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Adequacy of Capitation Grants in Provision of Teaching and Learning Materials in Public Primary Schools in Simanjiro District, Manyara-Tanzania

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ABSTRACT: The study aimed to assess the adequacy of capitation grants in provision of teaching and learning materials in public primary schools in Simanjiro district in Manyara region. This study was guided by system theory. The study applied mixed method approach and convergent parallel design, 97 participants from the population of 1057 were used in data collection and were sampled purposively. Data was collected through interview guides, questionnaire, document review and observation guide. Validity of the research instruments was ensured through research expertise and reliability was tested by using Cronbach's alpha coefficient whereby the result was Cronbach alpha level of 0.749. SPSS was used to analyze quantitative data statistically and qualitative data were analyzed thematical through coding. The findings revealed that the capitation grants provided in public primary schools are inadequate for provision of teaching and learning materials. The study concludes that capitation grants have contributed to the provision of teaching and learning materials in public primary schools, however the effectiveness is limited by inadequate funding. The study recommended that guidelines should be revised to provide the amount that meets the required school needs, also, training should be provided to school administrators to generate other strategies for school income.

KEYWORDS: Capitation Grants, Teaching and Learning Materials, Annual School Need, National Standards, Stock-Outs.

1. INTRODUCTION

Education is widely acknowledged as a fundamental driver of social, economic, and cultural development. Primary education provides the foundation for literacy, numeracy, and critical thinking skills that shape lifelong learning. For this reason, governments and stakeholders invest heavily in ensuring that schools are adequately resourced to deliver quality education. One of the most critical factors influencing the quality of education is the provision of capitation grants to primary schools. Capitation grants are the government funding allocated to schools based on the number of enrolled students (Elisamia, 2011) these funds are primarily meant to support school operations and promote the delivery of quality education. It focuses on purchasing teaching and learning materials, infrastructure construction, cover examinations expenses, administration activities and management of sports.

Empirical research in Philippines has consistently shown that the funds for purchasing teaching and learning materials in public primary schools are inadequate when compared to increasing student enrolment, particularly following education reforms aimed at expanding access. The introduction of the K–12 Basic Education Program significantly increased enrolment in public schools, however, the corresponding allocation for Maintenance and Other Operating Expenses, which includes the purchase of instructional materials, has not increased proportionally (Al-Samarrai et al, 2021). In South Africa, government funds primary schools under National Norms and Standards for School Funding policy (NNSSF). The funds cover teaching and learning materials but amounts are limited and often inadequately support quality education, especially in poor South African public schools (Mabula et al., 2023).

Gambia implemented the School Improvement Grant (SIG) in public basic schools with the aim of providing funding and increasing student enrollment. This situation forces students to share books and cope with shortages of other teaching and learning materials. Furthermore, the inadequacy of the grant relative to enrollment growth, combined with delays in disbursement, has led to school heads being unable to purchase teaching and learning materials on time (Touray & Fanneh, 2022). Also, heads of schools in Uganda struggle to run education with the scarcity of teaching and learning materials due to limited funds which are provided by the government to run the education sector which are used to purchase the teaching and learning materials (Kabenda & Ssimbwa, 2025).

Moreover, in Tanzania, the government provides capitation grants to support provision of education in schools monthly, but the funds are not sufficiently as some schools' encounter shortages of textbooks, chalk, and stationery, noting that delays in disbursement further undermine the grants' effectiveness (Kasulwa et al., 2023; Samweli & Opanga, 2025). Also, teachers get difficult in dissemination of knowledge due absence of

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basic facilities for teaching and learning leading too difficult in achievement of educational goals efficiently (Ntawigaya & Julius, 2024). the capitation grant provided to public primary schools is insufficient to meet the basic needs for teaching and learning materials, especially books. Only 40% of capitation grants is allocated for textbooks and teacher guides across all subjects (Twaweza, 2021).

Tanzania Education and Training Policy (2014), edition of 2023 emphasizes the provision of adequate teaching and learning materials in public primary schools as a fundamental requirement for improving the quality of education. On the other hand, the government decided to introduce free education through Circular No. 3 of 2016, whereby it assumed responsibility for providing operational funds to all public primary schools (fee free education). Through the Guidelines for the use of capitation grant in public primary schools (2015) the government allocated 30% of capitation grant specifically for the purchase of teaching and learning materials (MoEST 2015) All these efforts aim to ensure the provision of quality education and to achieve Sustainable Development Goal 4, as well as guaranteeing that every student receives quality education regardless of their background.

Despite the efforts made by the government, actual situation in many public primary schools indicates persistent shortages of teaching and learning materials including Simanjiro district. Studies have shown that many schools continue to experience shortage of teaching and learning materials despite the provision of capitation grants. (World Bank, 2020 & Kasulwa, Mhando, & Ambakisye,2023). Although existing studies have examined the general use of capitation grants in the provision of teaching and learning materials (Francis, 2024) there is no sufficient data to support the adequacy of capitation grants in provision of teaching and learning materials.

The persistent shortage of teaching and learning materials in public primary schools may hinder effective teaching and learning processes, reduce students' academic performance and limit the achievement of educational objectives. Therefore, there is a need to investigate the effectiveness of capitation grants specifically on the adequacy and effective utilization of capitation grants in provision of teaching and learning materials in public primary schools in Simanjiro district. Findings from this study may provide useful insights for improving resource allocation and ensuring adequate teaching and learning materials in public primary schools

2. LITERATURE REVIEW

2.1 Theory Used in the study

This study was underlined by System theory which was initiated by Karl Ludwig Von Bertalanffy (1901-1972). The theory was initially propounded in 1936 as the general system theory but later modified in 1968. According to this theory, a system operates through four main elements, which are inputs, processes, output and feedback. The theory emphasizes that a weakness or failure in one part of the system negatively affects the functioning of the entire system. (Bertalanffy, 1968). This study is related to this theory since the theory emphasizes the Systems that work together. Theory views schools as interconnected systems where inputs (capitation grants), processes (procurement process), and outputs (teaching and learning materials) are linked. In this study, it helps to explain how capitation grants interconnect with other elements to lead adequate teaching and learning materials. Also, Systems Theory emphasizes feedback loops in education, monitoring and evaluation of how capitation grants are used to provide teaching and learning materials lead to students' academic performance. This ensures adjustments can be made to improve efficiency and equity in resource distribution. The next part presents analysis and discussion of previous studies.

2.2 Capitation Grants and Provision of Teaching and Learning Materials

Cai and Wei (2025) assessed on educational resource allocation in China, particularly assessed intra-regional and inter-regional variability of educational resources, revealing significant reductions in resource inequality across Chinese regions and highlighting the positive influence of macro-policy reforms, such as the Rural Revitalization Strategy, in improving physical learning resources in rural schools. The study used secondary datasets and national resource distribution indicators rather than direct participants. Using a quantitative analytical approach supported by geospatial and temporal statistical modelling. A key strength of this study is its robust analytical framework**,** integrating multi-dimensional and spatiotemporal indicators to reveal resource distribution patterns with high precision. However, a major limitation is that the study does not investigate specific funding mechanisms such as capitation grants or school-level financing practices that directly influence the adequacy and availability of teaching and learning materials at the school level**,** making its findings less applicable to contexts where funding adequacy is a central concern. The current study addresses this limitation by examining the adequacy of capitation grants in public primary schools, allowing a direct evaluation of how financial allocations influence the availability of teaching and learning materials, an aspect not covered in Cai and Wei's macro-level analysis.

Beyonyi (2022) examines funding models in Cape Town's fee-free public primary schools, highlighting how resource-scarce schools within the Western Cape Education Department navigate financial limitations. The study involved a sample of nine participants, consisting of three school principals, three school governing body chairpersons and three school finance administrators selected through intentional (purposive) sampling, using semi-structured interviews, document reviews and thematic data analysis**.** The study found that although free public primary schools in Cape Town receive 75% of their income from government funding, they still face severe resource shortages, rely heavily on voluntary donations (25%) and struggle with ineffective fundraising strategies that interrupt learning time and increase social inequality among learners**.** A key strength of the study is its triangulation of interviews and document analysis which enhances credibility and ensures consistency of findings. However, its main limitation is that the study focused solely on funding models without examining how funding adequacy influences the availability of teaching and learning materials, an important dimension for understanding the impact of financing at the school level. The current study addresses this gap by assessing the adequacy of capitation grants in the provision of teaching and learning materials in public primary schools, thereby extending the discussion beyond revenue models to the practical effects of funding on resource availability in primary schools.

Mwihanga (2024) examined the effectiveness of fee-free primary education funding in ensuring the availability of teaching and learning materials in Kalambo District, Tanzania, using a qualitative approach with 33 respondents through interviews, observations, focus group discussions and documentary reviews. Thematic analysis revealed that government funding is inadequate to fully support teaching and learning, causing shortages of physical resources and negatively affecting the teacher-pupil ratio. Strengths of the study include the use of multiple qualitative methods, which

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provide a rich, contextual understanding of challenges in resource provision. The limitation of this study is small sample size, absence of qualitative measures such as student performance. The current study addresses these gaps by employing a mixed-methods approach to include quantitative measures of resource adequacy and utilization and examining strategies for effective management and improvement of teaching and learning materials.

Somba and Otieno (2022) investigated the availability, adequacy, and utilization of teaching and learning resources and their influence on student performance in Arusha District secondary schools, with a sample of 1 District Education Officer, 7 Ward Coordinators, 7 school heads**,** 28 teachers, and 100 students**,** using a mixed-methods approach questionnaires and interviews. Findings revealed that while resources such as classrooms, textbooks and laboratories were generally available, over-enrollment and insufficient materials hindered effective teaching and learning. The strength of the study is its mixed-methods design and large sample, providing multiple perspectives, while its limitation is the lack of analysis on systemic causes of resource inadequacy**.** The current study will address this gap by focusing on public primary schools in Simanjiro District to assess the adequacy of capitation grants in provision of teaching and learning materials**,** linking availability to improved teaching quality

Kasulwa, Mhando, and Ambakisye (2023) investigated factors limiting the availability of teaching and learning materials in Tanzanian public primary schools. The study adopted a qualitative case study design involving ten selected schools from a population of 150 schools. Participants included district education officers, heads of schools, academic teachers, and classroom teachers. Data was collected through interviews and observation. Findings revealed that insufficient government budget allocation and limited investment were the main constraints affecting the availability of teaching and learning materials. This shortage negatively affected teaching and learning effectiveness in primary schools. The study recommended increased government funding specifically for teaching and learning materials, in addition to classroom construction. It is also suggested that teachers should be provided with training on effective use of available materials. Further recommendations included improving school infrastructure such as playgrounds to enhance overall school performance. A key strength of the study is its use of multiple stakeholder perspectives, which enriched the data collected. However, the study was limited by its small sample size and purely qualitative approach, which restricted generalization. To address this gap, the current study employs a mixed-methods approach to collect both qualitative and quantitative data for a more comprehensive understanding of the problem. The next part presents research methodology.

3. RESEARCH METHODOLOGY

The study adopted a mixed-methods approach using a convergent parallel research design**,** which enabled the researcher to collect, analyze, and integrate both qualitative and quantitative data simultaneously to provide a comprehensive understanding of the research problem and enhance the credibility of the findings through triangulation (Creswell & Creswell, 2023). The study was conducted in Simanjiro District**,** selected because of the reported shortage of teaching and learning materials in public primary schools. The target population consisted of 1,057 participants**,** including head teachers, finance teachers, academic teachers, school committee members, and the District Education Officer. A sample of 97 participants was selected using systematic random sampling to identify eight schools and purposive sampling to select respondents with relevant knowledge and experience regarding teaching and learning materials and the utilization of capitation grants.

Data were collected using questionnaires, interview guides, document review, and observation checklists to obtain both quantitative and qualitative information. The validity of the instruments was ensured through expert review, while reliability was established using Cronbach's Alpha (α = 0.749)**,** indicating acceptable internal consistency. Quantitative data were analyzed using SPSS**,** whereas qualitative data were analyzed thematically through coding and theme development. The findings from both datasets were integrated through side-by-side comparison to strengthen interpretation and corroborate the results. Throughout the study, the researcher adhered to established research ethics, including obtaining informed consent, ensuring confidentiality and participants' right to withdraw, avoiding plagiarism and deception, obtaining the necessary research permissions, and protecting participants from any form of harm.

4. RESEARCH FINDINGS/RESULTS

This section presents data analysis and interpretation. The study intended to assess the adequacy of capitation grants in provision of teaching and learning materials in public primary schools in Simanjiro District. The data were collected through questioners, interview guides, observation and documentary review. In this chapter the respondents are named as follows. HT (Head Teacher) FT (Finance Teachers) and Respondent X (District education officer).

Table 1: Tools Returned Rate

Research Tool	Sampled Respondents	Those who participated	Return rate (%)
Questionnaires academic teachers	16	16	100%
Questionnaires for school committee	64	64	100%

Source: Field Data 2026

The data in table 1 shows that 100% of the participants in the data collection tools were returned, all targeted (17) participants for interviews were found in 100%. Mponda and Haule (2025) discussed that 75% of tools returned rate is adequate for the study. This enables the researcher to continue with the data analysis process because the percentage returned was 100%.

4.1 Demographic Information of the Respondent

The demographic information of the respondent that is involved in this study includes gender, education level and working experience as shown in table 2.

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Table 2: Demographic Information of the Respondents

Characteristic	Category	Frequency (F)	Percentages (%)
Gender	Male	55	56.7
	Female	42	43.3
	Total	**97**	**100**
Educational level	Master's degree	1	1.0
	Bachelor	23	23.7
	Diploma	23	23.7
	Certificate	27	27.8
	Secondary education	19	19.6
	Primary education	4	4.1
	Total	**97**	**100**
Working experiences	1-5 years	22	22.7
	6-10years	11	11.3
	11-15 years	32	33.0
	16 +	32	33.0
	Total	**97**	**100**

Source: Field Data, 2026

The data in table 2 shows that, 97 total of respondents were used in the study, whereby majority of them were males 55(56.7%) and minority were 42(43.3%) The small interval between male and female implies that there is improvement in gender balance where women are considered in the ruling position which enhances equality in education as resources. Gender distribution is important in this study because it provides broad representation of teachers and school leaders' perspectives. This balance helps to examine more how capitation grants relate to the availability of teaching and learning materials, considering the different gender roles and responsibilities within schools.

Moreover, from table 2 the data shows that, majority of the respondents have certificate level 27 (27.8%), bachelor's degree 23(23.7%), diploma 23(23.7), secondary level 19(19.6), primary education 4(4.1). Only one respondent has master's degree 1(1.0). This means that majority of respondents in this study have enough knowledge, capacity and ability to understand the concept of capitation grants, amount provided by the government for school operation as well as their utilization due to their level of education as its present awareness among them. Also, on the aspect of working experience, Table 2 shows that, majority of respondents had working experience of 11-15years (33%) and 16+ (33%) followed by 1-5 years (22.7%) and minority has working experience of 6-11years (11.3%). This implies that majority of the respondents have sufficient experience in serving in their positions and have enough knowledge of capitation grants and their utilization.

4.2 Adequacy of Capitation Grants in Provision of Teaching and Learning Materials

Table 3: Adequacy of Capitation Grants in Provision of Teaching and Learning Materials N=80(School committees and academic teachers

Item statements	N	SD F (%)	D F (%)	A F (%)	SA	Mean
Teachers experience shortage of materials	80	20(25)	12(15)	43(53.8)	5(6.3)	2.59
Stock-outs of teaching and learning materials are not common	80	16(20)	36(45)	28(35)	-	2.15
The school has enough basic learning materials	80	36(45)	33(41.3)	10(12.5)	1(1.3)	1.70
Pupils consistently have access to essential learning materials	80	28(35)	49(61.3)	3(3.8)	-	1.69
Schools receives Capitation grants on time	80	36(45.0)	37(46.3)	5(6.3)	2(2.5)	1.66
The capitation grants cover annual need	80	31(38.8)	45(56.3)	4(5)	-	1.66
Grants are adequate to purchase teaching and learning materials	80	36(45)	39(48.8)	5(6.3)	-	1.61
Capitation grants per pupils meets the recommended national standards	80	38(47.5)	36(45)	6(7.5)	-	1.60
The number of books purchased are adequately	80	40(50)	34(42.5)	4(5)	2(2.5)	1.60
The capitation grant is sufficient to meet teaching and learning materials	80	50(62.5)	29(36.3)	1(1.3)	-	1.39
overall mean						**1.747**

Source: Field Data, 2026

Key: SD= Strong Disagree (1-1.75), D= Disagree (1.76-2.50). A= Agree (2.51-3.25), SA= Strong Agree (3.26-4.0)

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Overall mean of 1.747 from table 3, data indicates that respondents generally disagree that Capitation grants are adequate for providing teaching and learning materials. This suggests that many schools continue to face shortages of essential teaching and learning materials. The finding is supported by the highest mean score (M = 2.59) which showed that teachers experience shortages of teaching and learning materials. It is further supported by the lowest mean score (M = 1.39), where respondents disagreed that Capitation grants are sufficient to meet teaching and learning material needs. Therefore, the results imply that the amount of Capitation grants provided is insufficient to adequately support the procurement of teaching and learning materials in public schools. The other aspects are explained in detail as follows

4.4.1 Teachers Rarely Experience Shortages of Materials Required for Lesson Delivery

Data in table 3 shows that, majority of the respondents agreed on experiencing shortage of teaching materials required by teachers for lesson delivery as majority of them responded by the mean of 2.59. This implies that the available teaching and learning materials are not enough and supportive of teaching and learning process. This calls attention for heads of schools to manage well the existing teaching and learning materials within the school. The qualitative data supported the findings where by one of the HT responded that, "*revised curriculum requires students to learn through practical activities, however there is a serious shortage of teaching and learning materials in our school* (Interview with HT2 on April 13, 2026). Also, FT4 reported that, in many cases, the limited materials available must be shared among many students, which reduces opportunities for individual practice. He further noted that teachers sometimes struggle to borrow materials from neighboring schools to meet classroom needs. This situation undermines the effectiveness of teaching, lowers student engagement, and creates inefficiencies in lesson delivery. (Interview with FT4, April 14, 2026). Therefore, the interview data reveals that the functional teaching materials which are emphasized in the 21st century are not available in school environment.

4.4.2 Stock-outs of Teaching and Learning Materials are Not Common in Schools

The data from table 3 revealed that majority of the respondents disagreed on the item which stated that stock-outs of teaching and learning materials are not common in the school by the mean of 2.15. Majority of the respondents supported that, schools often run out of teaching and learning materials, many classes face shortages of teaching and learning materials and sometimes teachers borrow materials from other schools, normally the inadequate of teaching and learning materials appears particularly at the end of the term. One of the heads of school said that, Declining supply is a common issue due to limited funding and delays in getting materials. This has a significant impact on the teaching process, the school frequently encounters shortages of crucial learning materials, compelling teachers to improvise. Stockouts occur regularly, especially for high-demand items like textbooks and chalk, suggesting that the situation isn't well managed" (Interview with HT5 on April 15, 2026).

Through document review, the researcher examined minutes of school committee meetings from all eight schools and found that the committees had been consistently receiving reports from head teachers regarding the shortage of teaching and learning materials. This issue appeared repeatedly in almost every quarter, indicating that schools continue to face persistent shortages of teaching and learning resources (Document reviewed on April 14th, 15th &17th, 2026).

4.4.3 The School has Enough Basic Teaching and Learning Materials

Table 3 shows that majority of respondents strongly disagreed on availability of enough teaching and learning materials due to the mean of 1.70. This implies that in school the available teaching and learning materials are supportive for instructional delivery and not for students learning. This might happen due to variation in priorities among the schools as some of them priorities on infrastructure development. Moreover, during the interview, HT1 said that "*the school does not have enough basic learning materials. Some subjects lack adequate textbooks, which affects students' learning*" (Interview with HT1 on April 13, 2026). Similarly, Respondent x confirmed that "*schools face difficulties in acquiring essential instructional materials, maintaining adequate learning facilities, and supporting effective teaching and learning processes in classrooms*" (Interview with Respondent x, April 17, 2026).

Therefore, the data implies that the available basic teaching and learning materials are not sufficient for successful learning as teachers fail to implement the improved curriculum due to lack of alignment between the requirements of the curriculum and the available teaching and learning materials.

4.4.4 Pupils Consistently have Access to Essential Learning Materials

Data from table 3 reveals the mean of 1.69 which indicates that majority of respondents strongly disagreed on consistently access to essential teaching and learning materials by pupils in primary schools. This implies that most of primary schools have insufficient teaching and learning materials. On the other hand, this might happen due to a shortage of funds for accessing teaching and learning materials which align with the number of pupils. From the interview, HT2 said that "*pupils do not have consistent access to learning materials because the number of textbooks is limited and must be shared among many students*" (Interview with HT2 on April 13, 2026). Furthermore, Interview data revealed that pupils do not consistently access teaching and learning materials in schools due to persistent shortages of instructional resources, budget constraints, and delays in the disbursement of funds. Respondents explained that "*many schools lack adequate textbooks, ICT materials and stationery, in addition, limited school budgets reduce the ability of schools to purchase enough materials to meet pupils' educational needs*" (Interview with FT6 April 15th, 2026). In addition, through observation conducted in all eight schools, the researcher witnessed pupils sharing textbooks at the same desk, with one book being used by three to four pupils during classroom learning activities. Therefore, the interview data reveals that few schools, pupils receive teaching and learning while majority of the school encounter difficulty accessing teaching and learning materials.

4.4.5 Schools Receives Capitation Grants on Time

From table 3 the data shows that, on the aspect of receiving capitation grant on time the mean was 1.66 which indicates that majority of respondents strongly disagreed. This implies that most of primary school's experience delays of capitation grants. This might be happening due to poor management system among the administrators who are responsible for approving the funds for educational institutions at district, regional and national level. From the interview, HT6 said that "*the disbursement is not consistent. Sometimes the capitation grants are released on time, but in many cases, they are delayed*" (Interview with HT6 on April 15th, 2026). The interview data revealed that delays in the disbursement of capitation grants are a common challenge affecting the smooth implementation of school activities. Also, the researcher reviewed documents from school

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financial reports and revealed that there are significant delays in the disbursement of capitation grants. For example, funds for March, which were expected to be credited to school accounts between the 1st up to 5th of the month, in some schools received on 20/4/2026. In other cases, some schools did not receive the March allocation separately, they were combined with the April funds.

4.4.6 The Capitation Grants Cover Annual School Need

From table 3 the data shows that mean of 1.66 reveals that majority of respondents strongly disagreed concerning the coverage of most school's annual needs for teaching and learning materials by the capitation grants. This implies that the grants which are being provided do not comply with the organizational needs. This might lead to difficult implementation of competency-based education which requires a lot of resources for enhancing skills development. From the qualitative data respondent X, commented that

Capitation grants are generally inadequate to cover the expenditure and needs of most schools. In some cases, there is reallocation of funds across budget categories, where allocations intended for teaching and learning materials are diverted to other priorities such as administration or construction. Consequently, it is difficult to fully satisfy annual school requirements (Interview with Respondent X on April 17th, 2026).

Therefore, the interview data implies that some aspects including rising of price leads to failure of capitation grants to cover the annual teaching and learning materials.

4.4.7 Grants are Adequate to Purchase Teaching and Learning Materials

Table 3 shows that majority of respondents strongly disagreed on the adequacy of grants to purchase essential teaching and learning materials needed for effective instructions due to the mean of 1.61. This implies that in most primary schools, teachers encounter difficulty accessing meaningful teaching and learning materials which enhance acquisition of essential teaching and learning. This emphasizes heads of schools finding alternative sources of funds to cover the gaps left by the provided grants. From the interview data HT1 said that "*the grant is not adequate because the funds received are too small compared to the actual needs of the school*" (Interview with HT1 on April 13, 2026). HT4 said that "*the funds are not enough as they are calculated based on outdated enrolments data*" (Interview with HT4 on April 14, 2026). Also, From the document review, the researcher discovered that there are schools which receive smaller amounts of money compared to the allocated budget item. For example, School X had 1,200 students and was supposed to receive TZS 720,000 per month, equivalent to TZS 8,640,000 per year. Under the teaching and learning materials budget allocation, which constituted 30% of that amount (equivalent to TZS 2,592,000), the expected annual expenditure was not fully utilized. Instead, only TZS 1,982,400 was spent, while the remaining amount was used for other activities. This implies that the funds are insufficient to purchase teaching and learning materials because the money is not used solely for its intended purpose.

4.4.8 Capitation Grants Per Pupils Meets the Recommended National Standards

The data from table 3 shows the mean of 1.60 which implies that majority of respondents strongly disagreed with the alignment between the allocated grants per pupil with the recommended national standards. This might happen due to the government failing to allocate enough funds for each school due to financial deficit as the obtained funds do not comply with planned budget leading to reallocation of the few available funds to all schools. Based on the interview data, the HT1 said that ". *The amount provided is too low compared to the actual number of the students*" (Interview with HT1 on April 13th, 2026). Another, FT2 reported that "*they are not sufficient. Even when student enrolment increases, the grant does not increase accordingly to match the new numbers*" (Interview with FT2 on April 13th, 2026). Also, from documentary review data, the researcher reviewed the guidelines for the use of Free Education Funds, it was noted that 30% of the capitation grants allocated to schools are required to be used for purchasing of teaching and learning materials. However, the funds sometimes were often redirected to other activities considered as school priorities for the respective months. This implies that the disbursement and utilization of capitation grants do not fully comply with the national guidelines that have been established (Reviewed on 13th April 2026).

4.4.9 Adequacy of Books Purchased

Table 3, the data shows that majority of respondents strongly disagreed with the mean of 1.60. This implies that the available books in schools are not sufficient for teaching and learning processes. This calls attention for heads of schools to ask assistance from donors for provision of supportive books for enhancing pupils' learning. During the interview, HT8 said that "*due to insufficient textbooks, teachers are forced sometimes to photocopy materials which are costly and not sustainable*" (Interview with HT8 on April 16, 2026). On the other hand, FT1 commented that *"The number of textbooks purchased is not adequate. Students share books due to shortages, one book shared by five to six students. Other teachers try to photocopy materials, but it is too expensive* (Interview with FT1 on April 13, 2026). Through observation, the researcher observed students studying in classrooms, they were in groups of five to six students who shared one book. This implies that the purchase of books is not done regularly, causing the available books to wear out over a long period of use. In some cases, students also lose the books, which further increases the shortage.

4.4.10 Capitation Grants is Sufficient to Meet Teaching and Learning Materials.

Table 3 shows the mean of 1.39 implies that majority of respondents strongly disagreed on the sufficient of the capitation grants to meet teaching and learning materials. This reveals that most of primary schools are suffering from shortage of teaching and learning materials as result of few grants which are allocated in schools covering the aspect of teaching and learning materials. From the interview data, HT1 said that "*the capitation grants are not enough. The funds we receive are too limited to cover all essential teaching and learning materials, especially considering the increasing number of students*" (Interview with HT1 on April 13th, 2026). HT4 added that "*the capitation grants are inadequate. The cost of teaching materials has risen, but the amount allocated has not increased accordingly*" (Interview with HT4 on April 14th, 2026). Therefore, the interview data reveals that in most schools the grants for teaching and learning materials are inadequate. The next part presents discussion of findings

5. DISCUSSION OF FINDINGS

The researcher discussed several aspects which related to the adequacy of capitation grants in provision of teaching and learning materials such as experiencing shortage of materials by teachers, stockout of teaching and learning materials, sufficient capitation grants and presence of basic learning materials.

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Teachers Experience Shortage of Materials. The finding revealed that teachers do not get the required materials which are supportive for implementation of revised curriculum due to delay and insufficient of capitation grants. These materials involve ICT tools which are supportive for project-based learning. The findings are in line with Cai and Wei (2025) who found that the available teaching and learning materials do not align with the needs of Chinese language training in the current era of science and technology which is integrated in education. Further, the current findings are in line with Beyony (2022) who found that public primary schools in Cape Town experience shortage of resources despite receiving 75% of their income from the government. This implies that" the funds which are being provided by the government are not enough for supporting school.

The study highlights the importance of increasing the budget of grants which are provided by the government for supporting schools. Another, Kasulwa et al. (2023) reported that insufficient budget led to difficulties in accessibility of enough teaching and learning materials which affect the teaching and learning process. This implies that schools with sufficient budget do not experience shortage of teaching and learning material. Although the school can be allocated sufficient budget while being affected by shortage of teaching and learning material due to priorities in the implementation of school planned goals. Moreover, system theory assumes that parts are interconnectedness (Bertalanfy, 1968), implying that they are working together for achieving the goal of providing quality education. If the teachers are available in the school environment and the teaching and learning materials are not available, it becomes difficult to deliver the intended knowledge sufficiently.

Stock-outs of Teaching and Learning Materials are Not Common. The findings revealed that stock out of teaching and learning materials are common in schools due to irregular timetable for supplying teaching and learning materials and poor procurement processes. This might happen because of insufficient and delaying of capitation grants. The findings conquer Beyonyi. (2022) who revealed that schools experience shortage of resources due to inadequate funding to teaching materials. Also, Mwihanga (2024) who found that in Kalambo District in Tanzania, the funds which are provided by the government are inadequate to support teaching and learning materials which cause shortage of teaching and learning materials, leading to inconsistence between the available teaching and learning resources with pupil's ratio. The study reflected the negative consequences of not providing the grant on time in schools as the available teaching and learning materials do not accommodate the available learners. In comparison, System theory asserts that when the inputs are inconsistent adequately, it becomes difficult to achieve the desired outputs (Wallace, et al, 2001). This implies that if grants are not available in school environment, it becomes difficult to reach the planned goals even though human resources are available at workplace because the inputs work collaboratively.

The Presence of Basic Learning Materials in Schools. The findings revealed that the learning materials are not sufficient for effective teaching and learning. Some schools lack textbooks for knowledge expansion. Teachers encounter difficulty facilitating the individual learning style. The findings of the current study conquer Somba and Otieno (2022), who investigated the availability, adequacy and utilization of teaching and learning materials and revealed that teaching resources such as textbooks and laboratories were generally available. Furthermore, Cai and Wei (2024) revealed that the basic teaching and learning materials such books, flip charts, laboratory equipment, audio-visuals aid as well as globes for facilitation of teaching and learning among the students. The findings might be differing due to geographical differences between environment as well as management teams where some schools are in resourceful areas. The variation between the findings might occur due to geographical area as some of schools are in urban areas where donors are easily accessible and the transport of learning materials from the suppliers to the school is easy.

In comparison with System theory insists that feedback influences the changes in the System (Hoy & Miskel, 2021). This implies that the difficulties in accessibility teaching and learning materials calls attention to the management team to develop the alternative strategies which can facilitate the availability of teaching and learning materials. Further the findings are in line with Education and training policy of 2014(2023 edition) which identify that the materials which are available in education are not friendly with the current needs in teaching which hinders the provision of quality education (MoEST, 2023). This implies that in some schools, teachers have difficulty getting the correct materials which align with the content of study as the improved curriculum needs teachers to use flexible teaching methods such as tour study where students can see the real features. These processes are affected by shortage of capitation grants.

The Sufficient Capitation Grant to Meet Teaching and Learning Materials. The findings revealed that the provided grants are not sufficient as they do not afford to purchase the required textbooks and teaching aids due to the increase of price of commodities and the provided grants are fixed over several years. The current findings are in line with John and Mwihanga (2024) who found that the capitation grants are not effective to improve the teaching and learning materials as revealed by insufficient and unfavorable teaching and learning materials due to delays of capitation grants. The study highlights the negative effects of not providing the schools with sufficient funds. Also, education and training policy of 2024(2023 Ed.) reports that the increased budget in education is not adequate to meet the educational needs to all levels of education as the number of pupils is increasing due to free education (MoEST, 2023). The policy provides knowledge on the status of educational funding with the real context. Also, system theory posits that one part of the system cannot work alone for the better achievements of the planned goals (Bush, 2020). This implies that the capitation grants alone which are provided by the government cannot fulfill the provision of adequate funds for supporting education, school administrators are encouraged to plan the alternative strategies which are in hand with their environment to improve the availability of supportive grants.

6. CONCLUSION AND RECOMMENDATIONS

The study concludes that the insufficiency and delays of capitation grant negatively affect the availability, accessibility, and quality of teaching and learning materials, consequently hindering the achievement of quality education in schools. The study recommends heads of schools to initiate income generating school projects based on the resources and opportunities available in their environment, school committee members are recommended to identify and engage potential doners who can provide financial support for educational activities. Also, District education officer to organize regular training on the establishment of school income generating projects for head teachers and school finance teachers. A comparative study between urban and rural schools is recommended to determine how capitation grants influence the provision of teaching and learning

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materials in different school settings and further researchers to assess how differences in provision of capitation grants affect the quality of students' academic performance.

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