeared to show the different trend. On average, PTR has declined in more than half of the schools visited. Especially in School A and E, it was found that PTR of School A, C and D have proliferated on a rising trend and PTR of School E surpassed 50:1 most of the time. However, in case of School B, the figure has been sustained stable around 40:1. [Figure 6]



Source: Field Data, School Profile from 2003 to 2012

[Figure 6] PTR in Sample Schools since FPE

In terms of INSET, 21.9% out of 105 teachers appeared to indicate that they have not been given sufficient opportunities to attend INSET since FPE. Meanwhile, more than half (54.29%) held the opposite view, indicating they have been given more opportunities. The rest (23.81%) reported they feel the same as before.

Teacher who held the first view noted that the government neither organized sufficient INSET to meet the growing demand nor provided subsidy to attend any other forms of INSET. Some notable responses given by teachers from the interviews are as below:

(A teacher from School A) "The government's ones don't get everyone. Maybe one or two (teachers). But in a situation whereby just two teachers are picked and the rest are not given any training, we fail to facilitate whatever new methodologies of teaching."

(A teacher from School B) "With in-service teacher training, the government doesn't support teachers in form of funds. They used to give money. Even they used to provide a lot of workshops. But now we have to pay for ourselves."

However, some reported that the provision of INSET has improved. They stressed that although in general government INSET is still lacking, Teacher Group Meeting (TGM¹²), a school based INSET has provided a mechanism for the opportunities be supplemented. TGM is basically organized, operated and managed within school. Many noted that TGM not only helps them to advance their teaching skills and knowledge but also promotes a culture of "learning from each other" among teachers. A teacher from school D said "at teacher group meeting everyone is learning. We discuss teaching methods, like group work, or group discussion, questions and answers. It helps. We are learning."

The overall findings about teacher provision during the applicable period indicated that all teachers received the requisite training to obtain a qualification through pre-service teacher training and improved their performance through in-service teacher training like TGM. However, the ratio of teachers to students has been either on an increasing trend or at a standstill. This means that teachers handle more lessons and more students than before.

¹² TGM is a popular school based INSET program in Zambia. In fact it is one of the subordinated programs of School Program of In-service for the Term (SPRINT). SPRINT is an INSET system characterized by a combination of cascade and cluster approach through the network of countrywide resource centers. The system was introduced in 2000 by Ministry of Education as a framework for lifelong learning of teachers (Mubanga, n.d.).

5.2.4 School Governance

In this session, the study aimed at finding out whether there have been improvements or deterioration in school governance since the induction of FPE. Questions were developed focusing on Head Teacher Performance and Parent/Community involvement.

With regard to Head Teacher Performance, more than half of the respondents (53.33%) noted that it has improved. Of these, 22.86% reported that it has 'improved a lot' and the rest 30.48% reported it has 'fairly improved'. However, 13.33% indicated it has not improved while the rest 33.33% said they hardly tell the difference from before.

The interviews conducted with some of the respondents revealed that they actually have seen their head teacher "motivate the teachers by providing necessary resources", "advice" and "rewards". A teacher from School A noted that she feels the head teacher of her school is "very mature and she knows how to handle situations". She continued "She (the head teacher) goes through a problem of a case before she makes a judgment so she has good managerial skills." Another teacher from School B stated the head teacher of her school "helps the teachers and tries to ensure there is smoothing running of education by all means she could do". She added the head teacher 'supervises a lot', 'consults with the teachers about the difficulties' that the teachers have and monitors whether the school has a 'conducive environment'.

Such positive evaluation of head teacher's capability and attitude by the teacher concurred with what the deputy head teachers in the sample schools. Three out of five deputy head teachers perceived that the school leadership at their school has improved for the past years. The deputy head teacher from School B said with confidence that "at any schools in Lusaka, at least within in this locality, you see school managers make efforts to supervise that good learning is taking place."

What was previously accounted by the teachers and the deputy head teachers were verified by the comment from the District Education Standard

Officer (DESO) from District Education Board (DEB) of Lusaka. She is the person who monitors and assists schools in Lusaka District to make sure the quality of education offered in each school meets the required standards. She noted that head teachers and deputy head teachers in Lusaka District have improved their capacity of management by attending workshops and training. She noted

"For school managers, we made efforts to make sure they have ability to supervise any particular school and also to lead. (...) When we find some don't have, we recommend, there is a course, school management course for them."

On the other hand, in terms of parent and community involvement, it was established that responses of teachers appeared to differ according to the characteristics of the community from which the school takes on its students. The specific percentage of those who confirmed 'deterioration' was 45.83%, 39.13%, 42.86%, 31.58%, and 80% in School A to E respectively, whereas the percentage of the opposite view was 33.33%, 26.09%, 42.86%, 15.79%, and 8% respectively. Meanwhile, when the data given by 105 teachers was aggregately analyzed, it was found almost half of the respondents (49.52%) confessed that they perceive 'a decline' in parent/ community involvement since the induction of FPE. The figure is almost twice bigger than that (23.81%) appeared from those who showed the opposite view, indicating 'improvement'. The rest 26.67% of total the population confessed they do not find any difference from before. [Table 6]

[Table 6] Views on Parent/ Community Involvement since FPE

Response / School	Improved a Lot		Fairly Improved		Same as Before		Fairly Deteriorated		Deteriorated a Lot		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%	No	%
A	1	4.17%	7	29.17%	5	20.83%	8	33.33%	3	12.50%	24	100%
B	1	4.35%	5	21.74%	8	34.78%	6	26.09%	3	13.04%	23	100%
C	1	7.14%	5	35.71%	2	14.29%	5	35.71%	1	7.14%	14	100%
D	0	0%	3	15.79%	10	52.63%	5	26.32%	1	5.26%	19	100%
E	1	4%	1	4%	3	12%	14	56%	6	24%	25	100%
A-E	4	3.81%	21	20%	28	26.67%	38	36.19%	14	13.33%	105	100%

Source: Field Data, 2013

The PTA chairperson from School D explained that in general the gravity and frequency of parent/ community involvement in children's education and school activities differ according to time and money to spare. He added "so you find some have shown high involvement and some have shown no interest at all." His comment appeared to be parallel to the overall distribution of teachers' response presented in the table above.

Quantitative data given by teachers shed more light on the involvement of parents and community for the past years. Some noted that the involvement of parent and community has been weakened. One teacher from School A lamented that parents appeared to show indifference to what the school lacks or needs for educating their children, saying

"Parents changed their attitudes. They think it's free, really free. They want everything. They want the government to do everything. (...) They can't even buy books for their children. But previously they used to buy books for their children."

Another teacher from School E repeated in similar vein

"They (the parents) don't come, don't buy. They just don't care. When you tell them maybe! (They would do so). I used to teach grade sevens. I tried to talk to them 'Please buy these books, discuss these and these matter.' Eh! Only one or two would response me."

Secondly, among the teachers who reported they experienced 'improvement' in parent/ community involvement since FPE, some of the teachers said "not everyone but some parents" showed their constant interest and provided some help to the school. A deputy teacher from School C spoke with a tone of satisfaction

"In the recent years, parents come in numbers. There was a time when parents tried to run away from the school because they were thinking that the school calls them to ask for school fees. But since there are no school fees, they know they are free so that they just can come."

She added when parents come, they assist teachers and the school in a way that they "contribute their ideas" and "skills to share". She said

"When the parents come, they see how teachers are presenting, how their children are behaving in class then they make positive criticism. (...) If children are learning carpentry and parents do carpentering, they come and tell them what is need in carpentry. Not every parent does this but some come at their own time."

In sum, many teachers expressed their appreciation of the head teachers as they often provide useful help and advice. This is largely associated with the fact that head teachers has been provided opportunities to attend workshops and training to advance their capacity as a leader like managerial and instructional skills. However, teachers expressed their discontent toward weakened support

from parents and communities. Many said that parents now are more likely to stay away from school as they perceive FPE is the system of which government should take full responsibility.

5.2.5 Class Size

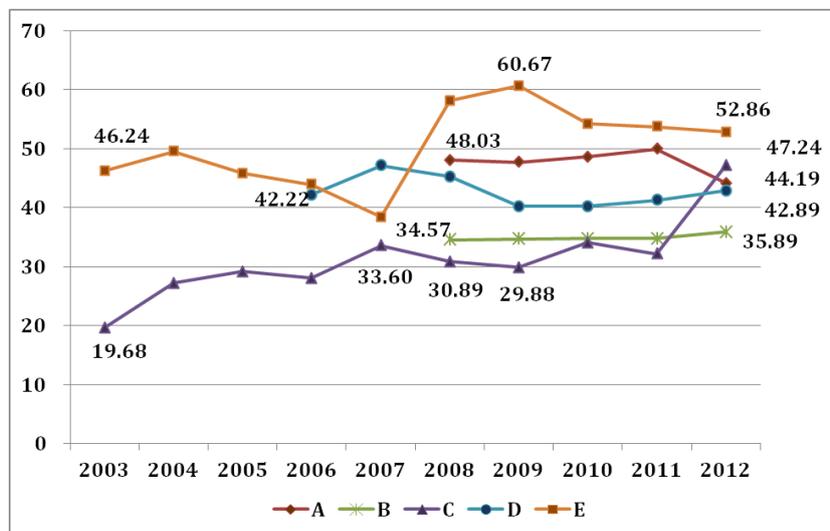
The study found out how the class size has changed in response to FPE and as a result what problems the teachers have faced. According to the school records of student enrollment by year, although data was not available in some years, it was revealed that the number of the students enrolled at primary level has shown a constant and gradual increase at all the sample schools with intermittent drops and bounces at certain periods. [Table 7]

[Table 7] Trend of Student Enrollment in Sample Schools since FPE

School / Year	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012
A	-	-	-	-	-	1537	1527	1556	1599	1591
B	-	-	-	-	-	968	972	974	975	1005
C	610	599	612	618	672	556	508	512	515	803
D	-	-	-	1351	1226	1178	1046	1128	1156	1201
E	1942	2081	1927	1846	1615	2440	2548	2277	2257	2220

Source: Field Data, School Profile from 2003 to 2012

Did the number of students enrolled actually affect on the class size? In this regard, the researcher calculated the average class size from grade one to seven at the sample schools in available years. The general trend was represented below. [Figure 7]



Source: Field Data, School Profile from 2003 to 2012

[Figure 7] Trend of Average Class Size in Sample Schools since FPE

Similar to the trend in the number of the students enrolled, the average class size of grade one to seven revealed a gradual increase during the applicable period. In addition, except school C and B the sample schools have had more than 40 students in one class which means that their average class sizes were bigger than the government standard. In case of School C, although the average class size at has been sustained below 40, it has been on an upward spiral all through the applicable period. Then as of 2012 the average class size eventually grew to more than 47. In addition, it was also noticed that despite of a temporary enrollment fall in 2004, 2008, 2009 the class size had barely decreased. The size, in fact, continuously increased or sustained almost the same level. In case of School D, the size has been maintained at the same level below 40. In this regard, the PTA chairperson mentioned "We are lucky in a sense that enrollment of this school is quite limited." According to his explanation, School D has been able to sustain smaller class sizes than the rest "because of the nature of this school". As was stated earlier, School D is "a grant-aided school meaning the grant is partially provided by a church. So the church has its limiting numbers of enrollment. At the

most, forty or less pupils." To sum it up, the study found that in all the sample schools the student enrollment has increased since the implementation of FPE and this led to the growing class size. Consequently 3 out of 5 have had the average class size surpassing the government standard of 40.

The study also examined how the teachers perceive the increased class size. Many said that "since you have a lot of children in one class, you cannot teach them properly." This actually implies that over-sized classes triggers a chain reaction touching on other factors of education quality like facility utilization, teaching method, classroom management, interaction and relationship between teacher and students, assessment and evaluation and teacher workload.

One teacher from School A, who teaches 49 students, said "it is not possible for me to reach out to everyone because there are too many. Now how is it possible within these forty minutes I can teach, deliver the important concepts in a subject to all the pupils? It's not possible." One teacher from School E even confessed she actually tried to appeal to the school administration to cut down the number of new entrants. What she was told from the administration was "there is no way administration refuses children who come to learn. No. That means they are killing them so we have to allow them. So bear with it." Another teacher from School A even confessed that she once had some parents who made a complaint about "congested classes". She said "so some of them transferred their child to other schools, where they found less pupils."

Interviews with teachers shed more light regarding the effect of enlarged class size on the practice of teachers. According to what the respondents mentioned, there are four major problems that they have due to oversized classes. These include difficulties in inspecting student's task, giving feedback, controlling student's behavior, and interacting with students during the lesson.

One common aspect of difficulties is inspecting and giving feedback to students. For instance, a teacher from School B lamented that it became a challenge for teachers to check whether the students have fully acquire the knowledge, skills and attitudes they are supposed to be able to do by the end of the lesson. In

addition, to provide appropriate feedback according to the inspection became even more difficult. She said in a concerned tone

"As population keeps growing, it's very difficult for you to mark like... sixty books. So it becomes a challenge on the marking. Then you're going to mark, just by marking not really paying particular attention to whatever problems that the pupils have. So it compromises... the remedial cannot happen."

Another teacher from School E made an additional remark on this matter. She said because teachers already have difficulties in inspecting and marking students' work, it becomes more difficult for them to look after "slow learners".

"The classes are big. And when classes are big, we find that to deliver all is difficult. You only concentrate on those that are moving fast. So those who are slow we don't usually take them. It's difficult to concentrate on those who are weak."

It became also difficult to control students' behaviors during the lesson. For instance, one respondent said that "it's not easy for the teachers to spread their eyes to nearly everyone in class." She added

"When we look at discipline, it's not easy to organize a large number of pupils. You know they come from different backgrounds with different behaviors. So, when there are many it becomes very difficult to control them. Class control. So much so that there is much confusion in big classes."

The last common aspect of difficulties is interacting with individual students. For instance, one respondent noted that the number of students she could

interact in a particular time in the lesson is limited. She said "everyone now is bringing child to the school, making the classrooms to be over-enrolled for the teachers, and making it less students for teachers to interact with, meaning, some students won't benefit." Similarly another respondent said that "If this happens like that, it is reducing the teachers to interact with pupils. So that pupils are not learning and the amount of knowledge to be delivered to the learners is less."

To sum it up, the study found that the average class size from grade one to seven at the sampled five schools has increased since FPE was implemented. Almost three quarters of the respondents has actually experienced such change in their own class. In addition, the average class size at three of these schools has surpassed the government standard of 40. In this sense, some respondents admitted that the increased class size has imposed hardships in their teaching performance.

5.2.6 Time of Instruction

The sampled 105 teachers were asked whether they perceive any decrease or increase in actual daily teaching and learning time that occurs in the classroom since FPE was implemented. More than half of the population (64.76%) reported that they indicate 'deterioration' and the figure is more than two times bigger than that of those who indicate 'improvement' (16.19%). The rest 20.95% reported that they could hardly tell any differences from before. More especially, in all the five sample schools the number of the respondents who reported 'deterioration' in teaching and learning time in the classroom surpassed 50%. The specific figure for each school was 70.83%, 56.52%, 64.29%, 52.63% and 76.00% at School A to E respectively. However, those who have the opposite view correspondingly took up 12.50%, 13.04%, 21.43%, 21.05% and 28% at School A to E.

Interviews with teachers revealed the three major reasons why they lose time for actual teaching and learning. The first is that time for teaching and learning is wasted waiting students to arrive at school especially in the morning. The second is that time is wasted switching 'shifts'. The third is that time is wasted

when break time is prolonged to allow the students to have meals which they skip in the morning. The last is that time is wasted when the teachers manage discipline.

A teacher from School A noted that time of instruction is often wasted in the morning session, especially because in the morning "quite a few numbers of pupils are late for school." When the researcher made a visit to schools and it was actually frequently witnessed that students come in late for school. Some of them came in amid the first period, and others came in when the first period almost ended. This was easy to find in School A, B, C and E. Teachers from school D also have the same problem. However, regarding the problem of the students being late for school, a Guidance and Counseling teacher from School D explained it might not be fair to put all the blame on the students. She said "We (the school) start quite early in the morning. Maybe six forty five or seven hours are too early for some pupils." She added "If we have enough facilities, so all these would come at the same time, then maybe few would come late. Maybe."

Regarding "sessions" that the teacher referred, the researcher collected more information how the sample schools organize the daily time schedule for teaching and learning. A deputy head teacher of School D provided the data on Master Time Table of the school and provided some background motivation for the school to have such time table. According to his explanation, since FPE was implemented "education became free, many pupils came to school. So to avoid the big numbers that a teacher would handle at a particular time, we found it worth to divide children into different sessions." The specific time arrangement for "sessions" could differ from school to school. When a school runs three sessions like morning, mid-morning, and afternoon session, the system work like below:

"We have three sessions. We have grade 1 to 4, these report at 7:00 hours and finish at 11:40. Then we have grade 5 to 7, these report at 7:00 hours and finish exactly at 12:00 hours. Then we have another session, mid-morning. Mid-morning they report at 11:40 and finish 16:20. This is for grade 1 to 4. Then we have afternoon session. For afternoon session, this is

for grade 5 to 7 and starts at 12:00 hours and they finish at 17:00 hours."

Taking School D which has three sessions as an example, the specific time arrangement is as below: [Table 8]

[Table 8] An Example of Session Arrangement and Time Allocation

Session	Time						
Morning	07:00-	07:40-	08:40-	09:20-	09:40-	10:20-	11:00-
	07:40	08:40	09:20	09:40	10:20	11:00	11:40
Mid-Morning	11:40-	12:20-	13:20-	14:00-	14:20-	15:00-	15:40-
	12:20	13:20	14:00	14:20	15:00	15:40	16:20
After-noon	12:00-	12:40-	13:40-	14:20-	14:40-	15:20-	16:00-
	12:40	13:40	14:20	14:40	15:20	16:00	17:00

Source: Field Data, 2013

In the aspect of time which is wasted during switching shifts, teachers noted that they make the last period short and "finish early to be able to clean the classroom for next class". They said in common, "you find when next class comes, you need to put the desks where they were, erase the board and wipe the floor for the next class. Because we share the classroom." A teacher from School C noted

"Maybe they rush through the last period for the next class. So you would find that instead of a teacher is teaching maybe six subjects per a day, maybe they compromise. Maybe they teach five subjects per a day instead of six subjects."

Wasting lesson time due to switching the shifts not only applies to the earlier session but also to the following session. This is because of the time delay made by the earlier session. A teacher from School E said

"Sometimes you wait until the pupils go home. They don't go immediately they finish. Sometime they clean, sometimes they wait their friends. Even for teachers, sometime they need to linger because of whatever work they have to finish before they knock off. So we wait."

Time loss also occurs when teachers spend time managing student discipline and marking students' work. Many of the respondents said they spend time calling students' attention to the lesson and admonishing students for misbehaving during in class. A teacher from School E indicated that

"It's impossible (not to spend time for student discipline during the lesson). Now we have sixty, seventy, eighty pupils in one class. Imagine one teacher teach these pupils. You see some make noise, some don't listen to you and some may just sit and do nothing. In one day, you may spend at least thirty minutes to control them, to make them behave appropriately."

Similarly, another teacher from School A deplored that

"Let's say I have given them an exercise I have to mark. Now if you have given out an exercise where they have write maybe five questions and answer five questions, then you multiply sixty by five, I have to tick. Like that... it would take me time to just handle one whole lesson. I have to teach other lessons. Other lessons like literacy take one hour. Now handing that one, then you go to another subjects and there are many. You'll find that other subjects suffer. You don't teach them."

In sum, the study found that in the sample of 105 teachers almost 65% indicated that the state of actual teaching and learning time has been deteriorated since the implementation of FPE. Some of the areas where teacher waste time of instruction include waiting for students who come in late in the morning, vacating

the classroom for next session, standing by awaiting earlier session ends, managing student discipline, and marking students' work.

5.2.7 Methods of Instruction

In this session, teachers were asked whether they have been able to apply various teaching methods through which they encourage learners to understand what they are supposed to learn more effectively since FPE was implemented.

In the aspect of adopting effective teaching and learning methods, 60% of the total population reported that there has been 'improvement'. Of these, 25.71% reported it has 'improved a lot' and 24.29% reported it has 'fairly' improved. However, 14.29% reported that there has been 'deterioration' in adopting teaching and learning methods. Of these 3.81% reported the state has 'deteriorated a lot' and 10.48% reported that the state has 'fairly deteriorated'. The rest 25.71% indicated the state has remained the same as before.

Interviews with teachers shed more light on why the respondents reported they have seen 'improvement' or 'deterioration'. For instance some said the performance of teachers improved as they prepare lesson in advance. Teachers said that they are now required to prepare lessons so that it became mandatory for them to hand in documents like Scheme of Work and Lesson Plans to their supervisors prior to they actually conduct a lesson. Then those supervisors including senior teachers, deputy head teachers, head teachers see whether methods were adequately chosen and time was properly allocated. In addition, when necessary they provide advice and help for teachers to revise their lesson. Many teachers noted that they found preparing lesson plans helps them to teach more effectively. Class observation results also confirmed that teachers actually referred to and followed the lesson plan when they taught.

In addition, the study was found now teachers favor methods of instruction that promote more participatory learning of students. For instance, a teacher from School B said

"We have improved in the sense that we have brought the learner at the center of education. We don't use the children as receptionist any more. We have used them as a source of information. So when we are teaching a lesson, what we do normally is we start from where the children know. (...) we involve them. We involve them for everything we do. In almost all the activities."

Her comments were echoed by another teacher from School E saying

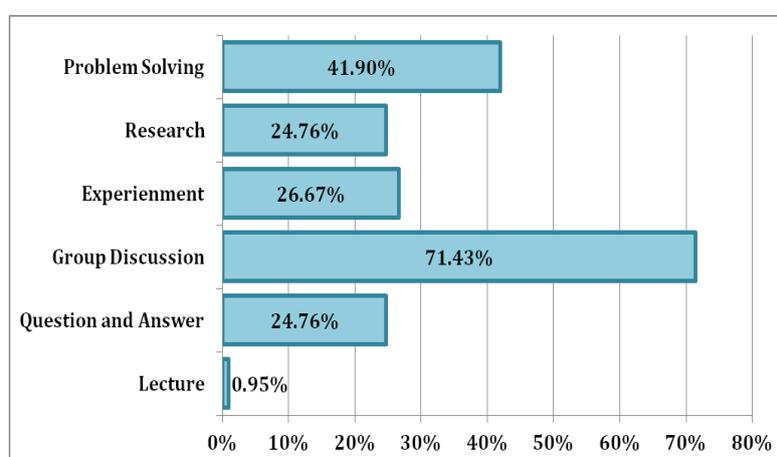
"Even the teaching methodology has changed. Like long time ago, most of teaching was done by the teacher talking, talking and talking but this time you involve pupils. They have to do their own work. So all of them, nearly the whole class participates in learning. It was maybe lecture type where you just tell child this, this, and this. But this time interaction pupil to pupil, teacher to pupil, and group work. Then it works. You can see that there's a lot of improvement."

Many of the respondent chorused they have learnt them from TGM. A teacher from school D said "at teacher group meeting everyone is learning. We discuss teaching methods, like group work, or group discussion, questions and answers. It helps. We are learning." Likewise a female teacher from School B said she also learnt a method which helped her to deal with gender issues and female students.

"We learnt a lot of things, like...how to handle girl child and what topic is appropriate for them. You know the nature of girl child is very sensitive so there are certain things which, when teaching, you are not supposed to mention to a girl child but you should find ways of handling that topic to a girl child. So now us, we teachers know how to do it properly."

More data was given by the respondents about the types of teaching and

learning methods they frequently have used. Teachers were allowed to name all the methods that they use frequently. The methods cited by the teachers include Group Discussion, Question and Answer, Research Method and Lecture. Among all, Group Discussion was selected as the most frequently used methods among all the participants. Almost 71% out of 105 teachers reported that they adopt Group Discussion the most followed by Problem Solving (41.9%). [Figure 8]



Source: Field Data, 2013

[Figure 8] Types of Instruction Methods Most Frequently Used

The nature of Group Discussion is that it improves learners' academic progression through motivating mutual collaboration and encouragement among learners (Alexopoulou & Driver, 1996). In addition, according to Sbrocco (2009, p.149), "students who participate in class discussion would consequently achieve better on academic achievement measures." For this reason, whether or not the teachers involved in this study intended, their preference for Group Discussion is likely to positively impact on the performance of learners.

Meanwhile, through the class observation the study notified that in classes where group discussion and work were used as the major method of teaching and learning it was often found that there is a clear set of routines. For example, the way they make groups, chose a group leader, pass around and share books, set to work

on the tasks assigned, and make a sign for a help. More importantly, students were often put into groups according to the level of performance and activities were differentiated accordingly. For instance, the activity given to a group of slow learners was simpler and lesser than that given to others. In addition, along with group activities, teachers also took a variety of other approaches and techniques in their lessons when necessary. For instance, some used a mix of whole-class teaching, group work, pair work and individual work at different stages of the lesson.

Despite that, some still reported that in reality challenges are still there to use 'learner-centered' or 'various' types of methods to handle large classes even when they want to do so. For instance one teacher from School A said "the government has encouraged the teachers to involve more learners in the lesson" and "teachers now know lots of different types of methods of teaching. However you know it's not always for us teachers to do what you know." He further explained the reason as follow:

"As teacher you would devise a method where certain things you include and other things you leave out. When there are a lot of pupils in class, there are more things that you would skip. Like you are just giving them little work to do, and sometime you're just giving a few examples. So that in the end maybe you are involving only a few of pupils in the lesson. As a result who suffers? It's the child now of which I wouldn't want. "

Another teacher from School C concurred with the previous opinion.

"It's very difficult for me to use various methods. Because from college we are taught to use different types of methods so that we can motivate pupils. But now in case class is very big, it's not easy. So usually we just use question and answer method and maybe also just a lecturing, although we are discouraged to use lecturing method. And then group work, it cannot

work. It becomes quite cumbersome."

In summary, the study found that in terms of adopting effective teaching and learning methods, more than half of the total population indicated that they have perceived 'improvement'. Many noted that since the government emphasized "learner-centered" teaching and learning, teachers utilize various methods that encourage students' participation like Group Discussion and Problem Solving. In addition, many even know how to transform those methods according to different characteristics of learners and topics to handle. Despite this, challenges still remain due to over-sized classes and some other complication that are associated with it.

5.2.8 Monitoring and Evaluation

In this session, the study examined whether the respondents perceive any improvements or deteriorations in monitoring and evaluating students' academic performance at school since the implementation of FPE. With this regard, views of teachers were mixed. 39.05% of the total population indicated 'improvement' in the execution of monitoring and evaluation for student performance. Of these, 11.43% reported there has been 'a lot of improvement' and 27.62% reported there has been 'a fair improvement'. However 37.14% of the total population reported that they have indicated 'deterioration'. Of these 32.38% said there has been 'a fair deterioration' and 4.76% said there has been 'a lot of deterioration'. Then the rest 23.81% reported that they have not perceived any differences from before.

Interviews with teachers further shed more light on their views. Many argued that "regular assessments have been undertaken" during the previous years. A senior teacher from School C reported that in most schools there is a policy about student monitoring and evaluation. She explained that by the policy teachers are made to "keep on giving the pupils exercises every week and keep this record. We (teachers) also give them (pupils) assessments upon finishing each topic and before moving onto the next topic." Once teachers keep such records, then "immediate supervisors like the head, the deputy and the senior teachers check

whether the teachers mark pupils' work." Sometimes the school also has external monitoring from District Education Board (DEB) to check on the same issue.

From the class observation, it was also noticed that in all the sample schools, teachers were required to make a file, called *Teacher's File*. The file contains a wide range of information such as Class List, Class Time Table, Scheme of Work, Lesson Plans, and Syllabus. In addition, information on student monitoring and evaluation such as Assessment Record, Pupils Progress Chart, Samples of Test Items, and Monitoring Instrument was also included in the file.

Apart from the regular assessments done by the policy, the respondents also argued that monitoring and evaluation has improved because the assessments are followed by "remedial work" which is given to the learners "from the teachers in areas where they're finding difficulties in terms of their learning". In this connection, a teacher from School B said

"It has improved in a sense that actually for those students who are not doing very well, just within the classroom area, the teachers do remedial. They spare thirty minutes before knocking off to attend to slow learners."

However, there were some other respondents who held the opposite view. They argued that monitoring and evaluation on students' performance has decreased because of two reasons. The first is that pressure for keeping records on student assessment by the policy has imposed too much work for the teachers. They argued

"Too much workload. That's the thing. Sometimes you may go around as they're writing, still you'll not finish because there are too many. So you find after marking two or three, you collect the books when we have free time, that's when you can mark, meaning too much workload."

In this connection, one teacher confessed "(because monitoring and evaluation takes time) we sometime rush through marking without paying attention to the pupils." This means that teachers mark what the learners have done but this is not necessarily accompanied with "enough support from the teachers in areas where they're finding difficulties in terms of their learning."

Furthermore, they raised a counterargument to the earlier statement of the opponents that "remedial work" has been given after assessment. They said "what we do usually is make them attend remedial class after school but this is not a part of school policy. This is done by individual teachers. So pupils have to pay money, 6 kwacha per a month, meaning not everyone benefits."

To summarize, it appeared that teachers' responses were mixed about whether monitoring and evaluation of students' performance has improved or declined since the implementation of FPE. Some argued that it has improved as the continuous assessment has been undertaken and evaluation records have been kept as they were required by school policy. In addition, remedial work has been provided to the learners who had difficulties following each assessment. However, others argued that it has deteriorated because teachers have been imposed too much workload so that this made them rush through lessons or mark students' work without providing adequate feedback to individual student. Furthermore, remedial work provided in the lesson was minimized. Whereas that provided in the supplementary classes are still available but it costs extra fees so that the beneficiaries are limited to those who could afford it.

5.2.9 Academic Performance of Students

Teachers interviewed were required to inform their views on the engagement and comprehension of students in learning based on their daily performance. The overall responses were as follow: 25.71% of the total population indicated 'improvement' in the academic performance of the students. Of these, 6.67% reported there has been 'a lot of improvement' and 19.05% reported there has been 'a fair improvement'. However 36.19% reported that they have indicated

'deterioration'. Of these 21.90% said there has been 'a fair deterioration' and 14.29% said there has been 'a lot of deterioration'. The rest 38.10% reported that they have not perceived any differences from before. This means the biggest population perceived that the academic performance of the students has remained the same as before.

More data was collected 3 teachers from upper basic level, which are grade eight and nine. The justification of inquiring the views of secondary school teachers is that they are those who take on the grade seven graduates as "the end products of free education". This means that they have known the initial academic performance of the precedent grade seven graduates when they progressed to upper level.

One teacher who held a skeptical view on the improvement in students' academic performance articulated that she has often frustrated at the fact that "even after explaining the concepts, they can't read, they can't write." She added what she can do with the students is "you just have to go with them." Another teacher from School A, in this same vein said that there are many whose level of comprehension and performance are well below par compared to the rest who are in the same grade. She said, reasons for such underperformance might be associated with complication of various problems that FPE brought out. She named, for instance, shortages of textbook, personalized attention and feedback, nature of students' characteristics and family support that affect malignant impact on students' performance. More importantly, the inefficient promotion system was accused of causing a vicious circle. Many said since the current promotion system allows students to progress to the next grade even when they might be below basic level for that particular grade. This appeared to also influence on morale of teachers. Some lamented that they are not able to either stop weak learners from progressing to the next grade or make them to repeat the same grade unless parents agree to do so. She noted that parents only care about sending their children to school but they do not care about what they actually learn at school.

"Because they (parents) know now it is free education, they don't mind whether their children are able to catch up in the school."

Being asked whether she has taken any actions or consulted with school administration, she said "there is nothing she (the head teacher) can do about it. You'll just continue. You can't say them 'you go back'. Then within the class, you are having a lesson, you teach."

However, one teacher from school C stressed it is natural to have a certain portion of "slow learners" or "weak" learners in a class so that it is unreasonable to accuse FPE of having such students. She noted

"Okay. Somehow maybe we can blame it (FPE) because that's what everybody says. So somehow it also contributed. But the slow learner...even before free education, there were failures. You know in a normal society, failures were there."

In addition, another grade eight teacher said she has not perceived any differences in students' academic ability to understand what are taught in upper level. She said "when they come in term one, they are very good. It's almost of the same."

In summary, the study found that the overall views of teachers on whether the performance of students has improved or declined were varied. Some said the performance has decreased because of various problems that FPE bought out like textbook shortage, large classes and reduced support from teachers. Hence now there are many students who even do not catch up the given level of learning contents at the grade they belong to. However others said that the performance of students has improved due to the availability of complimentary materials and learner friendly methods of teaching. Whereas the others said they could hardly tell any difference from before.

CHAPTER 6: RESULTS AND DISCUSSION

This chapter summarize the findings of the study presented in the previous chapter and discussed how they relate to other studies in the right of the research questions and objectives as well as to the concept of quality education proposed by the Input-Process-Outcome approach. The chapter also represents overall views of teachers on education quality offered at government schools in Lusaka District and a number of significant progress and problems that they have faced under FPE in delivering quality education. The findings were mainly identified through the in-depth interviews with teachers and class observations at sample schools.

6.1 Confusion over FPE Perceived Prior to Its Implementation

The findings of the study showed that when FPE was initially introduced, it received a wide welcome as the policy was put in place opposing charging of school fees. In consequence, consensus was made that FPE would be a milestone in Zambian education, as it opened the doors for children who would have otherwise missed an opportunity to access education. Such view was based on the fact that prior to the implementation of FPE, many, especially girls and children from poor families, were deprived of opportunities to attend school due to school fees.

However, with regard to the effect of FPE on the delivery of quality education, there were contradictory expectations. Some envisaged that FPE would help to mobilize resource for effective teaching and learning as it entails complimentary provision of textbooks and materials. In addition, they also expected that FPE would motivate children to attend school more regularly as the burden of paying school fees and buying materials is no longer imposed to them. However, others expected that FPE would make little or no improvements in providing quality education as it abolishes school fees without viable plans to cope with reduced levies from parents and corresponding measures to meet increased enrollment of students.

In fact, more than half of the total population included in this study

indicated that the actually achieved effect of FPE on improving the quality of education fell short of their initial expectations. It emerged that this is associated with the absence of preliminary assessment of the problems that might be caused by the implementation of FPE and adequate measures to cope with them. In addition, it also partially related to the fact that there was a gap between the intents and actual efforts of the Government to provide required resources and materials for the realization of FPE.

6.1.1 Absence of Sufficient Need Assessment

The findings of the study disclosed that the implementation of FPE did not entail with a sufficient need assessment with regard to facilities and equipment in order to cope with an influx of new students. In consequence, schools were made to stretch all available facilities and resources to the full and some even converted labs for science or home economics and staff rooms to classrooms. Nonetheless, the mass influx of students into school caused the congestion in classrooms and this affected teaching and learning activities. For instance, a teacher from School D reported that congested classrooms militated against comfortable conditions for physical movement of students so that it made teachers abandon some activities or methods of instruction that could facilitate students' learning. She said

"At least, when there were fewer students and classrooms were big enough to cater for them all, we used to have some plays, rhymes, and chant where you need to jump to do this, to do that. It was easy. But now most of teaching was done by the talking. Teachers talk and pupils talk, meaning we have to sit and work unlike long before."

This may imply that since the FPE policy was not accompanied with the understanding of actual capacities and needs of schools as well as the provision of funds that reflect such conditions so that this allowed the quality of education to be compromised. It was evident that expanded access to primary education has

exerted enormous pressure on the physical, human and material resources for teaching and learning. It appeared that such rapidly growing demand for resources was often beyond the actual capacities of the government of Zambia. In consequence, although there were remarkable improvements in the supply of some pertinent resources like textbooks, qualified teachers and facilities, the improvements have not been sufficient enough to cover the increasing demand. In addition, the adequate assessment about the urgent needs of schools based on their different capacities was not carried out. This, therefore, led to that the government funds were not disbursed in a way that schools which had fewer resources or facilities were given in preference to other schools to ensure smooth implementation of FPE.

6.1.2 Lack of Teacher Preparedness for FPE

For another instance, teachers together with school administrations failed to tap into the adequate information before, during and after the formulation and implementation of FPE. Teachers were brought in to simply execute the policy mainly as passive facilitator and not as active participants able to design or coordinate it. It should not be ignored that circulars were sent to schools and workshops were organized to inform teachers about the goals and rationale of FPE prior to its implementation. What it lacked, however, was that they only targeted the limited number of teachers who were randomly selected. Therefore, most of the teachers did not receive enough guide or information about FPE, thereby were caught off guard. A teacher from School B noted that

"You find that some things that the government brings up we fail to implement because we just learn on paper then we leave it just like that. At least, the way we see the policy changing, there is supposed to be the orientation and training for teachers so that they're able to facilitate what is in a new policy. But in a situation whereby just two teachers are picked and the information that is supposed to be catered for a week is catered in

a day, messages are not passed on to all the teachers."

Another teacher from School A said, in similar vein that

"What I think should be done is the government should put in some measures to guide the Free Education policy not just say because it's free everyone is allowed to come to school. Without clear guidelines and consultations with teachers, we are not getting quality education out of it."

According to Ogola (2010) and UNESCO (2005b) clearly stated that lack of preparedness of stakeholders, especially teachers, and adequate measures to protect education quality was one of the major factors that threatened the sustainability of FPE. Such argument may imply that Zambia's implementation of FPE without proper consultation and preparedness of teachers might also be one of the major causes that allowed the quality of education to be undermined.

6.2 Achievements and Challenges in Delivering Quality Education under FPE

Given that education quality could not be understood by isolating any of factors alone since they are interdependent (UNESCO, 2005a), the study examined the impact of FPE on the quality by distinguishing all factors separately as well as looking at them together. The findings of the research are as below: [Table 9]

[Table 9] Overall Views of Teachers on Education Quality since FPE

Quality Factor		Improved A Lot	Fairly Improved	Same as Before	Fairly Deteriorated	Deteriorated A Lot	Sum
Input	Textbook Provision	4.76%	9.52%	19.05%	25.71%	40.95%	100%
	Non-textbook Material Provision	13.33%	28.57%	21.90%	21.90%	14.29%	100%
	Facilities	13.33%	21.90%	26.67%	20.95%	17.14%	100%
	Furniture & Equipment	29.52%	42.86%	12.38%	11.43%	3.81%	100%
	Teacher Provision	37.14%	45.71%	17.14%	0%	0%	100%
	In-Service Training	17.14%	37.14%	23.81%	11.43%	10.48%	100%
	Head Teacher Performance	22.86%	30.48%	33.33%	8.57%	4.76%	100%
	Parent & Community Support	3.81%	20%	26.67%	36.19%	13.33%	100%
Process	Class Size	0%	0.95%	9.52%	18.10%	71.43%	100%
	Time of Instruction	0%	14.29%	20.95%	47.62%	17.14%	100%
	Methods of Instruction	25.71%	34.29%	25.71%	10.48%	3.81%	100%
	Monitoring & Evaluation	11.43%	27.62%	23.81%	32.38%	4.76%	100%
Outcome	Academic Performance	6.67%	19.05%	38.10%	21.90%	14.29%	100%

Source: Field Data, 2013

As is represented in Table 9, the overall views of teachers showed a few patterns. The first pattern is that teachers consider that the impact of FPE on the quality varies according to different factors of education quality. For instance, they perceived the quality in general has improved with regard to the provision of school furniture, equipment, qualified teachers, INSET, the performance of head teachers and the utilization of instruction methods. However, they viewed the quality has declined with regard to the provision of textbook, the maintenance of class size and the utilization of instruction time. Whereas their views were mixed with regard to the provision of non-textbook materials and facilities, the support from parents and community, and the monitoring and evaluation of students'

progress. This implies that teachers considered both improvements and challenges were equally made in these factors.

The second pattern is that improvements have been largely made in the aspect of input of education rather than process or outcome of education. This might imply that although the provision of physical, material and human resources has improved, those resources might have not been utilized to the best efficiency in a way they produce comparable outcome. According to Sifuna and Sawamura (2010) for the achievement of quality education, it is necessary that materials are adequately provided and they are used in an effective way. Similarly, Ogola (2010) also argued that when the provision of material is not combined with efficient process of education, it might be difficult to prevent quality being compromised. Therefore, the findings of the study may imply that despite of progress in the provision of some materials, facilities or teachers, the absence of efficient process of education such as to allow class size to become larger and time of instruction to be wasted might have undermined the quality of education.

6.2.1 Factors Facilitating the Improvement of Education Quality under FPE

Provision of Qualified Teachers and School-based Training: The study also examined about the provision of qualified teachers and continuous training for them as it has long been argued that teachers are particularly vital for the achievement of quality education (UNESCO, 2005a).

The school profile data reviewed for this study established that all of the teachers at selected schools have the necessary teaching qualification. Although the absolute quantity of teachers as an aggregated stock is still short of the demand compared to the number of student population which makes Pupil Teacher Ratio higher than 40, the finding, of the study at least, showed that teachers who are employed are adequately trained and qualified to be a teacher.

The finding is quite contrary to the situation of many other countries in which the quality of education declined due to the shortage of qualified teachers. For instance, in Lesotho the percentage of trained teachers steadily declined and in

2004 it was noted that almost one out of three teachers were untrained (Wiener, 2010). In fact, as was stated in the introductory part, the government of Zambia had taken a unique approach for the deployment of teachers. While others hired untrained teacher to make a dent in teacher shortage, Zambia from the beginning of FPE started making efforts not to recruit untrained teachers (Riddell, 2003; Tinker, 2011). In consequence, despite that the absolute quantity of teacher stock is still below the requirement to meet the growing population of students, teachers those who are in service at least have the necessary qualifications to be teaching.

On the other hand, teachers involved in this study also pointed out that achievement was made in the provision of INSET. They said, although the opportunities to attend government INSET were still limited, the utilization of school based INSET programs like TGM made a fair contribution to enabling them to advance their professional capacity. They also emphasized the operation of TGM focused on actual improvement of teacher capacity rather than certificate endorsement. Some delineated that TGM is "where we try to help out each other. (···) If I have difficulties maybe in teaching, maybe in division, sets then another colleagues who knows strategies for teaching sets demonstrates to all the teachers in that group. So in the TGM we share ideas and we learn a lot."

The finding of the study is quite contrary to the situation that took place in Malawi. In the late 1990s, Malawi suffered from the fact that more than 50% of its teachers were untrained so that more INSET was provided to them to help them to acquire requisite skills and knowledge to teach. Despite that, since INSET was merely used as a temporary means to upgrade certificates for untrained teachers, such training actually made little contribution to improve their pedagogical style or advance their content knowledge (Wiener, 2010).

In addition, it appeared that most of teachers appreciated TGM because it encouraged voluntary involvement of teachers and corresponsive support from school administration. For instance, they said "topics for TGM are chosen in advance before a new academic year starts. A meeting is organized to investigate the most common and urgent requirements among teachers in the school so that

TGM can meet the actual needs of teachers."

Implicit in this is that in schools covered in this study, facilitating school based learning community among teachers helped them to improve their skills and performance, in a situation where there are inadequate opportunities for them to attend INSET organized by the government,

Improvement of Head Teacher Performance: In terms of head teacher performance, more than half of the total population said that head teachers properly managed school activities and provided adequate support to teachers. In particular, with regard managerial capacity of head teachers, officers from District Education Board stated that when the government firstly introduced FPE, they organized and still are organizing in-service training for head teachers on the policy itself and the requisite capacity to successfully implement it on the ground level. Head teachers were trained on skills and knowledge about school management like textbooks procurement, curriculum management, supervision and accounting systems. It is evident from teachers that such training prepared school leaders fully for their task. Being asked whether they are satisfied with the way school leaders manage school and respond to their needs, more 99.05% of the total population reported that they are whereas less than 1% reported that they somewhat dissatisfied yet¹³. Especially it emerged that teachers were happy with that head teachers tried to encourage them to work toward student learning and lead them by *doing* rather than by *telling*.

The findings above are in counterpoint to that was discussed by other researchers (Fredriksen & Craissati, 2009; Ogola, 2010; Kipchirchir *et al.*, 2011). Fredriksen & Craissati (2009) argued that it was often found in countries pursuing FPE like Malawi, Ghana and Kenya that "quality was affected in schools where head teachers lacked sufficient managerial skills to handle multiple tasks such as

¹³ 38.10% indicated a 'high' satisfaction, 43.81% indicated a 'fairly high' satisfaction and 17.14% indicated a 'moderate' satisfaction. Whereas the rest 0.95% reported that they are 'fairly dissatisfaction'.

bookkeeping, supervising curriculum implementation, and teaching at the same time." He also pointed out that this was largely because "head teachers' heavy workloads left them insufficient time to effectively supervise class teachers on preparation and maintenance of professional records, work schemes, lesson plans, and actual teaching."(p. 149)

Here, it should be notified that due to time and fund limitation, the study did not involve head teachers to examine challenges and improvements that FPE brought out to them in terms of their performance as a school leader. As was stated earlier, the findings of the study are completely based on the perspectives of 105 teachers and several government officers. Hence to ascertain whether or not the finding of the study commonly applied to other schools in Zambia as well as why gaps emerged between Zambia and other countries. Despite this, many teachers and government officers concurred with that the relationship between head teachers and District Education Board as well as that between head teachers and teachers were fairly amicable. This may imply that head teachers made efforts to coordinate various stakeholders and take on a facilitator role in order to maintain quality education under the implementation of FPE. This was clearly evident in the statement made by District Education Standard officer:

"If we are not there, the head teachers are supposed to monitor to make sure that there is quality learning in the school. Because it's not always that we go to the school. But these people that I mentioned are always in the school. So they are the ones who should supervise that good learning is taking place in the school."

Provision of Classroom Furniture and Equipment: Almost three quarters of the whole population (72.38%) stated that improvements were made in school furniture and equipment like desks, and chairs. The study found that in schools examined in this study no child either sited on the floor and no teacher taught without a board. It is very contradictory to the finds conducted in other countries

which disclosed that many suffered from lack of desks and chairs (Fredriksen & Craissati, 2009), and even in more severe cases children had to sit on dusty floor (UNESCO, 2005b). In addition, while the study found that boards in sample schools were sizable to contain many examples and questions in most cases, others conducted, for example, in Kenya found that boards were not big enough to present core concepts without forcing learners to cope with a high speed if they have to be erased to write new ones (UNESCO, 2005b). [Figure 9]



Source: Field Data, 2013

[Figure 9] Furniture and Equipment Installed in Classroom

Utilization of Effective Instruction Methods: With regard to methods of teaching and learning, teachers involved in this study reported that they changed their classroom styles mainly from teacher-centered to learner-centered. This means that teachers now became to resort more participatory approaches to students' learning like Group Discussion, Problem Solving and Question & Answer.

In addition, some said since teachers have made efforts to use more effective ways of teaching that they learn at TGM and plan lessons in advance, the performance of teachers improved under FPE. [Figure 10]



Source: Field Data, 2013

[Figure 10] Lessons Conducted in Group Discussion and Question & Answer

The findings are contradictory to Moloi *et al.* (2008) and Ogola (2010) who indicated that in Lesotho and Kenya due to the problem of over-sized classes, teachers dismissed learner involvement so that a learner-centered teaching method was found to be lacking in most classes. As was stated earlier, the problem of large classes was also found in Zambia like the two countries and some teachers actually reported that it discourage them to use various methods other than lecturing. With this regard, O'Sullivan (2006) argued that what matters for good practice of teachers is not limited to the size of classes only. He argued that what is of importance is whether or not a teacher have effective strategies to handle large

classes like the way they organize and manage classroom, and the way they use basic teaching skills and techniques. Then he suggested the importance of effective training for teacher to prepare for teaching large classes. In addition, Boissiere, (2004, p.23) argued that "teachers who are skilled in active-child-centered methods of teaching produce better learning results." Arguments of the two researchers have implication for the findings of this study. That is, at sample schools most of teachers appeared to attend school based training where they learn various methods and strategies to handle largess classes from their colleagues. Furthermore it also appeared that they are aware of the importance of engagement of students for effective learning and have made efforts to turn into reality learner-centered education in class corresponding with it.

Periodic Monitoring and Assessment of Students' Work: The teachers in the sample schools covered in this study held different views about the execution of monitoring and evaluating students' performance. Some said that they were unable to monitor the performance and progress of students well because of the limitation of time that they could allocate for individual students during a lesson and the increased workload of teachers caused by over enrollment of students. They said since now there are too many students in a class, it is difficult for teachers to give personalized attention to all of them. In particular slow learners are frequently ignored or given less attention than brighter ones.

The findings of the study reconfirmed arguments made by Weiner (2010) and Ogola (2010). They indicated that when classes are overcrowded which is likely to be so in many countries pursuing FPE, teachers often end up changing the way they monitor and assist students. In particular, Weiner (2010) indicated some of the coping strategies that teachers take the most frequently are to reduce individual interaction, to assign less homework and to minimize feedback. Likewise Ogola (2010) also indicated that when teachers have heavy workload, teachers give less quantum of personalized attention and conduct less frequent tests on what has been taught to students. More importantly, both argued that reduced

monitoring and evaluation of students might lead to the decline in the quality of education and when this happens it is often likely to be slow learners who keep lagging behind. In this regards, many teachers said that they know without personalized attention and individual assistance, students, more especially weak learners, would not be able to fully understand what have been taught to them so that in the end they might leave school without having adequate skills and knowledge. Nonetheless, teachers said there is not much that they could do except the little efforts they make to mark exercise books of students, give them some remedial work and feedback they provide during or even after the lesson.

However, there were some other teachers who reported that efforts were made to undertake periodic assessment of students' work and keep track of the results of the assessment. Some even showed a stack of files that contained all the test results of students for a particular term. They said to monitor students' progress and keep a record of relevant data is now mandatory at any government basic schools so that when teachers are required to show they must be able to do so. In addition, they also noted that external monitoring and supervision by DESO from DEB played a role to encourage teachers to continuously monitor the progress of students. Implicit in this is that although challenges still remain in providing individualized feedback to all students, revitalized internal monitoring system more or less helped teachers to know specific difficulties students have and to take remedial measures when they could.

6.2.2 Factors Hindering the Improvement of Education Quality under FPE

Shortage of Teaching and Learning Materials: The study found out that one of the chronic difficulties facing teachers since the inception of FPE is a shortage of teaching and learning materials. As was founded in other countries like Kenya and Lesotho (UNESCO, 2005b; Morojele, 2012), lack of government budget and inefficiency in the procurement system were also accused of the major reasons for such challenges in selected schools. According to school record given by sample schools, in almost all the sample schools, Pupil Textbook Ratio was at best 2:1 and

in the worst case it reached up to almost 13:1. This finding is in line with the situation in Kenya and Uganda where "the situation on the ground often revealed ratios of 8:1 or 9:1" under the FPE (Wiener, 2010). The absence of textbooks for learners made it hard to do assignments at home, review what they previously learnt and preview ahead of class. More especially, it undermined the effective delivery of teaching and learning process and impeded the timely completion of syllabus.

For instance, due to the fact that students are made to share books, "when I (a teacher) gave that exercise for them (students) to start copying the examples, then it took a lot of time for them to start writing exercises." This sometime made teachers to dismiss one or two subjects they were supposed to teach in a certain day which means students missed out a chance to learn more. This finding confirms the argument of Boissiere (2004) that the poor academic performance of students in developing countries is highly associated with unavailability of textbooks. Given the fact that increasing the provision of textbooks is one of the most effective measures to improve the quality of education (Sifuna & Sawamura, 2010) it should be notified that the scarcity of textbooks in the classroom of sample schools is definitely serious impediment to delivering quality education as was also claimed by teachers.

However, in several cases teachers reported that through FPE pupils are now also getting free materials like pens, rubbers, exercise books and even mathematical sets. Although in some cases the material provided were not enough compared to the number of students enrolled, the provision was a big relief to learners whose parents were not able to afford and, most importantly, it hastened their learning. In addition, due to the provisions of free materials, learners were motivated to learn and absenteeism rates went down, which might be a breeding ground for quality education. Despite this, concerns still remained about the poor quality of materials. As it was found in Lesotho (Moloi *et al.*, 2008), the quality of material itself is also important for effective education because when materials in poor condition hardly facilitate learning. The overall finding about non-textbook

material is very similar to the previous study of Ogola (2010) in terms that it indicated the positive impact of FPE on the provision of free materials in Kenya. He noted that the provision of required materials like atlases, wall maps and globes were highly appreciated by teachers, parents and learners and made teaching and learning easier for teachers and learners.

Lack of Facilities. Being similar to teaching and learning materials, FPE created both challenges in the provision and maintenance of school facilities in all selected schools. It appeared that inadequate classroom space and facilities increased chronic congestion in classrooms and creates poor classroom interactions between teachers and students. Consequently, most of selected schools have recorded oversized classes since the introduction of FPE. In a severe case, the limited space and facilities leads the heads to turn children away and make them wait another year to register. This implies that lack of facilities not only creates uncomfortable conditions for exiting students but also militates against the rationale of FPE, to enable all children in school age to have an opportunity for education.

The finding is consistent with situations that occurred in almost all countries that implemented FPE. In these countries, the large influx of students in response to fee abolition led to the pressure on school facilities and equipment (Riddell, 2003). For instance Fredriksen & Craissati (2009) disclosed that it was widely noticed that schools use any temporary facilities to serve as classrooms due to the large enrollment of students and limited capacity of existing facilities. In addition, due to the overstretched teaching and learning facilities, adversely affect the performance of pupils (Ogola, 2010). This implies that in order to improve or at least maintain the quality of education under FPE, the government of Zambia is expected to provide the minimum necessary facilities to accommodate the increasing population of students.

Weakened Support from Parents and Community. From the findings of

the study, it emerged that one of the difficulties for teachers following the inception of FPE is weakened support and involvement of parents for school activities. In particular, the problem emerged from the attitude of the parent. According to teachers, most of parents subscribed to the view that because education was now free, they have no responsibilities to participate in school activities or to purchase necessary items for their children like textbooks and any other reference materials. Consequently, many teachers have become frustrated with the expectant and indifferent attitude of parents. Despite this, a few of teachers expressed their appreciation toward some parents who continued their support to teachers and schools through financial and non-financial contribution.

These finding of the study are partially in line with Riddell (2003) and others (Kadzamira & Rose, 2003; Kattan, 2006; Ogola, 2010). They indicated that in Kenya and Malawi, it was commonly found that since parents consider FPE as a system whereby education is utterly free, they understood that the government should pay and buy anything required for learning, such as facilities, materials and equipment. In consequence, in some cases where parents are able to help, they just stay away and shift all the responsibilities to the government. Whereas Ogola (2010) also indicated that a few of Kenyan parents at least attempted to make a contribution in ways that they inspect children's books at home and visit schools to monitor their progress. This is very similar to the way Zambian parents were involved in their children's learning and school activities.

Teachers involved in this study noted that such indifferent attitude and low participation of parents toward school activities might be because of confusion or misunderstanding over the meaning of free education and the role of parents. They said as now parents view FPE as a policy which relieves them of all responsibilities since it is free. However, to the understanding of teachers, although FPE lessens the financial burden of parents, given that the government only provides limited amount of resources and funds support from parents are very critical to provide quality education for students. Based on the different understanding over FPE between teachers and parents, it appeared that what is lacking is a clear guideline

or information on FPE by the government. A parent who sends three daughters to one of the schools covered in this study noted that when FPE was introduced what she heard through the media is that education is now free. Other than this, she said, no other information was given to her over the role or responsibilities that are required to her for FPE. This implies that lack of information or guidelines for parents to recognize their responsibilities in the implementation of FPE resulted in the weakened support from them.

Oversized Classes: It is evident from teachers that an increased enrollment of students in response to school fee abolition of FPE posed serious challenges to maintain a decent level of student number to be handled in one class. In addition as of 2013 in nearly every sample schools the class size that respondents had was larger than 40 and even in a serious case it was about 60¹⁴. In this context, more than 70% said they are unhappy with the current class size that they have to deal with.

It was, in fact, revealed in this study that the average class sizes in the sample schools appeared to have gradually increased for more than a decade till lately. In consequence, many teachers said the complications associate with burgeoning classes made it less effective for them to teach, interact, assist, and monitor students. This frustrates teachers' efforts to improve the quality of education. For example they said indiscipline became common, classroom management became congestion hindered, and slow learners became ignored. Some said

"I think the quality of education will go down, if there is no measure.

¹⁴ As of February, 2013 average class sizes at primary level in sample schools are 49.25 46.08, 43.36. 47.05 and 65 for School A to E respectively. The average of all was 51.13. It should be notified that when the study was conducted, registration for new academic year was in the process. Thus the figures might be different with formal result of the government which is normally revealed at the end of the academic year. In addition, the figures are only applicable to the respondents involved in the study.

Because if the classes are too much, if it is large class and the teacher ratio to the pupils is not coming up, then the quality of education which we need to get out of those pupils won't be there. You cannot go over 100 for teaching. That is preaching, not teaching."

The responses are very similar to what was revealed by previous studies conducted in Kenya, Lesotho, and some other countries pursuing FPE (Kenya, 2008; Moloji *et al.*, 2008). In these countries teachers concurred that is a situation where there are large classes, it is hardly possible to organize lessons to involve every student or take a control over them leading to the quality of education quality was compromised.

In fact, researchers argued that to keep the class size manageable is one of the most important measures to improve education quality since it is widely relates to material utilization, time of instruction, and even relationship between teachers and learners (Boissiere, 2004; UNESCO, 2005a; Tawil *et al.*, 2011). For instance, Boissiere (2004, p. 21) claimed that "smaller class size minimizes disruption and allows teachers to give more individual attention to students, thereby increasing the effective time of instruction." Likewise Ogola (2010) argued that in a situation where there are large classes, classroom interactions are consequently lessened leading to individual interaction is way more weakened accordingly. In addition, William (2001) also claimed that regular feedback of teacher enable students to learn more effectively. Therefore there should be no denial that the problem of large classes that was found in most of all sampled school is a serious impediment to delivering quality education for students.

Chronic Loss of Instruction Time: Teachers' use of time is also known to be one of the principal determinants of academic achievement of students (Sifuna & Sawamura, 2010). Nevertheless, the study established that at sample schools there was a chronic loss of instruction time due to inefficiencies in management system both at classroom and school level. Time loss occurred at school level in pursuance

of installing double-shift system and arranging time table. Time loss also occurred at classroom level in pursuance of student supervision and discipline in a situation where one teacher caters a big number of students.

Double shift arrangement was originally adopted to ease congestion in classes and make teaching more manageable in many countries pursuing expanding access to education (Ogola, 2010). So it was at government basic schools in Zambia. However, it was noted that since the morning shift starts in very early in the morning like 6:45 or 7:00, it often resulted in conniving with students to be late for or absent from school. In addition, since classrooms are shared by different sessions, teachers and students are pushed to vacate classrooms after each session. Thus time tables were squeezed to cover 6 or 7 periods per a day without much of break time.

However, in reality it was often noted that teachers arbitrarily allow students to take a break because otherwise they would easily lose attention and feel fatigue during the lesson. In consequence, teachers often skip certain subjects which are supposed to be covered for a day. Likewise, time was wasted when teachers are made to deal with large classes students. Many said in a situation where classes are too large, teachers have difficulties taking full control over students and this often leads to students' indiscipline and misbehavior in class. In consequence, it made teachers became more likely to spare instruction time to instilling discipline in students instead of covering the syllabus.

The findings of the study are well matched with that of Ogola (2010) and others (Sifuna & Sawamura, 2010; Wiener, 2010) who indicated that the problem of students' indiscipline and misbehavior in class routinely defied effective instruction and time management of teachers. In fact, Benavot (2003, quoted in Boissiere, 2004) investigated factors that affect instruction time that teachers and learners actually spend on task in developing countries. In his study he disclosed that instruction time was often reduced due to various problems like large classes, overstretched facilities, lack of materials and teacher absenteeism in those countries. More importantly, he suggested that increasing actual instruction time

would improve learning achievement of students. Implicit in his arguments might be that the loss of and ineffective use of instruction time that were frequently found at sample schools is obviously a serious impediment to delivering quality education as was stated by teachers.

6.3 Overall Effect of FPE on the Academic Performance of Students

Boissiere (2004) argued that to examine the performance of students, it is essential to track their progress over time. This may in fact explain why it is of importance to understand the daily practice and attitude of students during the learning in class. It was clear from the findings that the views of teachers fairly mixed. That is the claims of the three sides indicated the positive, negative and indistinct influence of FPE on the improvement of students' academic performance.

On the one hand, some said the performance of students improved with support from policy packages that came along with FPE such as various learning materials, learner friendly teaching and learning methods, conducive facilities and equipment as well as changes of societies that made more information and informal learning available to students. This finding seemed to suggest that effective learning for students at school is not necessarily affected by a classroom experience but a combination of classroom and outdoor experiences. On the other hand, other noted the performance of students declined mostly due to large classes which made it hard for teachers to distribute materials, cover the syllabus in time and give personalized attention.

The overall findings of the study seemed to suggest that effective learning for students at school would be ensured only when there are adequate inputs provided to and efficient process developed together. As was disclosed above, schools covered in this study came across both benefits and challenges in response to the inception of FPE. Where improvements were made mainly in the provision of inputs, problems were left unsolved in the way they are used and managed. This might explain why there were mixed responses of teachers to the performance of students as an end product of education. This was well summarized by one

respondent who said

"Generally, it (FPE) has some pros and cons about it. The good things are like I said, we have high enrollment, good attendance, materials, capable teachers, desks and chairs. But as you see we don't have enough books and facilities for pupils. So I think only if the government can champion some of the issues I mentioned, there is a potential for the improvement of pupil performance with regard to free education."

Suffice to say several studies (UNESCO, 2005a; Barrett *et al.*, 2006; Sifuna & Sawamura, 2010) have made a similar argument emphasizing that for the improvement of educational outcome, the performance of learners would require a combination of quality inputs and efficient process within which those inputs interact with. Their argument seemed to justify that the study concludes despite some progress, little or no improvements were made in the performance of students due to the deficiency of balanced mixture of quality inputs and process.

This chapter interpreted and discussed the research findings that were presented in the previous chapter. It discussed them in light of various factors of education quality and experiences of other African countries that also pursued FPE. The study found out that in Zambia the impact of FPE was contradictory depending on different factors of education quality. This is based on the findings that there was an improvement in the provision of qualified teachers, school based training for teachers, basic learning items for students and equipment in classroom as well as the utilization of instruction methods, while there was a shortage in the provision of textbooks and facilities compared to the increased number of students as well as the maintenance of class size and instruction time. In consequence, the performance of students as the end product of education shows that the impact of FPE on the quality of education in selected schools has been more or less not much contributory.

CHAPTER 7: CONCLUSION AND RECOMMENDATIONS

This chapter summarizes the results of the study. Based on the major findings, the chapter makes suggestions to improve the quality of education at selected schools under FPE. It also attempts to make the necessary recommendations and implications for further study.

7.1 Conclusion of the Study

The abolition of school fees as a means to universalize primary education has been adopted by a number of countries in Sub-Saharan Africa. Having committed itself to EFA, Zambia implemented FPE in 2002. FPE applied to all the government primary schools in the country. When the policy was initially introduced, many people expressed their support and appreciation, as they believed it would open the doors for everyone, especially for those who would have otherwise miss an opportunity of education. They also had an expectation that FPE would help schools to optimize resource utilization as it entails with government's contributions of materials for instruction. For instance, under FPE students are provided free textbooks, pens, notes, chairs and desks which are critical for effective learning. Teachers are given reference books, chalks, chart papers, and pens which help them to prepare lessons and perform better in the classroom. It was, therefore, expected that the quality of education was bound to improve. Nevertheless, voices of concern were also raised about challenges in delivering quality education under FPE. For instance, some projected FPE would increase student population and make school facilities overstretched accordingly. Hence, it was expected that the quality of education was bound to decline.

In this context, the study investigated the long term effect of FPE on the quality of education with a particular focus on the perceptions and experiences of teachers. Teachers from five primary schools in Lusaka District were involved in the study and data was collected from the interviews and questionnaires conducted with them. From the information given by teachers, it appeared that the

effect of FPE on the delivery of quality education was mixed one depending on different factors of education quality. In a nutshell the major achievements and challenges in delivering quality education faced by teachers under FPE in government primary schools that emerged from this study are as bellow:

Achievements:

- Despite that the absolute quantity of teacher stock still remains as a critical setback, the recruitment of qualified teachers at all government schools is clearly one of the major accomplishments that have been made under FPE for the improvement of education quality.
- The utilization of school based INSET programs like Teacher Group Meeting (TGM) made a fair contribution to enabling teachers to advance their professional capacity and cooperative learning environment.
- In-service training for head teachers provided by the government improved their managerial skills and this enabled them to provide professional support to teachers for effective teaching.
- In all selected schools, almost all classrooms are equipped with the adequate number of school furniture and equipment (i.e. desks, chairs, blackboards, storage cabinets and bookshelves) to accommodate all students and most of them are in a fairly good condition.
- Teachers are able to resort various methods of instruction to increase participation of students in class in order for effective learning.
- To monitor students' progress and keep a record of relevant data is commonly done at government primary schools and this enables teachers to provide necessary feedback and remedial works to students.

Challenges:

- Lack of government budget and inefficiency in the procurement system undermined the sufficient and timely delivery of teaching and learning

materials, especially textbooks and this allowed classroom instruction to be less effective.

- Inadequate school facilities increased chronic congestion in classrooms and this created poor interactions between teachers and students and uncomfortable conditions for the learning of students.
- Lack of guidelines for parents to recognize their responsibilities and roles in the implementation of FPE resulted in the weakened support and cooperation from them.
- Complications associate with burgeoning classes made it less effective for teachers to teach, interact, assist, and monitor students and this allowed that the learning of students to be undermined.
- There was a chronic loss of instruction time due to inefficiencies in school and classroom management mostly caused by overpopulation of students i.e. to spare instruction time to instilling discipline in students instead of covering the syllabus.

7.2 Recommendations

Based on the findings and suggestions by the respondents, the study would make the following recommendations for the successful realization of FPE.

Improve School Facilities and Learning Environment: The mass influx of student population into school in response to the implementation of FPE has overstretched school facilities to the limit. Consequently, the teaching and learning environment became less conducive than before under FPE. On bases of this, there is need to build more schools and classrooms and to install adequate sanitation facilities such as water and toilets. Heneveld and Craig (1996) in their research on school quality and effectiveness in Africa argue that to ensure conducive school facilities contributes to student learning. In addition, Boissiere (2004) in his research on the determinants of academic achievement in developing countries

stresses that the quality of those facilities increases the learning of students. This implies that it is of necessity to maintain school facilities at reasonable standards of quality once they are provided. Therefore, attentions should be also given to maintenance and repairs of the existing facilities.

Provide More INSET and Intensify the Culture of Learning Community: One of teachers interviewed in this study noted that if the quality of education has improved since the inception of FPE, she would give a credit to teachers who made efforts to apply themselves to the best of their abilities. She emphasized that

"You know as a teacher, you have to be resourceful. For example, when you have few books for pupils to read, then you have to research the best way to motivate them. You do improvise, you use local materials and if you have to, you also search strategies to make learning enjoyable without books."

Thus there is a need for the government to consider increasing INSET for teachers. In particular, given the fact that most of teachers were ill-prepared to teach students with diverse background or large classes prior to FPE, it is recommended to train them on effective ways of instilling discipline, encouraging participatory learning of students as well as classroom management skills.

In addition, the results of this research also indicated that in a situation where the absolute quantity of resources for teaching and learning is limited, the performance of teachers and head teachers is very critical. This is because the way resources are mobilized and converted greatly depends on their competence. For instance, from the findings of the study it appeared that when teachers were aware of various methods of instruction, they were more likely to promote the attainment of students by encouraging participatory learning. For another instance, when head teachers had adequate managerial skills, they were more likely to sensitize teachers on their role in effective teaching and maintain conducive school environment despite limited subsidies from the government. Not only that, the

study also noted that in a situation where books or reference materials lack to cater all students, lessons are often conducted largely relying on what teachers know and have. It is, therefore, important to ensure that teachers are given constant opportunities to advance their knowledge and skills.

Moreover, to consolidate a collective learning culture among teachers is important when especially there are limited opportunities for them to attend formal INSET. With this regard, Altrichter (2005) stresses that when teachers are encouraged to create a collegial relationship like filling in gaps of qualification and motivation that individuals have through collective learning, it enables them to work more effectively. Given that the results of this study disclosed that teachers appreciate TGM as a valuable channel through which they could exchange useful ideas and motivate each other, more regular operation of TGM might be an easy but practical way to create such environment.

Promote Public Awareness of FPE and Encourage the Participation of Parents and Communities. The findings of the research showed that when FPE was initially introduced in Zambia, teachers and parents were not given adequate information on what roles they should take in its implementation. Most of teachers were neither consulted in the process of policy formation nor given sufficient guidelines for the policy implementation. Consequently they were not prepared to take a decent care of students in a situation where a sudden increase of enrollment made the facilities overstretched and worsened the shortage of materials. As parents misunderstood that FPE is a policy for which the government takes all the responsibilities, it killed community initiatives in assisting with funding and participation.

Heneveld and Craig (1996) argue that active involvement of parents in various forms such as serving as the information source or assistance in classes, and the audience or surveillant for school activities improves the quality and effectiveness of school. It is, therefore, of necessity for the government of Zambia to develop an effective communication strategy whereby teachers are regularly

informed of what they should do to ensure the success of FPE. Not only that, the government should conduct sensitization campaigns to enable parents to understand their roles in implementing the policy. Furthermore, schools should organize regular and open meetings with parents to inform on the progress of FPE.

Increase both Internal and External Monitoring: Teachers reported that monitoring of school activities and affairs like the performance of teachers and students, school environment, procurement and accounting helps schools to improve the quality of education they offer. The study found that there are two different monitoring systems that government primary schools have to examine the quality of education. One is the internal monitoring which is done within the school by teachers, parents and school administration. The other is the external monitoring which is done by the government officers like DESOs. According to the deputy head teacher of School C, the later often entails the general snapshots of the school like sanitation, facilities and equipment whereas the former entails more of classroom performance. It is thus recommended that the government enhance both of the two monitoring systems according to different purposes and interconnect them to improve the quality of education.

7.3 Implications for further Research

It is clear that the area of this study needs further elaborate studies. The following are the recommendations. The first is that there is need to do tracer studies on graduates from primary education to examine their performance at higher level of education. The second is that there is need for more evaluative study on the quality of education in rural districts to examine what different improvements and challenges that FPE brought about from urban districts. This is based on the frequent remarks of teachers that "I'm not sure about other district but here..." In addition, although it was not presented in this study, the grade 7 national examination data given by ECZ showed the difference in the scores among districts.

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APPENDICES

[Appendix 1] Form of Questionnaire

Questionnaire

※ Dear Teachers, this is a study about Teachers' perspectives on education quality offered at Basic Schools in Lusaka, Zambia since the implementation of Free Primary Education (FPE). The study requires you to present your opinions and general remarks on education quality. It would take 15-20 minutes to complete. The information you provide will be only used for academic purpose and treated as confidential. Thank you for your participation in advance.

※ Please tick, put figures and write your opinions in the spaces provided

Section A: Academic and Career Background

1. Age: 31–40 [] 41–50 [] 51–60 [] Above 60 []
2. Sex: Male [] Female []
3. Position: Teacher [] Senior Teacher [] Deputy / Head Teacher []
4. Type of Employment: Contract / Temporary [] Permanent []
5. Possession of Teaching Certificate: Yes [] No []
6. Highest Degree to obtain:
Certificate [] Diploma [] Bachelor [] Master []
7. Years of Service: 13–17 yrs [] 18–22 yrs [] 23–27 yrs []
8. What grade do you teach? Grade []
9. What is your class size? Boys [] Girls [] Total []
10. Are you comfortable with current class size of yours? Yes [] No []
11. Please choose all the teaching methods you use frequently (You may name others)
Lecture [] Question and answer [] Group discussion []
Experiment [] Research method [] Problem solving []
Others []

Section B : Initial Expectation toward FPE

	Not at all	Barely	Neutral	Moderately	Extremely
12. Did you support FPE when it was initially introduce?	1	2	3	4	5
13. Did you think FPE would assist schools to widen access to education for more children?	1	2	3	4	5
14. Did you think FPE would help schools to provide quality education ¹⁵ ?	1	2	3	4	5
15. Compared to your Initial expectation, has education quality offered at basic schools actually improved since FPE?	1	2	3	4	5

Section C : Comparison of Education Quality Before & After FPE

<u>• How the condition of following items has changed at your school since FPE?</u>	Decreased A lot	Fairly Decreased	Same as before	Fairly Improved	Improved A lot
16. Provision of Textbooks for Learners	1	2	3	4	5
17. Provision of Non-textbook Materials like Pens, Exercise books, Rubbers, Rulers, Wall charts, & Manila paper	1	2	3	4	5
18. Provision and Maintenance of School Facilities like Classrooms, Laboratories, Toilets and Sewerage	1	2	3	4	5
19. Provision and Maintenance of Classroom Furniture and Equipment like Desks, Chairs, and Boards	1	2	3	4	5

¹⁵ Please be kindly informed that in this survey, quality education is defined as a status in which input (material, facility, teacher, head teacher leadership), process (teaching method, class size, lesson organization, monitoring and evaluation) and outcomes (student's academic performance) are in an adequate and effective condition in terms of quantity and quality.

	Decreased A lot	Fairly Decreased	Same as before	Fairly Improved	Improved A lot
20. Provision of Qualified Teachers	1	2	3	4	5
21. Opportunities for INSET	1	2	3	4	5
22. Head Teacher Performance	1	2	3	4	5
23. Parent & Community Support	1	2	3	4	5
24. Class Size Maintenance	1	2	3	4	5
25. Actual Time for Teaching & Learning	1	2	3	4	5
26. Lesson Preparation	1	2	3	4	5
27. Use of Teaching & Learning Methods	1	2	3	4	5
28. Student Discipline	1	2	3	4	5
29. Teacher- Student Interaction	1	2	3	4	5
30. Student Monitoring and Evaluation	1	2	3	4	5
31. Student Involvement in Lesson	1	2	3	4	5
32. Academic Performance of Students	1	2	3	4	5

33. Please choose three items from above that **SHOULD BE IMPROVED** as an imperative and give reasons. You may name different items.

- 1)
-
- 2)
-
- 3)
-

[Appendix 2] Forms of Interview

Interview Guideline for Teachers

1. Participant's background & attitude toward education

- What was the motivation to become a teacher?
- What is your definition of good quality education?
- What are the most important values you place on education?

2. Participant's Understanding of FPE

- Were you adequately informed about the policy of FPE?
- What do you think the most important rationale of FPE?
- Do you think the government should provide free education?
- What do you think the role of teachers for the achievement of FPE?

3. Participant's Recognition of Education Quality

- What factors do you think affect quality of education the most?
- What policies should be implemented to ensure quality education?
- Who do you should be involved to ensure quality education?

4. Participant's Perspectives on Education Quality Before and After FPE

- What do you think the biggest achievements that FPE brought out?
- What do you think the biggest challenges that FPE brought out?
- What particular weaknesses of FPE have created such challenges?
- How has textbook shortage affected the performance of students?
- How has inadequacy of school facilities affected teachers and students?
- How have you and your colleagues improved pedagogical capacity?
- On what aspects and when do you ask for help of head teacher?
- Why do you think parents' involvement in school activities has reduced?
- How has over-enrollment affected the performance/ relationship of teachers and students?
- Why the actual amount of teaching and learning at school has decreased and how has this affected on the performance of students?
- How has FPE affected monitoring and evaluation of student work?
- Does your initial expectation match with your current evaluation of FPE?
- What do you think the short term and long results would be like if the current situation sustain?
- What actions do you wish to be taken for quality education under FPE? And what are the roles of teachers/ head teachers/ government?

Interview Guideline for Head/ Deputy Head Teachers

1. Participant's background & attitude toward education

- What was the motivation to become a teacher?
- What is your definition of good quality education?
- What are the most important values you place on education?

2. Participant's Understanding of FPE

- Were you adequately informed about the policy of FPE?
- What do you think the most important rationale of FPE?
- What do you think the role of school leaders for the achievement of FPE?

3. Participant's Recognition of Education Quality

- What factors do you think affect quality of education the most?
- What policies should be implemented to ensure quality education?
- Who do you should be involved to ensure quality education?

4. Participant's Perspectives on Education Quality Before and After FPE

- What do you think the biggest achievements that FPE brought out?
- What do you think the biggest challenges that FPE brought out?
- What particular weaknesses of FPE have created such challenges?
- What particular strategies has your school used and will your school use in the future to solve textbook shortage/ facility inadequacy?
- How closely have you worked with teachers to ensure quality education?
- On what aspects do teachers ask for help and how do you response?
- How has the reduced support of parent affected your school? What strategies have you used or will you use to involve more parents in school activities?
- How has over-enrollment affected education quality at your school?
- Does your initial expectation match with your current evaluation of FPE?
- What is your view about education quality offered at your school match with that of teachers, students and parents?
- What do you think the short term and long results would be like if the current situation sustain?
- What actions do you wish to be taken for quality education under FPE? And what are the roles of teachers/ head teachers/ government?

Interview Guideline for Government Officers

1. Participant's Recognition of Education Quality

- What factors do you think affect quality of education the most?
- What policies should be implemented to ensure quality education?
- Who do you should be involved to ensure quality education?

2. Participant's Understanding of FPE

- What do you think the most important rationale of FPE?
- What are the role and responsibility of your institution for FPE?

3. Participant's Perspectives on Education Quality Before and After FPE

- What do you think the biggest achievements that FPE brought out?
- What do you think the biggest challenges that FPE brought out?
- What particular weaknesses of FPE have created such challenges?
- How closely have you worked with teachers and school administrations?
- How often do you monitor or supervise education quality of basic schools?
- Could you name one or two schools that have been known to provide good quality education? Why do you think they have outperformed?
- Could you name one or two schools that have been known to provide poor quality education? Why do you think they have underperformed?
- What particular strategies has your institution used and will your institution use to help teachers and schools to improve education quality?
- What are the priorities of your institution to improve education quality?
- How much budget have your institution allocated and will your institution allocate to implement such strategies?
- Does your initial expectation match with your current evaluation of FPE?
- What do you think the short term and long results would be like if the current situation sustain?
- What are your general remarks about FPE and what suggestions would you provide to teachers for the successful achievement of FPE?

[Appendix 3] Forms of Classroom Observation

Class Observation Guideline					
School []	Teacher[]		
Class/ Grade []	Lecture/Topic []		
Date[]	Time []		
Instructional Setting/ Learning Environments					
No. of students: Total [] Boys [] Girls []					
Teacher Pupil Ratio:					
Textbook Provision:					
Effective Instruction	Very Bad	Bad	Fair	Good	Very Good
Preparation and Use of Lesson Plan					
Time Management					
Effectiveness of Teaching Strategies					
Language: easy to understand? Clear instruction?					
Effective Material Utilization					
Adequate Material and Presentation					
Teacher movement in room: Equal attention to students?					
Interaction with Students					
Student Participation					
Adjustment of Lesson to the level of student's ability?					
Student Discipline during Lesson					
Provision and Evaluation of Student Work/Assignments					
Note					

[Appendix 4] Form of School Profile

School Profile						
1. Basic Information						
• School Name						
• Location		• Year of Foundation				
• Major Characteristics of Surrounding Community						
2. Facilities						
• Number of Classrooms		• Number of Toilets		• Number of Labs		
3. Teachers and Student Characteristics						
• Student Enrolled by Year	2001	2002	2003	2004	2005	2006
	2007	2008	2009	2010	2011	2012
• Total Stock of Teachers by Year	2001	2002	2003	2004	2005	2006
	2007	2008	2009	2010	2011	2012
• Number of Qualified Teachers by Year	2001	2002	2003	2004	2005	2006
	2007	2008	2009	2010	2011	2012
• Progression Rate by Year	2001	2002	2003	2004	2005	2006
	2007	2008	2009	2010	2011	2012

[Appendix 5] Note to Research Participants

Letter of Information & Consent Form

Researcher: Jeongmin LEE
Affiliation: Seoul Nat'l Univ. Rep of Korea
Contact Info: jmonly0730@gmail.com

INVITATION TO PARTICIPATE IN RESEARCH

You are being invited to voluntarily participate in a research study. The purpose of this study is to investigate how education quality in primary schools in Zambia has been affected by the implementation of Free Primary Education policies. You are being asked to take part in this study as you have served in a teaching profession in schools of Kenya so that I consider your experiences and opinions are very valuable and important to understand the dynamics of education in Zambia.

PURPOSE OF THE STUDY

This study is designed to investigate how the quality of education in primary schools in Zambia has been affected by Free Primary Education and what challenges and improvements have been made. In particular, this study seeks to know what the views of teachers are about these issues.

PROCEDURES AND DURATION OF RESEARCH

This study will involve a number of teachers from government primary schools in Lusaka. All participants are to be invited to a face to face interview. The interview will include questions about your knowledge, attitudes, opinions and experiences about teaching practice, interaction with students, and school life as a teacher and so forth. The interview will take about thirty minutes to complete and. It will be audio taped and a typed transcript will later be made of the tape.

CONFIDENTIALITY

Any information collected about you during the study will be kept confidential. If the results of the study are published, your personal information such as name, phone number and email address will not be presented in the paper. They will not be released in any other routes, either.

• Signature: _____

• Date: _____

[Appendix 6] Research Permission from DEB

All correspondence should be addressed
to the District Education Board Secretary
Telephone: 0211 240250 / 240249/ 0955 623749
E-mail: desbsisk@yahoo.co.uk



In reply please quote:

102/1/29

REPUBLIC OF ZAMBIA

MINISTRY OF EDUCATION, SCIENCE, VOCATIONAL TRAINING AND EARLY EDUCATION

DISTRICT EDUCATION BOARD SECRETARY
P.O. BOX 50297
LUSAKA

11th ~~January~~ January, 2013

The Head teacher

Primary schools

Lusaka

RE: REQUEST TO CONDUCT RESEARCH IN BASIC/PRIMARY SCHOOLS IN LUSAKA

The above subject matter refers

I write to inform you that permission has been granted to **JEONGMIN LEE** a student of Seoul National University in South Korea .She would like to conduct the research for her masters thesis in Zambia.

The Student is required to carry out a research on Teachers Perspectives on Education Quality under the implementation of Free Basic Education in Lusaka. Any information given to her will be treated confidentially and will be used for academic purpose only

Kindly avail the researcher with all the information required.


Joel Kamoko (Mr)

DISTRICT EDUCATION BOARD SECRETARY

LUSAKA

국문초록

잠비아 초등무상교육정책이 교육의 질에 미친 영향 분석

서울대학교 대학원

글로벌교육협력

이정민

잠비아 정부는 2002년 전국의 모든 공립 학교에 초등무상교육정책(Free Primary Education, FPE)을 도입하였다. 이는 학령기에 속한 모든 어린이들이 그들의 경제적·사회적 배경과 관계없이 초등교육의 혜택을 받을 수 있도록 한 조치였다. 무상교육이 실시됨으로써 잠비아 정부는 이전에 실시되던 등록금 제도를 폐지함은 물론, 취약한 모든 학생들에게 최소한의 교재와 필기구 및 기타 교육활동에 필요한 시설들을 무상으로 보급하였다. 무상교육이 도입된 이래 잠비아는 학령기 아동들, 특히 빈곤 계층 및 여아들의 취학률이 급속하게 증가하는 성과를 거두었다. 하지만 무상교육정책의 도입이 교육의 양적인 팽창에 기여하는 것과는 반대로 교육의 질적 하락을 초래할 것이라는 우려의 목소리도 적지 않았다.

이에 본 연구는 잠비아에서 초등무상교육정책이 도입된 지 십여 년이 지난 오늘날 공립학교에서의 교육의 질에는 실제로 어떠한 변화가 있었는지를 살펴보았다. 이를 위해 잠비아의 수도 루사카 지역에 위치한 5개의 공립초등학교에서 근무하는 경력 12년 이상의 초등교사 105명을 대상으로 교육의 질을 구성하는 9개의 항목에 대한 설문조사와 개별인터뷰를 실시하였다. 그리고 이들의 의견과 비교·대조하기 위해 교육부 관계자 및 학부모들에 대한

조사도 함께 실시하였다. 뿐만 아니라, 선발된 학교의 시설과 교육활동에 대한 보다 정확한 정보 수집을 위해 참여관찰을 병행하였으며 각 학교들이 그간에 구축한 문서와 초등무상교육정책과 관련한 보고서도 참고하였다.

본 연구의 주요 결과를 요약하면 다음과 같다. 우선, 무상교육정책의 도입 이후 교육의 질과 관련한 긍정적인 변화로는 a) 정규 교육을 이수한 유자격 교사들의 임용 증가, b) 학교장의 학교 운영 및 관리 능력 향상, c) 책걸상과 같은 교실 기자재의 보급과 관리의 향상, d) 학생의 수업참여를 유도하는 다양한 교수·학습법의 사용 증가, e) 학생들의 학업활동에 대한 주기적인 평가와 모니터링의 실시 등이 있었다. 반면, 무상교육정책의 도입 이후 발생한 부정적인 변화에는 a) 교수·학습자료, 특히 학생용 교과서의 부족, b) 학생수 대비 교실, 화장실 및 여타 학습 시설과 공간의 부족, c) 학부모와 지역사회의 관심과 참여 감소, d) 실질적인 교수·학습 시간의 감소 등이 있었다.

따라서 본 연구는 초등무상교육정책을 통해 학생들에게 차별 없는 교육기회를 보장하고 이와 더불어 이들에게 실제로 제공되는 교육의 질을 높이기 위해서 다음과 같은 조치가 이루어질 것을 제안한다. 첫째, 교사 한 명이 지도해야 하는 학생 수를 적절한 수준으로 유지하기 위해서 학교와 교실을 증축해야 한다. 특히 학급당 학생 수가 40명을 훨씬 상회하는 일부 지역에서의 증축은 보다 시급하다. 둘째, 효과적인 교수·학습을 위해서 학생과 교사들에게 다양한 학습자료와 교과서를 보급해야 한다. 셋째, 정부 차원에서는 교사들에 대한 현직연수 기회를 지속적으로 확대하고, 단위 학교 차원에서는 교내자율장학을 실시하여 교사들에게 자기연찬(自己研鑽)의 기회를 제공한다. 넷째, 학부모와 지역사회 구성원들에게 무상교육정책의 취지와 그간의 성과에 대해 지속적으로 홍보하여 이들로 하여금 학교의 대내외적 활동에 참여할 수 있도록 유도한다. 마지막으로 학생들의 학업성취와 교사들의 교수활동, 그리고 학교시설에 대한 정부의 정기적인 모니터링 및 지원이 이루어지도록 한다.

주요어: 초등무상교육, 교육의 질, 잠비아, 교사

Student Number: 2011-23684