

**EMERGING ISSUES AND CHALLENGES FACING IMPLEMENTATION OF
SUBDISIZED SECONDARY EDUCATION POLICY IN TIGANIA EAST
DISTRICT, MERU COUNTY**

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E55/CE/11742/07

**A RESEARCH PROJECT SUBMITTED IN PARTIAL FULFILLMENT OF
THE REQUIREMENT FOR THE AWARD OF DEGREE OF MASTER OF
EDUCATION IN THE DEPARTMENT OF EDUCATIONAL
MANAGEMENT, POLICY AND CURRICULUM STUDIES**

KENYATTA UNIVERSITY

DECEMBER 2012

DECLARATION

This research project is my original work and has not been presented for a degree award in any other university.

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DEDICATION

I would like to dedicate this project to my wife and my parents whose love for education encouraged and saw me through the educational system to university level.

I would also wish to dedicate this research project to my beloved family members. Their prayers and support was a great encouragement to me in the entire research process.

ACKNOWLEDGEMENT

I would like to acknowledge with gratitude my supervisors for their tireless assistance and supervision during my research work and preparation of the project report. I also acknowledge my classmates for the support with ideas that contributed to the success of this project.

I would also like to thank the librarians at the Kenyatta University Library for their support with the books used for literature review and other valuable information that they provided to aid in the completion of this project.

My special thanks go to all the head teachers, deputies, DEO and AEOs of Tigania East District, Meru County who participated as respondents in this study. I really thank them all for their co-operation and the speed with which they responded.

Above all, I thank God Almighty for taking me through my studies and the entire research work.

ABSTRACT

The purpose of this study was to establish the emerging issues and challenges facing implementation of free secondary education policy on access and retention in Tigania East District, Kenya. Free Secondary Education (FSE) policy was launched in 2008 with an aim of ensuring that all primary school pupils from class eight are able to continue with secondary education. While free secondary education has increased participation and access, it has at the same time created considerable problems. It has exacerbated the problem of teaching and learning facilities. As a result of the high influx of new students, classrooms are congested. Many schools are understaffed as a result of the free secondary education programme. This does not augur well for the quality of education being delivered. This study therefore sought to establish the challenges and emerging issues of Free Secondary Education (FSE) in Tigania East District, Meru County. This study informs the government on how to achieve it's aim of improving access, retention, completion and transition rates among the secondary schools students. The study focused on identifying the weaknesses and gaps of the program with a view to recommending remedial measures to improve it. The study adopted a descriptive survey design method to collect data from Day Secondary Schools in Tigania East District, Meru County. The research tools included questionnaires and interview schedules that gathered information from principal, deputies, and educational officers such as the DEO and AEO's. The data was analyzed using both qualitative and quantitative techniques. The data was presented using pie chart, bar graphs, percentages, frequency tables among others. The findings shown that the key emerging issues in FSE includes; HIV and Aids increasing number of orphans, expensive policy because of declining economy, drought and famine, weak economic global trends, ICT challenges and political changes while the major challenges facing implementation of FSE include; Delay in disbursing the FSE funds, over enrolment of students leading to strained physical facilities, inadequate facilitates, lack of enough funds from the government, corruption by MOE officials, inadequate training of FSE implementers, policy hurriedly planned and implemented and poor cost sharing strategies. Key intervention measures for mitigating the identified challenges includes; Government to release funds in good time to avoid straining relations between suppliers and schools management, increasing bursaries support from M.O.E, NGOs, LATF and CDF for continuing students, providing enough as well as qualified human resource in the schools, developing and following clear policy on fund disbursement, increasing FSE allocation per student to incorporate feeding programmes and students' medical which is very high due to inflation. The findings showed all the weaknesses and gaps in the implementation of the FSE policy and several challenges and emerging issues. The study also made several conclusions and recommendations that are of vital importance to educational stakeholders and suggestions for further studies.

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ABBREVIATION AND ACRONYMS

A.E.O	– Area Education Officer
A.I.D.S	– Acquired Immune Deficiency Syndrome
A.G.M	– Annual General Meeting
B.O.G	– Board of Governors
C.B.C	– Constituency Bursary Committee
C.D.F	– Constituency Development Fund
D.E.B	– District Education Board
D.E.O	– District Education Officer
E.F.A	– Education for All
E.W.C	– Electricity, Water and Conservancy
F.P.E	– Free Primary Education
F.S.E	– Free Secondary Education
G.E.R	– Gross Enrolment Ratio
G.O.K	– Government of Kenya
G.N.P	– Gross National Product
HIV	– Human Immune Virus
INSET	– In-Service of Training
J.I.C.A	– Japanese International Corporation Agency
K.B.C	– Kenya Broadcasting Corporation
K.C.P.E	– Kenya Certificate of Primary Education
K.E.S.I	– Kenya Educational Staff Institute
KESSP	– Kenya Education Sector Support Programme
LATF	– Local Authority Transfer Fund
L.T & T	– Local Travel and Transport
M.D.Gs	– Millennium Development Goals
M.O.E	– Ministry of Education
N.G.O	– Non Governmental Organizations
N.T.S	– Non – Teaching Staff
P.E	– Personal Emolument
P.T.A	– Parent/Teachers Association
P.S	– Permanent Secretary
R.M.I	– Repairs, Maintenance and Improvements

S.M.A.S.S.E	– Strengthening of Teaching Mathematics and Sciences in Secondary Education
S.F.P	– School-Feeding Programme
T.L.M	– Teaching and Learning Materials
T.V	– Television
UNESCO	–United Nations Education Scientific and Cultural Organization

CHAPTER ONE

INTRODUCTION

1.1 Background of the Study

In both developed and developing nations, the education system is a very crucial process through which an individual's life chances are determined. Through it one is able to transfer from one social class to the next of a higher status. Education influences the future distribution of income, wealth and social status in society. Beyond the economic significance, education is viewed as a good in itself and indeed a basic human right with regard to the lower level of education (World Bank, 1995). Both developed and developing nations have experienced under funding in education sector a situation that has contributed to most primary graduates not reaching the secondary level. This clearly explains that education financing is crucial in both the industrialized and the third world countries. Education has been viewed as a means of imparting knowledge, skills attitude and value needed to transform people's lives either socially, economically, spiritually, technologically and politically. It is in this spirit that UNESCO embarked on a major campaign that E.F.A goals be achieved as stipulated in Jomtien Conference held in Thailand in 1990. Secondary education is recognized as fundamental in laying the foundation for development of knowledge and skills necessary for higher education, social adaptation, and entrepreneurship (UNESCO, 2004).

The financing of education has always been a partnership between the government, parents and communities, even before the cost sharing policy came into place in 1988 (Republic of Kenya 1988). Hence cost sharing is not a new concept in Kenya as

evidenced by the self-help (harambee) movements. The government financing of education started all the way back during colonial Kenya as highlighted by the Frazer report of 1909 when financial grants were made available to mission schools. By 1910 the education expenditure for every pupil was more than five times higher for the Europeans than for Africans. In 1919 the report of the education commission of East Africa protectorate recommended among other things, that the government should play a greater role in education. At independence a lot of money was invested to expand the educational facilities and also introducing the seven years of Free Primary Education. In the 1970's and 1980's the cost sharing policies were implemented with the parent assuming a bigger role than the central government in financing education. After the cost sharing policy of 1980's proved a burden to the poor and vulnerable households the government introduced the Free Primary and secondary education as from 2003 and 2008 respectively (KESSP, 2010).

Kenya began a campaign for free Education after independence in 1963. Since then, her system of education has undergone transformation twice. Before independence elementary education was based on the colonial system of education. In 1967, Kenya, together with Uganda and Tanzania, formed the East African Community. The three countries adopted a single system of education, the 7-4-2-3, which consisted of 7 years of primary education, 4 years of secondary education, 2 years of high school and 3–5 years of university education. Under the system, which was similar to the British system of education, children began their elementary (primary) education at the age of 7 and completed at the age of 13 after sitting for a regional examination known as the East African Certificate of Primary Education - EACPE. After primary education those who passed very well proceeded to secondary school which ended

four years later with the writing of the East African Certificate of Education examination - EACE. The highest level of education that qualified one to attend university was attained after two years of high school at that time distinct from secondary school with students sitting for the East African Advanced Certificate of Education – EAACE (Eshiwani, 1990).

With the collapse of the East African Community in 1977, Kenya continued with the same system of Education but changed the examination names from their regional identity to a national identity. The East African Certificate of Primary Education became the Certificate of Primary education - CPE, the East African Certificate of Education became the Kenya Certificate of Education - KCE and the East African Advanced Certificate of Education became the Kenya Advanced Certificate of Education - KACE. In 1985 President Daniel arap Moi, introduced the 8-4-4 system of education, which adopted eight years of primary education, 4 years of secondary education and 4 years of university education. With the introduction of the 8-4-4 system CPE became KCPE - Kenya Certificate of Primary Education while KCE became the Kenya Certificate of Secondary Education - KCSE. Since 1985, public education in Kenya has been based on an 8-4-4 system, with eight years of primary education followed by four years of secondary school and four years of college or university (Ferre, 2009).

Free Secondary School Education program was introduced in Kenya by the government in 2007 and became operational from year 2008. It was envisioned that FSE would ease the burden of secondary education to parents especially the poor and the vulnerable. The policy was also supposed to be complemented by the government

bursary and the C.D.F money mostly to assist children from poor and vulnerable households. However, the implementation has been experiencing a number of constraints that threaten its quality, relevance, efficiency as well as sustainability among others (KESSP, 2010).

Accessibility to quality, relevant and affordable secondary education has remained elusive to many Kenyans. The major hindrances include high cost of access, high levels of poverty, extra levies for private tuition and unfriendly environment especially for children from poor household and those with special needs. Negative effects of HIV/AIDS pandemic raising repetition rate, low expansion of public secondary schools, and the requirements that households pay user charges while the government pays teachers and provides grants to a few schools identified by the D.E.B are some of the challenges that the programme has been facing. This study sought to explore and document the various challenges and emerging issues inherent in the implementation of FSE policy in Kenya.

1.2 Statement of the Problem

Free Secondary Education (FSE) policy was launched in 2008 with an aim of ensuring that all primary school pupils from class eight are able to continue with secondary education. The aim of the FSE policy was to ease the burden of secondary education to parents especially from the poor and the vulnerable groups. The FSE funds have also been complemented by bursaries from the Ministry of Education (M.O.E), constituency development fund (CDF) monies and Local authority transfer fund (LATF). However, while free secondary education has increased participation and access, it has at the same time created considerable problems. It has exacerbated the problem of teaching and learning facilities. As a result of the high influx of new

students, classrooms are congested. Many schools are understaffed as a result of the free secondary education programme. This does not augur well for the quality of education being delivered. Many of the preliminary surveys seem to show that the existing facilities make a mockery of the free education programme. Currently many children from poor and vulnerable background are not able to enroll while others are not able to continue with their education to completion. Many parents are not able to afford the school fees needed to complement the free secondary education programme as well as the basic students' upkeep in school such as school uniform. There have also been reported cases of lack of proper disbursement and allocation of the government funds resulting to children from rich families benefiting at the expense of those from poor households. All these have led to high students drop out rates especially in day secondary schools despite the government effort to implement FSE in schools. This is a clear indication of many unresolved problems of this policy. This calls for great concern by the government and policy makers to unearth the underlying problem behind the Free Secondary schooling programme. This research therefore sought to establish the challenges and the emerging issues on the implementation of free Secondary Education in Kenya with main emphasis on Tigania East District of Meru County.

1.3 Purpose of the Study

The purpose of the study was to establish the emerging issues and challenges facing implementation of free secondary education policy on access and retention in Tigania East District, Meru County.

1.4 Objectives of the Study

- i. To find out the weakness and gaps inherent in the implementation of the Free Day Secondary Education Policy in secondary schools
- ii. To establish the day secondary school enrolments trend before and after the start of the FSE programme from year 2006 – 2010.
- iii. To identify the emerging issues and challenges facing implementation of FSE program in access and retention in day schools.
- iv. To propose the intervention measures that the government should put in place to improve free day secondary schools.

1.5 Research Question

- i. What are the weaknesses and gaps inherent in the implementation of the Free Secondary Education Policy in day secondary schools?
- ii. What are the day secondary school enrolments trends before and after the start of the FSE programme from year 2006 – 2010?
- iii. What are the emerging issues and challenges facing implementation of FSE program in access and retention in day schools?
- iv. What interventional measures should the government put in place to improve free day secondary education?

1.6 Significance of the study

The findings of this study will be beneficial to the government, policy makers, educational officials, teachers, school administrators and the donor community. This is so because the study assesses the gaps and weaknesses of the FSE policy so far and how the government can assist in enhancing access, equity, retention and completion rates.

Educational officials will benefit from the study in that they will be able to ensure that the FSE policy is able to assist bright needy students to be retained in school and not forced out due to lack of financial assistance. They will also be able to ensure equity and access to education of children irrespective of their humble background, race or religious differences.

Teachers and school administrators will also benefit as they will be able to monitor the enrollment and transition rates of students from one grade to another. These will also ensure that the CDF money is properly utilized to support construction of physical facilities like classrooms, dormitories, libraries, laboratories and administration blocks.

The donor and the international community will benefit in that they will be able to assess how well their funds are being spent in the process of supporting the FSE. This will help them also understand the need of adding more funds. Finally they will be able to assess whether the EFA goals and millennium development goals are being achieved as per different forums of the needy by the United Nations organizations on educational issues.

1.7 Limitations and Delimitations of the study

1.7.1 Limitations of the study

The study limits itself to Mixed Day Secondary Schools in Tigania East District only. Other districts and boarding schools should be studied but this is not possible due to

financial constraints and a large expansive area that can not be accessed easily due to poor transport and communication network.

It was not possible to cover opinions of all the educational stakeholders because getting all of them required considerable time and resources which were not currently available.

1.7.2 Delimitations of the study

The educational officers and teachers included in the study were those in session in the respective institutions and offices. Those absent were not included in the sample even though they would have immense useful inputs.

1.8 Assumptions of the Study

- i. All the respondents answered honestly to the questionnaires and interview schedules.
- ii. The enrolment data in schools was available and accurate.
- iii. All the respondents were aware of the bursary, CDF money and government policy on educational matters.
- iv. The targeted day Secondary schools were implementing government policy on F.S.E.

1.9 Theoretical and Conceptual Framework

1.9.1 Theoretical framework

The study was based on the classical liberal theory of equal opportunity and social Darwinism which asserts that each person is born with a given amount of capacity, which to a large extent is inherited and cannot be substantially changed. This theory

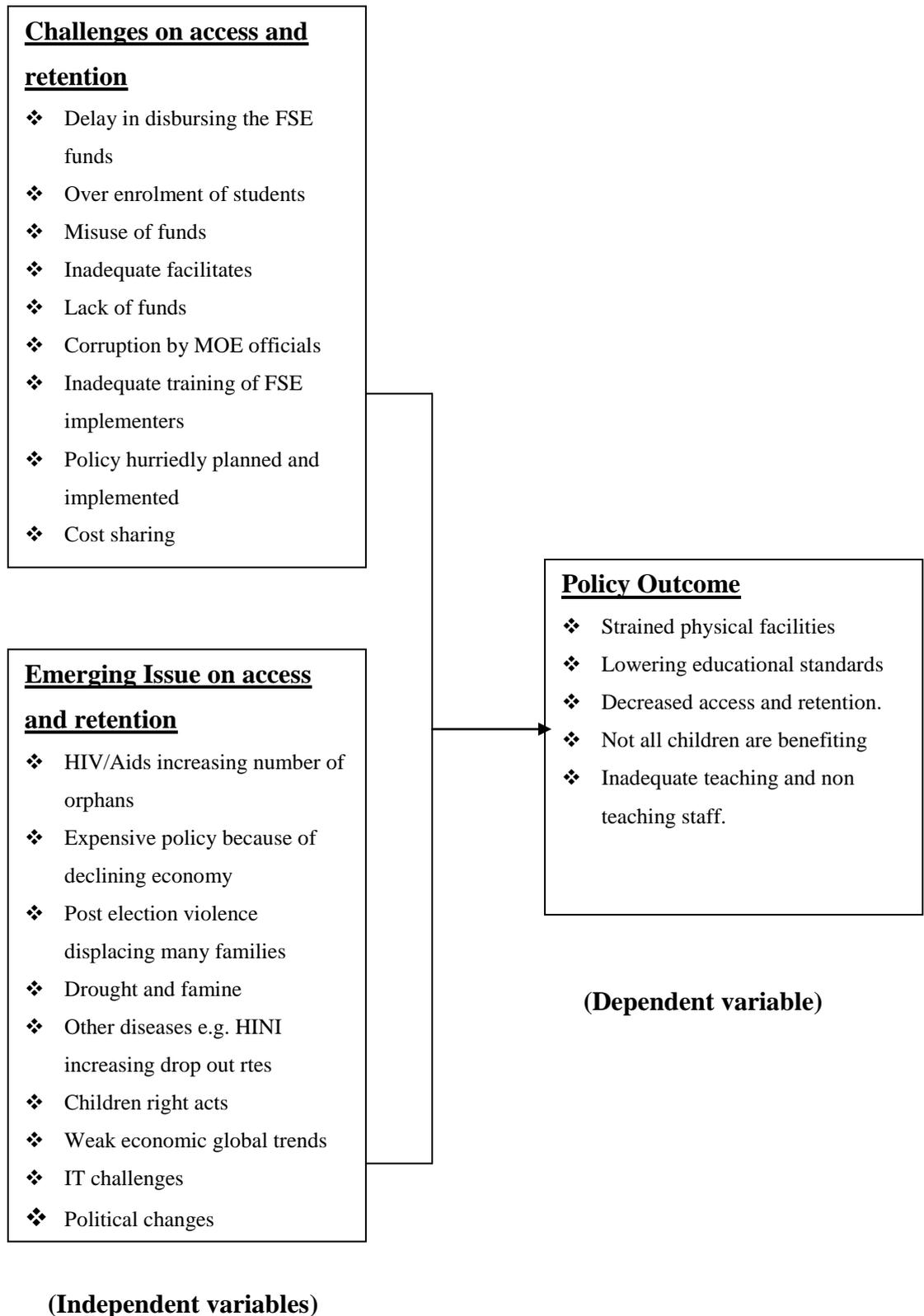
was applicable because the education system should be designed so as to remove any barriers of any nature that prevents bright students from lower economic background from taking advantage of inborn talents, which accelerates their social promotion (Orodho 2005).

Social Darwinism emphasize that every citizen should be given good education, the social status to which he/she is entitled to through inherited aptitude. Social Darwinism theory supports the provision of formal equity of access and retention to education. It ascertains that the criteria of the scholastic promotion should be ability and will.

1.9.2 Conceptual framework

The conceptual framework model shows the emerging issues and challenges facing the Free Secondary Education policy. The solutions identified should improve the programme and all children should have proper access and retention to secondary education and finally improve the economy of this nation. Figure 1.1 shows the conceptual framework with the emerging issues and challenges being the independent variables and the policy outcome being the dependent variable of the study.

Figure 1.1: Conceptual Framework Model



{Source: Researcher, 2012}

1.10 Operational Definition of Terms

Access –In this study, access refers to the availability of opportunity at all levels of education for all potential learners both from poor and rich backgrounds.

Bursary – In this study, bursary will refer to money given by the government as a grant to assist in payment of school fees for the needy students.

Constituency – This is an area usually represented by a member of parliament.

Development funds – In this study, development fund is that portion of the Government budget on education that goes into putting up new infrastructure and maintaining existing ones.

Efficiency – In this study, efficiency is used to refer to how well or desirable education resources across sectors and populations are spent.

Poverty – In this study, poverty refers to the state of being unable to meet ones education needs / due to low income.

Equity – This recognizes the right of all to education. It brings the value of fairness and social justice in the way educational opportunities and resources are allocated and shared.

Repetition – Refers to a situation where a learner remains in the same grades he/she was the previous year.

Participation – Refers to the involvement of the student in school matters which includes reading, writing, discussing and writing examination, going for educational tours among other school activities.

Gender – In this study, gender refers to general categorization of student based on their sex status. That is boys and girls.

Free Day Secondary Education – Refers to a programme where day secondary education is availed to anybody without being charged levies.

Resources – Refers to physical, financial, instructional and human resources needed in educational set-up.

Enrolment rate – Refers to the total schools population registered annually in a country or a specific region

Transition – In this study, transition refers to the movement of students from one grade to another higher grade after completing the work specified for a given grade.

Transition mostly takes place at the beginning of each year.

Retention: In this study, retention refers to withholding and maintaining the students in learning institutions until the completion of the required educational level.

CHAPTER TWO

REVIEW OF RELATED LITERATURE

2.1 Introduction

The purpose of this chapter is to review literature related to problem context. In this case literature has been reviewed from books, journals, newspapers, government publications, documents, internet and work gotten from various other sources handling education financing.

2.2 Global Overview on Education Access and Retention

Most governments in the world do spend quite a high percentage of their budget allocations to education as compared to other national expenditure. It is argued that for a government to achieve the EFA goals effectively there ought to be adequate funding to education. By 1996, it was argued that governments should be ready to spend at least 6 percent of their GNP on education.

The America belief that man was created equal and was entitled to life, liberty and pursuit of happiness was reflected in many ways in the US education system. To ascertain the above, Education in America was free in elementary and high school. The cost was met by local authorities, the state and the federal government (Moehiman, 1987). Education funding had its source from revenue levied upon people as taxation. In France, education was financed through the support of the Catholic Church. The France children spent 12 years in school, and the aim of the education was to promote culture, unify the French, promote human social equity and transform France into a powerful nation industrially, scientifically and technologically (Getao, 1960). The world development report of (1996), highlights that those who

pursue higher education are mostly from richer households. This indicates that education funding and subsidies are not fairly distributed to those from vulnerable and poor backgrounds and hence a sharp re-allocation of public educational subsidies in favour of the poor should be implemented (World Bank, 1995). According to World Bank report (2001), only 57 percent of young people in developing countries transited from primary to secondary school. At the same time due to high poverty levels, many young people are not able to graduate from secondary level into any institution of higher learning.

The EFA Global monitoring report of (UNESCO, 2002) indicates that less than 60 percent of the children of secondary school age in low and middle-income countries are enrolled while in industrialized countries secondary education has become universal. Earlier majority from the 2001 World Bank report only 57 percent of young people in developing countries transited from primary to secondary school. At the same time due to high poverty levels, many young people are not able to graduate from secondary level into any institution of higher learning.

One of the major problems facing both the developed and the developing nations is the high percentage of students who drop out of school especially at the secondary level. These finally end up forming the ranks of the unemployed (Tadaro, 1970). Achievement of the EFA goals depends on the progress in secondary and tertiary education as well as basic education. Both the millennium development goals (MDG) and EFA goals include achieving equity in enrollment for girls and boys at the primary and secondary levels by 2005 and gender equality at all levels by 2015.

2.3 Education Access and Retention in African Countries

After political independence, many African countries concentrated their efforts on expansion of education facilities in order to increase access to and equalize education opportunities. This was because many people and governments in Africa and all developing nations in general believed that education was the key to development (Olembo et al, 1992). To realize these goals the United Nations economic commission for Africa and UNESCO jointly sponsored a conference at Addis Ababa in May 1991, to discuss concerns of education development in Africa. Among other issues, the conference suggested that education cost could be reduced by promoting greater reliance on self-help building. As a result because of the deficit experienced in many African states due to increased expenditure on education the African countries appealed for more external assistance (Otiende et al 1999). Olembo et al 1992 asserts that there is still a very large percentage of school age children who were not receiving education mainly due to financial limitations of African countries.

2.4 Education Financing and Support in Kenya

Since the achievement of independence in 1963, the government and the people of Kenya have been committed to expanding the education system to enable greater participation. This has been in response to a number of concerns. Among the main concerns have been the desire to combat ignorance, disease and poverty; and the belief that every Kenyan child has the right of access to basic welfare provisions, including education, and that the government has the obligation to provide its citizens with the opportunity to take part fully in the socio-economic and political development of the country and to attain a decent standard of living. Education has also been seen as a fundamental factor for human capital development. The effort to

expand educational opportunities has been reflected in the various policy documents and development plans (Ferre, 2009).

The colonial government in Kenya started financing public education in 1909 when the financial grants were made available to mission schools. Following the Frazers recommendations, the board of education formed in 1910 started to consider giving grants to missions in their education effort. A large amount of money was sent on the improvement of Europeans schools while those of the other races like Africans were left in very poor conditions (Otiende J.E Ibid1992). In 1995, an enquiry was made into the grants – in – aid system leading to considerable increase of allowances for building and equipment maintenance subject to a satisfactory report by government inspector (Sifuna 1990).

2.4.1 Equity in Education Access in Kenya

Equity recognizes the right of all to education. It ensures that educational opportunities are provided equally among people and more emphasis laid upon the less fortunate in societies and regions that have higher poverty index. Equity in education influences the future contribution of the society. It also uplifts people's living standards, enable them to prosper and acquire both formal and self employment.

Equity in the provision of secondary education has not been achieved e.g. in 2007 a total of only 1,017 youth out of 500,000 aged 16-19 years with specials needs accessed secondary education in 7 special school country wide and with limited integrated programmes. An analysis of the economic composition of enrolled student

at the secondary level shows that secondary schools students are drawn disproportionately from the upper income groups. Fewer than 4% of secondary school students are drawn from the poorest per capita expenditure quintile, 7.3% from the lower middle-income group, 11.4% from middle-income group, 16.2% from upper middle while 28.2% are drawn from the richest quintile (KESSP, 2010). These points to the need for deliberate efforts towards increasing enrolment among the low income and marginalized groups and regions. In order to achieve desirable educational outcomes the issues about equity have to be properly taken care of.

All the citizen in a country are entitled to basic education as per the Jomtien conference of 1990, which emphasized on the 'World declaration of education for all'. Article one of that conference stated that every person-child, youth and adults shall be able to benefit from educational opportunities designed to meet their basic learning needs; Article (III) handles issues on universalizing access and promoting equity. It states that active commitment must be made to removing educational disparities among the underserved groups, the poor, street and working children, rural and remote populations, Nomads and migrants workers, indigenous people, ethnics, racial, linguistic minorities, refugees and those displaced by war and people under no occupation should not suffer any discrimination in access to leaning opportunities (world education forum, Dakar 2000). It is in this line that the government of Kenya has laid a firm commitment toward the fight against poverty where majority of the citizens live on less than one Dollar per day (Republic of Kenya, 2000).

The above fight would only be successful if education was equally offered to all. The government of Kenya is promoting EFA goals by spending most of its revenue on

education policies such as Free Primary Education, Free Secondary Education school feeding program, constituency development funds and bursary scheme to support secondary school students from poor households (KESSP, 2005- 2010). The biggest fear and worry with FSE, bursary scheme and constituency development funding on education is that the scheme could be benefiting the rich at the expense of the poor because most vacancies in the best secondary schools in Kenya are taken up by the children from rich families (KESSP 2005-2010).

According to Siringi (2009) it becomes quite clear that the government was unable to release the remaining 10 billion for the free learning programme. Hence the head teachers were vowing that they would send the students back home after schools open. This was an indication that most needy students may not be able to benefit from the scheme.

2.5 Financing Education since independence in Kenya

After independence in 1963, the government committed its self to offering seven years of free primary education. As such a lot of finances was invested to expand the educational facilities and maintaining them. A lot of money was spent in secondary education but the self-help or Harambee where communities themselves paid fees for their children and also constructed Harambee schools lessened the burden. Later on in the 1970's and 1980's the cost sharing policies were implemented with the parents and local communities assuming an increasing big role even than the central government in financing education.

2.5.1 Education financing after the introduction of 8-4-4 system

With the Mackay, report of 1981 the 8-4-4 was established. This system required new books, workshops, classrooms, dormitories, laboratories, equipments and other physical facilities. It was quite expensive as these costs the government huge amount of money as most of these facilities were non-existence during its inception (East Africa Standard Jan, 24th, 2000) To implement the above, the self help Harambee) move was established at secondary level to pay some money called Development Fund.

The government met administration and professional costs and the parents would take up their cost related to the development and provision of educational facilities like text books, building, equipments and personal services (Mackay report 1981, Kamunge report 1988).

2.6 Challenges and Emerging issues on Free Education in Kenya

Free and compulsory primary education was established in 2003 by President Mwai Kibaki as one of the promises that made NARC government win the 2002 election. Since then an estimated 1.5 million children who were previously out of school have turned up to attend classes. All the educational administrators and stakeholders have seriously campaigned for the sustenance of this policy. The focus as been that educating children is investing in the future of this country.

As a strategy of achieving the millennium Development goals MDG and education for all EFA goals to be accomplished by 2015, the government of Kenya introduced FPE capitalization grant, which is aimed at improving access, equity and quality education at the primary level. The government also introduced a bursary scheme and CDF

programme, which both would be handled from the constituency level. Later on also, the free secondary education FSE was introduced. The CDF was to cater for improving the education physical facilities like constructions of classrooms, laboratories, building halls, dormitories and administrative offices and the bursary was to assist in the payment of fees for children from poor households.

The major objective of both CDF and bursary scheme is to enhance access to and ensure high quality secondary education for all Kenyan especially the poor and the vulnerable groups as well as the girl child. The driving philosophy behind the scheme is that no child who qualifies for secondary education should be delayed access on such accounts of inability to meet school fees. It was found worthy that collaborative contribution of funds through the MOEST bursary scheme, community contributions through location and constituency bursary funds; support from NGOs, well-wishers and philanthropist would have considerable households (Njeru and Orodho 2003). According to the Kamunge report on the task force on the review and harmonization of the legal frame work governing education, training and research of 2007 it highlighted that the current government education, training and research of 2007 it highlighted that the current government spending on education and training excluding the share by households is between 5% and 7% of the gross domestic product. At the national level, recurrent government spending on education is domestic product. At the national level, recurrent government spending on education is higher than any other social sector, standing at 73% of social sector expenditure. In addition, education recurrent budget is 39% of public sector recurrent budget. The current heavy investment borne by the government alone is unsustainable. The policies of session paper on financing of education, training and research were intended to:

Provide for government financing of basic education while proportionately reducing financing for higher education and provide targeted funding to un-disturbed regions and vulnerable groups.

Free secondary schooling faced a testing times immediately after its inception in 2008. The government was supposed to prepare for the programme by building extra class and hiring more teachers but that was not done as highlighted by Education consultant Gilbert Obuna.

Concerning the level of efficiency and effectiveness in the operation of the Bursary scheme, attention must be paid to disbursement procedures such as equity consideration, number and type of beneficiaries categorized by the social – economic groups, sex and institution. The current procedure of disbursement though slightly different from the old one, has now and again been blamed on the grounds of delays in disbursement of F.S.E funds forcing students to stay out of school until funds have been remitted to their various schools. This impact negatively on the pupil's performance and may be a cause of forced dropouts. e.g. seven months after the programme was supposed to take off, the government had provided only a quarter of the funding schools needed to make it work. School administrations are forced to run the school on credit while others had opted to reinstate tuition fees to avoid closing down (Anne, 2008).

On the issue of gender consideration, the current bursary scheme is almost a departure from the previous scheme. Previously bursary allocation did not cater for boys and girls in mixed schools. There was an evidence of high dropout rates among girls than

boys, as it could not be expected for girls to perform better than boys in academic work. The present scheme provides for an affirmative action to ensure that some money is set aside specifically for the girl child. This arrangement ensures that she is protected from unprecedented competition from boys. This ensures girls participation in secondary education is taken care of.

Finally the use of District and Constituency poverty indexes and students enrollment rates as the criteria for allocation and disbursement is meant to ensure that fairness is the guiding principle in the entire process. The major threat facing the F.S.E is the serious delayment of the money from the MOE headquarters to specific schools. It has been clearly understood that this money may take more than a term before it is posted to various school accounts e.g. by may the M.O.E not disbursed the year 2009 January allocation. The government has been at times channeling the money to other projects like buying food for the citizens due to the pressing drought and famine that has faced the country like in the year 2009 (MoE, 2009). Finally the use of District and Constituency poverty indexes and students enrollment rates as the criteria for allocation and disbursement is meant to ensure that fairness is the guiding principle in the entire process.

2.7 Government Measures to Improve Education Access and Retention

According to KESSP (2010), the government has put in place several measures to improve access and retention to secondary education. These includes:- Implementing the policy on secondary education, the curriculum has been rationalized and revised with a view of reducing both the load on student and teachers and the consequent costs to government and parents, The government continues to provide teachers to all public secondary schools, the MOE, through KESI, is strengthening the capacities of

educational manager Such as The H.O.Ds, deputies and principals of schools,the government has also reviewed staffing norms in order to ensure efficient utilization and equitable distribution of teachers, under a targeted programe, the government is rehabilitating schools in poor communities in order to improve teaching and learning, Through SMASSE, a MOE/JICA INSET programme, and other initiatives the government is in-servicing teachers in various subjects as a measure to enhance subject levels and government funding in form of the secondary school bursary fund has been increased. However these measures have not been well implemented to help the poor and the vulnerable groups access education.

2.8 Summary of the Review

The review has tried to highlight the role of government in education financing. It has clearly been found that the Governments both internationally and nationally have tried to invest greatly on their people through education financing. But a great difference lies between access and retention to secondary education in developed nations and sub-Saharan African nations. Developed nations have achieved a transformation rate of an average of 80 percent and in less developed nations the transitions rate is an average of 47 percent and for the sub-Saharan countries is a worrying low average of 27 percent. The review has also focused on education financing in Kenya through F.P.E, F.S.E, CDF and bursary scheme. Issues dealing with allocation, disbursement, management, efficiency, and equity and the impact of the two schemes on enhancing secondary school education among the poor and vulnerable groups have been tackled. Kenya has not achieved the desired primary to secondary transition rate of 70%. Currently the transition stands at 47% (Daily Nation, 2008). The national bursary allocation is insufficient as it caters for about 10% of the outstanding fees owed by needy students per school (Njeru and Orodho, 2003). The review has shown that the

retention rate has been interfered with, due to other issues like growing poverty rates, high prices of essential goods, High mortality rates caused by HIV/Aids scourge leading to many students dropping out of school. Many students have still continued to drop out of schools despite the government funding as the poor can not be able to afford the cost sharing fees charged in education. This study therefore sought to assess the emerging issues and challenges of FSE on access and retention to secondary education in Tigania East District of the Meru County.

CHAPTER THREE

RESEARCH METHODOLOGY

3.1 Introduction

This chapter focuses on methodology adopted in the study. This involves description of the research design, location of the study, target population, sample selection, research instruments, piloting and data processing and analysis. The study investigated the challenges and emerging issues of the FSE on access and retention to secondary education in Tigania East District of Meru County.

3.2 Research Design

The study adopted an exploratory approach using a descriptive survey design to investigate the challenges and emerging issues of the FSE policy on access and retention in secondary education. The study sought to assess whether the FSE policy has helped to bridge the inherent gaps between the rich and the poor in the target region. It also focused on the weaknesses in the funding of secondary education. The data was collected using the questionnaire and interview methods. The descriptive survey research was intended to produce statistical information about aspects of education that interest policy makers and educators (Orodho 2005). The study design was appropriate for this research as the collection of the information was efficient and very economical as it is non-experimental. Data was collected from the respondents leading to a summary and interpretation of the findings for clarity purposes.

3.3 Location of the study

The study was conducted in Tigania East District of Meru County. This district was chosen since the area has a long history of many secondary school dropouts on

account of lack of school fees. There is also a problem with the disbursement and allocation of the government funds and children from rich families may be benefiting at the expense of those from poor households. The poverty index of the district is high which has been made worse by the high prevalence rate of HIV/AIDs in the region. Over half of the district lies in the ASAL zone and many times it is struck with drought and famine. All these needs have led to high drop out rates especially in day secondary schools despite the government effort to implement FSE in schools.

3.4 Target population

3.4.1 Day secondary schools

Since the study intended to assess the challenges and emerging issues on the implementation of FSE policy, the study targetted all the day schools in Tigania East district. There are 21 day secondary schools in the district.

3.4.2 Respondents

The respondents of the study were all the Head teachers and Deputy Head teachers from the day schools in Tigania East District. These respondents were selected because they are directly involved in the FSE policy implementation in secondary schools. In addition, the DEO and the four AEO's of the areas were also targeted. These were the key informants of the study and were selected because they make it possible for the government to implement the FSE policy and are much acquainted with the challenges and emerging issues of the FSE as they are in the ground where educational issues are taking place.

3.5 Sampling Design

The sampling design for this study was based on schools and respondents.

3.5.1 Schools

In this study, purposive, simple random and census sampling techniques were used to select a representative sample size for the study. Purposive sampling technique was used to select public day secondary schools as well as the key informants of the study (DEO and AEO's). There are 21 public day secondary schools in the district and these were selected because they are the main beneficiaries of the FSE policy implementation in secondary schools. Therefore, all the 21 day schools Head teachers and Deputies were targeted.

3.5.2 Respondents

Census method was used to select all the Head teachers and deputies from the day schools. Therefore, the total number of Headteachers and Deputies in all the 21 schools are 42. In addition, the DEO and Four AEO's were included in the sample purposively as the key informants of the study since they are directly involved in the FSE policy implementation. This gave a total sample size of 47 (42+5) respondents.

3.6 Data Collection Instruments

The study utilized primary data. This was collected using questionnaires and interview schedules. Questionnaire containing open and closed ended questions was used because they are less expensive and are commonly used instrument to collect important information from a larger sample/population within a short time (Gay 1981). This was used to collect data from principals and deputies.

On the other hand, the interview schedule was used to carry out face to face interview with the key informants who include the D.E.O and A.E.O's. For this case highly structured questions was included in the interview guide, the interviewer first asked a

series of structured questions, and then probed more deeply, using open-ended questions in order to obtain more complete data. The interviews were provided more insight and information as regards to challenges and emerging issues in the implementation of Free Secondary Education in schools.

3.7 Piloting

Research instruments were tried out in the field to a selected sample which is similar/identical to the actual target population in order to establish their level of suitability in collecting the actual data required in the study. The procedure that was used in pre-testing was similar to that which was used in the actual study only that the pilot sample was small (about 1% of the selected sample size). This piloting was necessary because it helped one to detect wrong questions, little space, unclear direction and clustered questions. Also the vague questions were revealed and these were properly rephrased. The piloting procedure also helped in determining the validity and reliability of the instruments.

3.7.1 Reliability of Instrument

For this study, test-retest method was used to assess the reliability of instruments to be used in the study. In this method, the developed instruments (questionnaire and interview schedules) were given to a group of 6 individuals with similar characteristics as the actual sample. The results were recorded. After two weeks, the same procedure was repeated again and the instruments were again scored manually and a comparison between answers obtained in 1 and 2 was made. The Pearson's product moment formula for the test-retest was employed to compute the correlation coefficient in order to establish the extent to which the content of the instruments was consistent in eliciting the same responses once administered. Of the items tested, the

correlation coefficient of 0.7 was obtained hence the instrument was considered highly reliable.

3.7.2 Validity of the Instruments

A research instrument is said to be valid if it measures what it is supposed to measure. The validity of an instrument is measured by its repeated reviews by experts and field tests. The research instruments were given to lecturers in the department to appraise the items suitability in obtaining information according to research Questions and objectives. Their recommendation was very instrumental in ensuring that the instruments measures what they supposed to measure in the study.

3.8 Data Collection Procedures

The researcher first got an authorization letter from Kenyatta University and research permit from National Council for Science and Technology. With these documents, the researcher then rehearse with the individual principals of the selected schools with the aim of booking appointment with the concerned principals which was followed by visit to the selected secondary schools on the appointment days. The questionnaire was then administered to the principals and deputies. The researcher also booked appointment and visit the DEO and AEO's for the face to face interviews. The researcher ensured punctuality on the appointment date. This helped to save time and inconveniences hence increasing the response rate. As discussed in the findings (chapter four), the researcher administered a total of 42 questionnaires to the head teachers and their deputies. Out of these, 2 questionnaires were annulled/disqualified due to errors identified in the data cleaning process leaving a total of 40 as the usable/well filled questionnaires which represents 95.2% response rate. In addition,

the researcher conducted a total of 5 face to face interviews with the DEO and AEOs who were the key informants of the study.

3.9 Data Processing and Analysis

Analysis of data included sorting, cleaning and organization of data from the questionnaires and interviews. The information was then coded and entered into a spreadsheet and analyzed using Statistical Package for Social Sciences (SPSS) and Excel. The data was analyzed using both qualitative and quantitative techniques. Quantitative techniques were applied on the closed ended questions in the questionnaire. The main quantitative techniques used included descriptive statistics such as frequencies, percentages, means and standard deviation. Qualitative data was analyzed through content analysis technique. Content Analysis entails coding and classifying qualitative data which is often referred to as data categorizing or indexing. This was done according to similarities which were then followed by organization of data according to study themes from which conclusions were drawn. The data was presented using pie chart, bar graphs, percentages, frequency tables among others.

3.10 Logistical and Ethical Considerations

Permission to carry the study was sought from individual principals in the target schools. Participation in the research was voluntary. Direct consent was sought from head teachers and other respondents. Participants were assured that the information they provide was to be treated as strictly confidential and will only be used for the purpose of this study.

CHAPTER FOUR

DATA PRESENTATION DISCUSSIONS AND INTEGRATION

4.1 Introduction

This chapter contains the analysis and presentation of the findings of the study. The purpose of this study was to establish the emerging issues and challenges facing implementation of free secondary education policy in Tigania East District, Meru County. The objectives of the study included; to find out the weakness and gaps inherent in the implementation of the Free Day Secondary Education Policy in secondary schools, establish the day secondary school enrolments trend before and after the start of the FSE programme from year 2006 – 2010, identify the emerging issues and challenges facing implementation of FSE program in access and retention in day schools and propose the intervention measures that the government should put in place to improve free day secondary schools. The target population included the secondary school principals and deputies as well as the DEO and AEO's. A total of 42 questionnaires were administered to the head teachers and their deputies. Out of these, 2 questionnaires accounting for 4.8% were annulled/disqualified due to errors identified in the data cleaning process leaving a total of 40 as the usable/well filled questionnaires which represents 95.2% response rate. In addition, the researcher conducted a total of 5 face to face interviews with the DEO and AEOs who were the key informants of the study. These formed the basis for the analysis and the findings presented in this study. The data collected was coded and entered in SPSS package where analysis was done. The data was presented using bar graphs, pie chart, frequency tables, percentages, upon which interpretations and conclusions were made.

4.2 Background Information of the Respondents

The researcher sought to establish the demographic characteristic of the sampled population in the questionnaires.

Table 4.1: Background Information of the Respondents

Demographic		Frequency	Percent
Characteristic		(n-40)	(%)
Gender	Male	31	77.5
	Female	9	22.5
Respondents' Designation	Principal	20	50
	Deputy	20	50
		40	100.0

The findings presented in Table 4.1 show that majority (77.5%) of the respondents were male while 22.5% were female. The findings further show that the study captured equal proportion of the principal and deputies (50% each) as shown in Table 4.1. The high level of male gender in the findings implies that most free day schools were run by male principals and deputies who play a crucial role in FSE implementation and overall running of the day secondary schools.

4.3 Weakness and Gaps in the Implementation of the FSE Policy

The first objective of the study sought to establish the weakness and the gaps inherent in the implementation of the Free Day Secondary Education Policy in secondary schools. To achieve this, the study sought to establish the adequacy of the CDF support given for physical facilities.

4.3.1 Adequacy of the CDF Support for Facilities Development

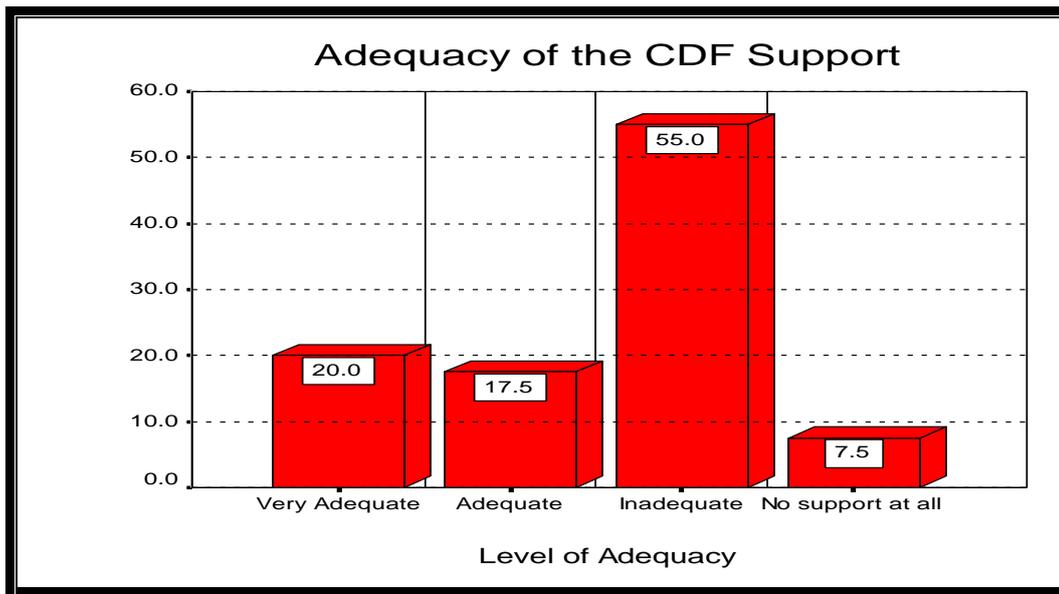


Figure 4.1: Adequacy of the CDF Support for Facilities Development

The finding in Figure 4.1 show that more than half of the respondents (55%) rated the CDF support given to the school for the development of the school facilities as inadequate. Very adequate, adequate and no support at all responses accounted for 20%, 17.5% and 7.5% respectively. This shows that the CDF support given to the school was inadequate to support the needed physical development of the school facilities. These findings are consistent/agree with the findings of Olembo et al (1992) who argues that there is still a very large percentage of school age children who were not receiving education mainly due to financial limitations of African countries.

4.3.2 Weakness and the gaps in the implementation of the FSE Policy

The study sought to assess the extent to which some stated issues had affected implementation of free secondary education. To measure this, a five point Likert scale was used as the measure where by the means and the standard deviations of the key aspects were computed and assessed on the following scale: A score of 4.5 – 5 was ranked as very great extent, a score of 3.5 – 4.49 was ranked as large extent, a score of

2.5 – 3.49 was ranked as neutral, a score of 1.5 – 2.49 was ranked as minimal while a score of was 1.0 – 1.49 was ranked as no effect at all. The responses were interpreted and the findings are presented in Table 4.2.

The findings show that a high proportion (4.52 mean scores) of respondents ranked lack of enough bursary support and lack of CDF support to develop physical facilities to have great influence. This shows that lack of enough bursary and CDF support has affected the implementation of FSE in secondary schools

Table 4.2: Bursary and CDF Support for FSE Policy

	N	Mean	Std. Deviation
Lack of Enough Bursary Support	40	4.52	.751
Lack of CDF Support to develop physical facilities	40	4.00	.906

4.3.3 Satisfaction with Identification Criteria for Poor and Vulnerable

The respondents were asked to state if they were satisfied with the criteria used in identifying those from poor and vulnerable households.

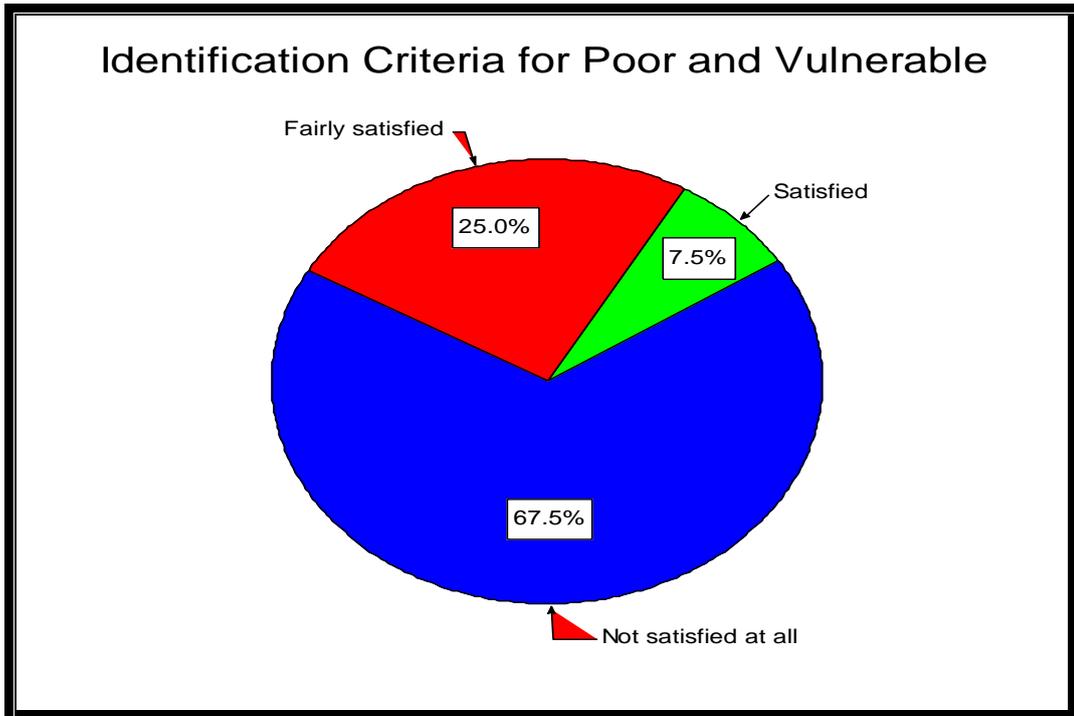


Figure 4.2: Criteria for Identifying Poor and Vulnerable Households

The findings shows that majority (67.5%) of the respondents were not satisfied with the criteria used in identifying those from poor and vulnerable households. This is shown in Figure 4.2. This means that the criteria used in identifying those from poor and vulnerable households is not transparent and need to be revised to ensure that the poor and vulnerable households fully benefit from the programme.

4.3.4 Effect of Introduction of Free Secondary Education in Schools

The study sought to establish the extent to which introduction of free secondary education had affected space utilization in school. To achieve this, the respondents rated the extent to which the introduction of FSE had affected space in the various physical facilities based on the five point likert scale of very great extent, large extent, neutral, minimal and no effect at all.

Table 4.3: Effects of Introduction of FSE on Available Space

	No effect				Large extent				Very great extent	
	at all		Minimal		Neutral		extent		extent	
	F	%	F	%	F	%	F	%	F	%
Classrooms	1	2.5	3	7.5	4	10.0	18	45.0	14	35.0
Laboratories	1	2.5	5	12.5	1	2.5	1	2.5	32	80.0
Toilets	1	2.5	5	12.5	3	7.5	17	42.5	14	35.0
Administration block	3	7.5	2	5.0	11	27.5	3	7.5	21	52.5
Dining Hall	1	2.5	10	25.0	5	12.5	2	5.0	22	55.0
Kitchen	3	7.5	7	17.5	12	30.0	10	25.0	8	20.0
Store	3	7.5	8	20.0	4	10.0	3	7.5	22	55.0

The findings in Table 4.3 show that the space for the Classrooms (80%), Laboratories (82.5%), Toilets (77.5%), Administration block (60%), Dining Hall (60%), Kitchen (45.0%) and Store (62.5%) were greatly affected by the introduction of FSE as accounted by large extent and very great extent cumulative responses. This shows the need to address the issue of physical facilities with a view of improving these facilities. These results agrees with the Mackay (1981) and Kamunge (1988) report who argued that the physical infrastructures of education are in short supply and the government need to make concerted effort to meet administration, infrastructural and professional costs of education including provision of educational facilities like building, equipments, textbooks and personal services.

4.3.5 Other weakness and Gaps inherent in Free Secondary Education

The key informant of the study (that is, the DEO and the AEO's) identified other weakness and gaps in the implementation of free secondary education in the schools. These included; Inadequate teaching staff, poor infrastructure, poor fees payment, inadequate financing, delay in fund disbursement, wrong assumption by the parent that the government is catering for everything, Students catering for their lunches which some parent are not able to afford, poor program monitoring, irregular/installments fund remittance to school, inadequate learning and teaching materials, congestion in classes and stores partially due to inadequate funding by the M.O.E. These results agree with the findings of Mackay (1981) who argues that the 8-4-4 system was established with great demands such as new books, workshops, classrooms, dormitories, laboratories, equipments and other physical facilities which were quite expensive and require the government to budget huge amount of money for these facilities. The results also agree with Anne (2008) who argued that these weakness and gaps in education impacted negatively on the pupil's performance and may be a cause of forced dropouts. In addition, they make school administrations to run the school on credit while others have opted to reinstate tuition fees to avoid closing down.

4.4 Secondary School Enrolments Trends

The second objective of the study sought to establish the day secondary school enrolments trend before and after the start of the FSE programme from year 2006 – 2010. To achieve this objective, the principal and their deputies provided the data on the schools enrolment and drop outs from 2006 to 2010 which was analyzed and the results are presented next.

4.4.1 Student Enrolment Rate from 2006 to 2010

The respondent provided the schools enrolment data from 2006 to 2010. The findings presented in Figure 4.3 show the overall schools enrollment trends from the year 2006 to 2010.

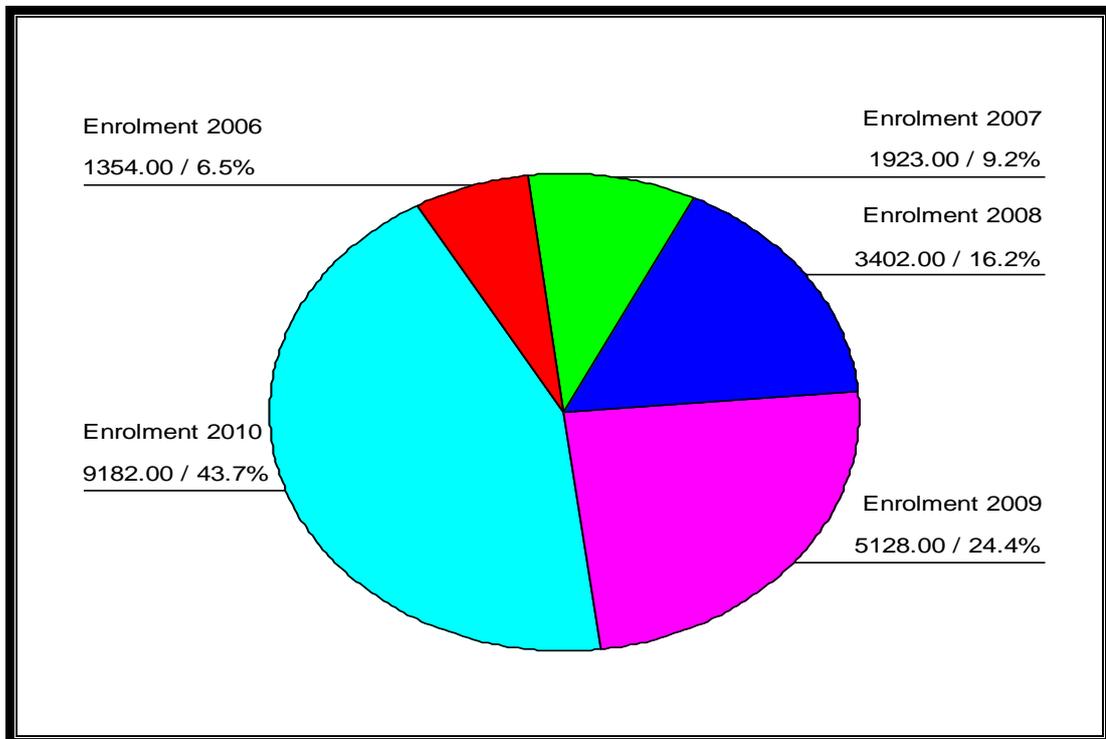


Figure 4.3: Student Enrolment Rate from 2006 to 2010

The findings in Figure 4.3 show that the enrolment increased for the targeted 21 day schools in Tigania east district from 2006 to 2010 from 6.5% to 43.7%. In addition, a greater increase was noted between years 2008 to 2010 from 16.2% to 43.3%. This sharp increase in enrolments could be accounted for by the introduction of Free Secondary Education Program which started in the year 2008. This means that nFSE policy is helping improve access of student to educational opportunities an indication that EFA and MDGs are on the process of being achieved.

4.4.2 School Student Dropouts Rate from 2006 to 2010

The respondent provided the schools dropout data from 2006 to 2010. The findings presented in Figure 4.3 show the overall schools dropout trends from the year 2006 to 2010.

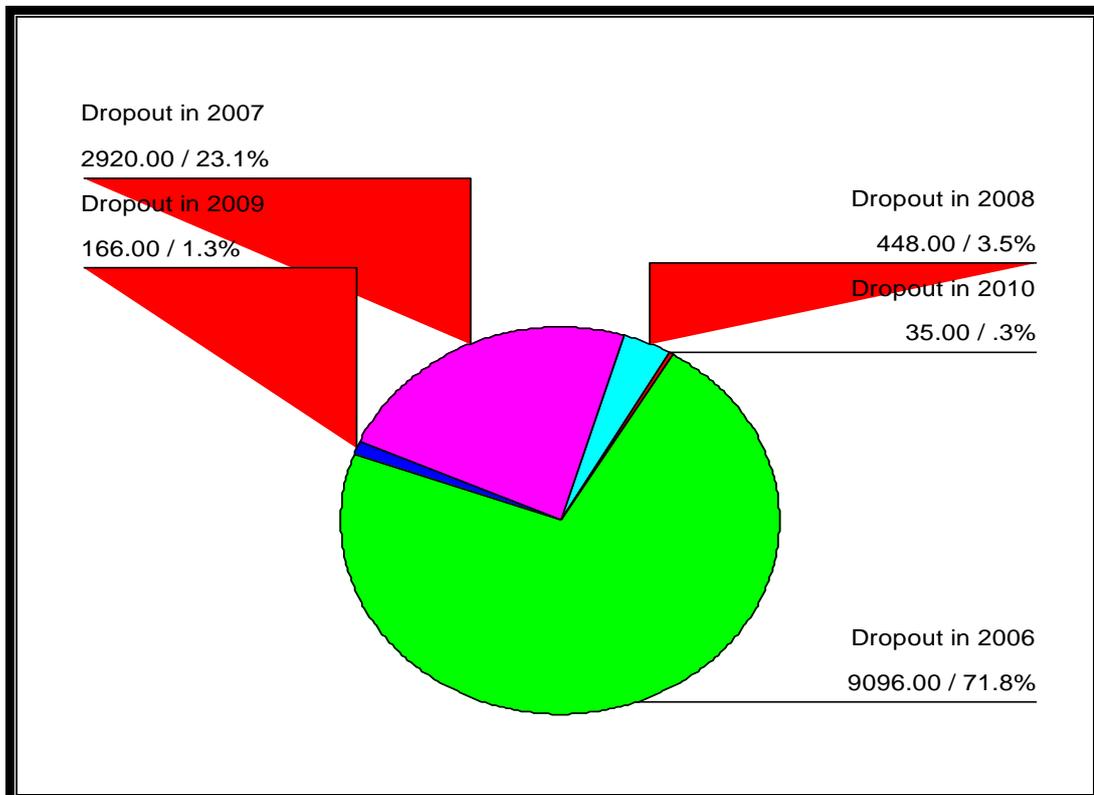


Figure 4.4: School Student Dropouts Rate from 2006 to 2010

The findings in Figure 4.4 show that the students' dropout rates decreased for the targeted 21 schools in Tigania District school from 2006 to 2010 from 71.8% to 0.3%. This shows that the students drop outs has decreased and this can be attributed to increased government support of the secondary schools. The results agree with Anne (2008) who argued that reduced drop outs leads to increase in school population leading to congestion and overstretching of physical facilities hence impacting negatively on the students' performance.

4.5 Emerging issues and challenges facing implementation of FSE program

The third objective of the study sought to identify the emerging issues and challenges facing implementation of FSE program in access and retention in day secondary schools.

4.5.1 Emerging issues

To establish the emerging issues inherent in the implementation of FSE program, the respondents were presented with various issues and were expected to rate the extent to which they agreed or disagreed with them to be the emerging issues in the implementation of FSE program. A five-point Likert scale comprised of strongly agree, agree, neutral, disagree and strongly disagree was used and the findings are presented in Table 4.4.

Table 4.4: Emerging Issues in the Implementation of FSE Policy

	Strongly Disagree		Disagree		Neutral		Agree		Strongly agree	
	F	%	F	%	F	%	F	%	F	%
HIV and Aids increasing number of orphans	-	-	2	5.0	3	7.5	26	65.0	9	22.5
Expensive policy because of declining economy	-	-	-	-	11	30.6	15	41.7	10	27.8
Post election violence displacing many families	10	27.8	15	41.7	2	5.6	6	16.7	3	8.3
Drought and famine			1	2.5	4	10.0	17	42.5	18	45.0
Other diseases like HINI increasing drop out levels	6	16.7	9	25.0	12	33.3	6	16.7	3	8.3
Weak economic global trends	2	5.0	1	2.5	7	17.5	21	52.5	9	22.5
ICT challenges	2	5.6	1	2.8	6	16.7	7	19.4	20	55.6
Political changes	2	5.6	2	5.6	5	13.9	20	55.6	7	19.4

The findings in Table 4.4 show that majority (78.25%) of the respondents agreed with the following; HIV and Aids increasing number of orphans (87.5%), expensive policy because of declining economy (69.5%), drought and famine (87.5%), weak economic global trends (75.0%), ICT challenges (75.0%) and political changes (75.0%) as the key emerging issues as accounted by strongly agree and agree cumulative responses. On the other hand majority (63.9%) of the respondents disagreed with post election violence displacing many families and other diseases like HINI increasing drop out levels (58.3%) as accounted by strongly disagree and disagree cumulative response respectively.

This shows that the key emerging issues in the implementation of FSE include; HIV and Aids increasing number of orphans, expensive policy because of declining economy, drought and famine, weak economic global trends, ICT challenges and political changes

4.5.2 Challenges facing implementation of FSE program

The respondents were presented with various statements and were expected to rate the extent to which they agreed or disagreed with the stated challenges to be affecting the implementation of FSE program. A five-point Likert scale comprised of strongly agree, agree, neutral, disagree and strongly disagree was used and the findings are presented in Table 4.5.

Table 4.5: Challenges Facing Implementation of FSE Program

	Strongly Disagree				Disagree				Neutral		Agree		Strongly agree			
	F		%		F		%		F		%		F		%	
	F	%	F	%	F	%	F	%	F	%	F	%	F	%	F	%
Delay in disbursing the FSE funds	1	2.5	-	-	4	10.0	11	27.5	24	60.0						
Over enrolment of students	-	-	5	13.9	7	19.4	15	41.7	9	25.0						
Misuse of funds	12	33.3	11	30.6	4	11.1	7	19.4	2	5.6						
Inadequate facilitates	1	2.5	-	-	6	15.0	7	17.5	26	65.0						
Lack of enough funds	2	5.0	-	-	3	7.5	13	32.5	22	55.0						
Corruption by MOE officials	1	2.8	3	8.3	10	27.8	14	38.9	8	22.2						
Inadequate training of FSE implementers	2	5.0	2	5.0	5	12.5	9	22.5	22	55.0						
Policy hurriedly planned and implemented	2	5.6	1	2.8	3	8.3	16	44.4	14	38.9						
Cost sharing	4	10.0	1	2.5	9	22.5	20	50.0	6	15.0						

The findings show that the challenges facing implementation of FSE include; Delay in disbursing the FSE funds as reported by (87.5%), over enrolment of students (66.7%), inadequate facilities (82.5%), lack of enough funds (87.5%), corruption by MOE officials (61.1%), inadequate training of FSE implementers (77.5%), policy hurriedly planned and implemented (83.3%) and poor cost sharing strategies (65.0%) as accounted by strongly agree and agree cumulative response. However, according to majority of the respondents (63.9%), misuse of funds was not a challenge facing implementation of FSE as accounted by (strongly disagree and disagree) cumulative response. This is shown in Table 4.5. These findings agrees with (MoE, 2009) report that acknowledges that the major threat facing the FSE is the serious delayment of the money from the MOE headquarters to specific schools. It has been clearly understood that this money may take more than a term before it is posted to various school accounts. In addition, the report say that the government has been at times been channeling the money to other projects like buying food for the citizens due to the pressing drought and famine that has faced the country like in the year 2009. the findings of this study further agrees with Anne (2008) who argued that the challenges in the schools have forced the School administrations to run the school on credit while others had opted to reinstate tuition fees to avoid closing down.

4.5.5 Effect of FSE Policy on the Access and Retention

The study sought to establish the effects of introduction of free secondary education on the access and retention in schools. To measure this, a five point Likert scale was used as the measure where by the means and the standard deviations of the key aspects were computed and assessed on the following scale: A score of 4.5 – 5 was ranked as very great extent, a score of 3.5 – 4.49 was ranked as large extent, a score of

2.5 – 3.49 was ranked as neutral, a score of 1.5 – 2.49 was ranked as minimal while a score of 1.0 – 1.49 was ranked as no effect at all. The responses were interpreted and the findings are presented in Table 4.6.

Table 4.6: Effect of FSE Policy on the Access and Retention

	N	Mean	Std. Deviation
Teaching	40	4.15	.864
Assessment in Exams	40	3.80	.853
Guidance and counseling services	40	4.08	.859
Medical services	40	3.20	1.265
Student discipline	40	3.40	1.057

The findings in Table 4.6 show that teaching, assessment in exams as well as guidance and counseling services had a large effect as stated by majority of the respondents as accounted by the mean score of 4.15, 3.80 and 4.08 respectively. In addition, most respondents remained ‘neutral’ on medical services and student discipline as accounted by the mean score of 3.20 and 3.40 respectively. This shows that teaching, assessment in exams as well as guidance and counseling services were adversely affected by introduction of FSE.

4.6 Intervention Measures to Improve Free Secondary Education

The fourth objective of the study sought to establish the intervention measures that the government should put in place to improve free day secondary schools. The intervention measures were classified on access and retention basis.

4.6.1 Intervention Measures to Improve Secondary Education Access

The respondents stated the various intervention measures that should be instituted to improve students' access to secondary education. These included; increasing the CDF support to build enough classrooms, increasing funding from MOE to reduce fees paid by parents, educating parent on the need to take their children to secondary schools, advancing enough bursary support for student from very poor families, intensifying campaigns through public 'Barasas' on the need for every child of school going age to enroll and instituting consequences on parents who do not comply and proper planning.

Other intervention measures proposed by the respondent included; Making secondary education free and compulsory instead of subsidizing, opening many schools in various areas especially Arid and semi arid regions to enable them access education, regularly reconstituting committees controlling the distribution of the funds to school and improvement of existing roads and constructing new ones where there are schools.

4.6.2 Intervention Measures to Improve Secondary Education Retention

The respondents stated the various intervention measures that should be instituted to improve students' retention in secondary education. These included; Government to release funds in good time to avoid straining relations between suppliers and schools management, increasing bursaries support from M.O.E, NGOs, LATF and CDF for continuing students, providing enough as well as qualified human resource in the schools, developing and following clear policy on fund disbursement, increasing FSE

allocation per student to incorporate feeding programmes and students' medical which is very high due to inflation.

Other intervention measures proposed by the respondent to improve retention included; Reduction in traditional cultural practices such as FGM, increasing the teacher to student ratio, training of schools managers on matters regarding handling of FSE funds and general financial management, introduction of ICT programs, improving security by providing Administration police especially in the existing chiefs camps and involving all stakeholders such as churches, NGOs, local leaders among others to ensure all parent take their children to school up to completion.

4.7 Outcomes of the Implementation FSE Policy

The study sought to establish the outcome of the implementation of free secondary education policy on access and retention. A five-point Likert scale comprised of strongly agree, agree, neutral, disagree and strongly disagree was used and the findings are presented in Table 4.7.

Table 4.7: Outcomes of the Implementation of FSE Policy

	Strongly Disagree		Disagree		Neutral		Agree		Strongly agree	
	F	%	F	%	F	%	F	%	F	%
Strained physical facilities	-	-	1	2.5			9	22.5	30	75.0
Lowering educational quality and standards	1	2.5	-	-	4	10.0	24	60.0	11	27.5
Decreased access and retention	16	44.4	8	22.2	11	30.6	-	-	1	2.8
Not all children are benefiting from the program	13	36.1	7	19.4	7	19.4	4	11.1	5	13.9
Inadequate teaching staff	-	-	-	-	-	-	1	2.5	39	97.5
Inadequate non teaching staff	-	-	4	11.1	-	-	17	47.2	15	41.7

The findings in Table 4.7 show that the major outcomes in the implementation of FSE included; Strained physical facilities (97.5%), lowering educational quality and standards(87.5%), understaffing of teaching staff in many schools resulting to low students to teacher ratio (100.0%) and inadequate non teaching staff (88.9%) as accounted by strongly agree and agree cumulative response respectively. However, according to majority of the respondents, decreased access and retention (66.6%) as well as not all children were benefiting from the program (55.5%) were not outcomes in the implementation of FSE as accounted by strongly disagree and disagree cumulative response. This is shown in Table 4.7. Other FSE policy outcomes identified by the respondents included; improved access and retention as well as high completion rates in secondary school. These findings agree with the Daily Nation (2008) report that argued that Kenya has not achieved the desired primary to secondary transition rate of 70%. Currently the transition stands at 47%. In addition, the results of this study agrees with Njeru and Orodho (2003) who argued that the national bursary allocation is insufficient as it caters for about 10% of the outstanding fees owed by needy students per school.

4.8 Discussion of the Findings

Free Secondary Education (FSE) policy was launched in 2008 with an aim of ensuring that all primary school pupils from class eight are able to continue with secondary education.

Weakness and the Gaps in the Implementation of the FSE Policy

In this policy, the CDF is supposed to play a crucial role in the development of physical infrastructure. However, the findings have shown that the CDF support given to the school is inadequate to support the needed physical development of the school

facilities. In addition, the study has shown that lack of enough bursary and CDF support has affected the implementation of FSE in secondary schools. Some of the physical facilities affected by the implementation of FSE include; the Classrooms, Laboratories, Toilets, Administration block, Dining Hall, Kitchen and Store. The findings further shown that the criteria used to identify those from poor and vulnerable households was not transparent and need to be revised to ensure that the poor and vulnerable households fully benefit from the programme.

Enrollment Trends

However the students drop outs has decreased and this can be attributed to increased government support of the secondary schools.

Emerging Issues and Challenges Facing Implementation of FSE Program

The study has further shown that the key emerging issues in FSE includes; HIV and Aids increasing number of orphans, expensive policy because of declining economy, drought and famine, weak economic global trends, ICT challenges and political changes while the major challenges facing implementation of FSE include; Delay in disbursing the FSE funds, over enrolment of students leading to strained physical facilities, inadequate facilitates, lack of enough funds from the government, corruption by MOE officials, inadequate training of FSE implementers, policy hurriedly planned and implemented and poor cost sharing strategies.

Intervention Measures To Improve Free Secondary Education

Key intervention measures inherent in the findings for mitigating the identified challenges includes; Government to release funds in good time to avoid straining relations between suppliers and schools management, increasing bursaries support from M.O.E, NGOs, LATF and CDF for continuing students, providing enough as well as qualified human resource in the schools, developing and following clear policy on fund disbursement, increasing FSE allocation per student to incorporate feeding programmes and students' medical which is very high due to inflation.

CHAPTER FIVE

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

5.1 Introduction

This study aimed at establishing the emerging issues and challenges facing implementation of free secondary education policy in Tigania East District, Meru County. This chapter is organized in the following sub-sections; Introduction, summary, conclusions, recommendations and suggestions for further research.

5.2 Summary

The purpose of this study was to establish the emerging issues and challenges facing implementation of free secondary education policy in Tigania East District, Meru County. The research sought to find out the weakness and gaps inherent in the implementation of the Free Day Secondary Education Policy in secondary schools, establish the day secondary school enrolments trend before and after the start of the FSE programme from year 2006 – 2010, identify the emerging issues and challenges facing implementation of FSE program in access and retention in day schools and propose the intervention measures that the government should put in place to improve free day secondary schools. The target population was 47 respondents which included 21 secondary school principals and 21 deputy principals as well as one DEO and four AEO's in Tigania East District. The study achieved a total of 95.2% response rate which formed the basis for the results in this study.

Purposive simple random and census sampling technique were used to select a representative sample size for the study. The research instruments were piloted and their reliability tested. The data collection instruments used included questionnaires and interview schedules.

The procedure for data collection entailed the researcher getting an authorization letter from Kenyatta University and permit from national council for science and technology. Later various school and respondents were visited after an early booking.

5.2.1 Summary of the Findings

a) Weakness and the Gaps in the Implementation of the FSE Policy

The first objective of the study sought to establish the weakness and the gaps inherent in the implementation of the Free Day Secondary Education Policy in secondary schools. The key weakness and the gaps inherent in the implementation of the Free Day Secondary Education Policy were found to include inadequate CDF support to school for physical development of the school facilities as well as lack of enough bursary support. This was found to negatively affect the implementation of FSE in secondary schools. In addition, most respondents were not satisfied with the criteria used in identifying those from poor and vulnerable households (67.5%) for purposes of bursary allocations.

The study further showed that the introduction of FSE had affected space utilization in classrooms, laboratories toilets, administration block, dining hall, kitchen and store. This shows the need to address the issue of physical facilities to increase space in these facilities.

b) Secondary School Enrolments Trends

The second objective of the study sought to establish the day secondary school enrolments trend before and after the start of the FSE programme from year

2006 – 2010. The findings showed that the enrolment increased for the targeted school from 2006 to 2010 from 6.5% to 43.7%. In addition, a greater increase was noted between years 2008 to 2010 from 16.2% to 43.3%. This sharp increase in enrolment was attributed to the introduction of Free Secondary Education Program which started in the year 2008. The findings further showed that the student drop out rates decreased for the targeted school from 2006 to 2010 from 71.8% to 0.3%. This shows that the students drop out has decreased and this could also be attributed to increased government support of the secondary schools.

c) Emerging Issues in the Implementation of the FSE Policy

The study further sought to identify the emerging issues in the implementation of FSE program in access and retention in day secondary schools. The findings shows that the key emerging issues in the implementation of FSE include; HIV and Aids had led to increased number of orphans who are not able to pay the balance left after government subsidy. The policy was found to be expensive because of declining economy. Other emerging issues that affect FSE includes; drought and famine, weak economic global trends, ICT challenges and political changes.

d) Challenges Facing Implementation of SSE Program

The study further established that the major challenges facing implementation of FSE included; Delay in disbursing the FSE funds (87.5%), over enrolment of students (66.7%), inadequate facilitates (82.5%), lack of enough funds (87.5%), corruption by MOE officials (61.1%), inadequate training of FSE implementers

(77.5%), policy hurriedly planned and implemented (83.3%) and poor cost sharing strategies (65.0%). The key areas adversely affected by the introduction of SSE included; teaching, assessment in exams as well as guidance and counseling services in secondary schools.

e) Intervention Measures to Improve Free Secondary Education

The study sought to establish the intervention measures that the government should put in place to improve students' access and retention in free day secondary schools. The intervention measures included; increasing the CDF support to build enough classrooms, increasing funding from MOE to reduce fees paid by parents, educating parent on the need to take their children to secondary schools, advancing enough bursary support for student from very poor families, intensifying campaigns through Barasas on the need for every child of school going age to enroll and instituting consequences on parents who don't comply and proper planning.

Other intervention measures that should be instituted to improve students' retention in secondary education included; Government to release funds in good time to avoid straining relations between supplies and schools management, increasing bursaries support from M.O.E, NGOs and CDF for continuing students, providing enough as well as qualified human resource in the schools, developing and following clear policy on fund disbursement, increasing FSE allocation per student to incorporate feeding programmes and students' medical which is very high due to inflation.

f) Outcomes of the Implementation FSE Policy

The study sought to find out the major outcomes in the implementation of FSE. These were found to include; Strained physical facilities (97.5%), lowering educational quality and standards (87.5%), Understaffing of teaching staff in many schools resulting to low students to teacher ratio (100.0%) and Inadequate non teaching staff (88.9%). Other FSE policy outcomes identified by the respondents included; Improved access, retention and completion rates in schools.

5.3 Conclusions

The purpose of this study was to establish the emerging issues and challenges facing implementation of Free Secondary Education Policy in Tigania East District, Meru County.

Based on the Findings, the Study made the Following Conclusions;

The emerging issues inherent in the implementation of FSE program in access and retention in day secondary schools included;

HIV and Aids that has led to increased number of orphans who are not able to pay the balance left after government subsidy.

The policy is too expensive to implement due to declining economy.

Drought and famine resulting to high cost of foods which in turn affect the school feeding programmes.

Weak economic as well as global trends.

ICT challenges and political changes.

The study further concludes that the major challenges facing implementation of FSE includes;

- Delay in disbursing the FSE funds,
- Over enrolment of students,
- Inadequate facilities to support high enrolments,
- Lack of enough funds to support all students,
- Corruption by MOE officials, inadequate training of FSE implementers,
- Policy hurriedly planned and implemented and;
- Poor cost sharing strategies.

In addition, the key areas adversely affected by the introduction of FSE included; teaching, assessment in exams as well as guidance and counseling services in secondary schools.

5.4 Recommendations

This study makes the following recommendations;

1. The government should increase the CDF support to build physical infrastructure such as classrooms, laboratories, store, and kitchen among others to cater for the increased enrollments in schools. Further the government should increase funding from MOE to reduce fees paid by parents and make education absolute free for orphans and vulnerable students. In addition, the bursaries support from M.O.E, NGOs and CDF should be increased for continuing students to ensure they are in school throughout the year. In addition, regularly reconstituting committees controlling the distribution of the school funds is critical to avoid corruption and embezzlements of schools funds.

2. The government through the teachers' service commission needs to organize leadership and training programs for head teacher and other schools managers before they are appointed to lead and manage the schools' resources. they should be trained on matters regarding handling of FSE funds and general financial management. This will ensure that they are well equipped with the necessary skills needed to effectively manage the scarce resources entrusted to them in secondary schools.

3. There is need to educate the parent on the need to take their children to secondary schools. This can be achieved by intensifying campaigns through public Barasas on the need for every child of school going age to enroll in schools and instituting consequences on parents who don't comply. Also the government should open many schools in various areas especially Arid and semi arid regions to enable students in those region to access education and improve existing roads and constructive new ones where there are schools with no proper roads.

4. The Government through the ministry of education should release funds in good time to avoid straining relations between supplies and schools management, providing enough as well as qualified human resource in the schools, develop and follow clear policy on fund disbursement, increasing FSE allocation per student to incorporate feeding programmes and students' medical which is very high due to inflation.

5.5 Suggestions for Further Research

Corruption and embezzlements of SSE funds was cited as one of the forces that affected SSE implementation in the schools. Further studies need to focus on the extent to which Corruption and embezzlements of SSE funds affect the implementation of FSE and overall management of schools.

In addition, lack of cooperation and support from the parents especially in paying the subsidized fees was also identified to have some effect on the FSE policy in schools. Further studies need to focus on this with a view of forging an understanding between the parents and school managements.

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APPENDICES

Appendix A: Head Teachers and Deputies Questionnaire

This questionnaire is designed to obtain information on *the emerging issues and challenges facing implementation of free secondary education policy in Tigania East District, Meru County*. The information that you provide will only be used for the purpose of this study only. Please respond by ticking the boxes (✓) or by writing a brief statement where applicable. (Please do not write your name on any of these pages)

SECTION ONE: GENERAL INFORMATION

1. Name of school.....
2. Respondent's designation.
 - 1) Principal
 - 2) Deputy
3. State your gender:
 - 3) Male
 - 4) Female

Section Two: Challenges and Emerging Issues on Access and Retention

4. What would you say are the weakness and gaps in the implementation of free secondary education in this schools

5. To what extent does the following affect implementation of free secondary education in this school? 5=very great extent, 4=Large extent, 3=neutral, 2=Minimal, 1=No effect at all.

		5	4	3	2	1
a)	Lack of enough bursary support					
b)	Lack of C.D.F support to develop physical facilities					

6. How would you rate the adequacy of the CDF support given to this for the development of the school facilities?

1) Very Adequate

2) Adequate

3) Inadequate

4) No support at all

7. To what extent does the introduction of free secondary education in this school affect space in the relation to? 5=very great extent, 4=Large extent, 3=neutral, 2=Minimal, 1=No effect at all.

		5	4	3	2	1
a)	Classrooms					
b)	Laboratories					
c)	Toilets					
d)	Administration block					
e)	Dining Hall					
f)	Kitchen					
g)	Store					

8. To what extent does the introduction of free secondary education in this school affect the access and retention in the following? 5=very great extent, 4=Large extent, 3=neutral, 2=Minimal, 1=No effect at all.

		5	4	3	2	1
a)	Teaching					
b)	Assessment in Exams					
c)	Guidance and counseling services					
d)	Medical services					
e)	Student discipline					

9. What was the enrolment of this school in the following years?

Year	Total Students Enrolled
2006	
2007	
2008	
2009	
2010	

10. What was the dropout rate of this school in the following years?

Year	Total Students Dropout
2006	
2007	
2008	
2009	
2010	

11. To what extent would you agree or disagree with the following challenges as to affect free secondary school policy implementation on access and retention in your school? 5=strongly agree, 4=Agree, 3=neutral, 2=disagree, 1=strongly disagree.

		5	4	3	2	1
a)	Delay in disbursing the FSE funds					
b)	Over enrolment of students					
c)	Misuse of funds					
d)	Inadequate facilities					
e)	Lack of enough funds					
f)	Corruption by MOE officials					

g)	Inadequate training of FSE implementers					
h)	Policy hurriedly planned and implemented					
i)	Cost sharing					

12. What other challenges affect implementation of free secondary education in this school?

13. Are you satisfied with the criteria used in identifying those from poor and vulnerable households?

- 1) Very satisfied
- 2) Fairly satisfied
- 3) Satisfied
- 4) Not satisfied at all

14. To what extent would you agree or disagree with the following as emerging issues in the implementation of free secondary school policy on access and retention in your school? 5=strongly agree, 4=Agree, 3=neutral, 2=disagree, 1=strongly disagree.

		5	4	3	2	1
a)	HIV/Aids increasing number of orphans					
b)	Expensive policy because of declining economy					
c)	Post election violence displacing many families					
d)	Drought and famine					
e)	Other diseases e.g. HINI increasing drop out rates					
f)	Weak economic global trends					
g)	ICT challenges					
h)	Political changes					

15. What are the other emerging issues in the implementation of free secondary education in this school?

16. To what extent would you agree or disagree with the following as the outcome of the implementation of free secondary education policy on access and retention in your school? 5=strongly agree, 4=Agree, 3=neutral, 2=disagree, 1=strongly disagree.

		5	4	3	2	1
a)	Strained physical facilities					
b)	Lowering educational quality and standards					
c)	Decreased access and retention.					
d)	Not all children are benefiting from the program					
e)	Inadequate teaching staff.					
f)	Inadequate non teaching staff.					

17. What are the other policy outcomes of the implementation of free secondary education in this school?

18. How can the issues and challenges of FSE be minimized in relation to;

a) Access

b) Retention

19. What intervention measures should the government put in place to improve free day secondary schools in this region?

Appendix B: Interview Schedule for DEO and AEO'S

This interview Schedule is meant to obtain information on *the emerging issues and challenges facing implementation of free secondary education policy in Tigania East District, Meru County*. Kindly, respond to the questions honestly and to the best of your knowledge.

1. Respondents designation.....
2. What would you say are the weakness and gaps in the implementation of free secondary education in schools in this area?

3. What challenges affect implementation of free secondary education in this area?

4. Are there some delays experienced in disbursing the FSE funds.....
5. What improvement would you like to be made to the disbursement procedure?

6. What are the emerging issues in the implementation of free secondary education in this school?

7. What are the policy outcomes of the implementation of free secondary education so far?

8. What intervention measures should the government put in place to improve free day secondary schools in this region?

Appendix C: List of Targeted Schools

1. Antunduru Mixed Day Secondary School
2. Thubuku Mixed Day Secondary School
3. Michimikuru Mixed Day Secondary school
4. Mikinduri Mixed Day secondary School
5. Ametho Mixed day Secondary School
6. Luuma Mixed Day Secondary school
7. Akaiga Mixed day Secondary school
8. Ncuui Mixed Day Secondary School
9. Muthara Mixed Day Secondary School
10. Mbaranga Mixed Day Secondary School
11. Mwerokieni Mixed Day Secondary School
12. Ntirutu Mixed Day Secondary School
13. Kinang'aru Mixed Day Secondary School
14. Lubuathirua Mixed Day Secondary School
15. Rumanthi Mixed Day Secondary School
16. Lailuba Mixed Day Secondary School
17. Maburwa Mixed Day Secondary School
18. Amugaa Mixed Day Secondary School
19. Thuuri Mixed Day Secondary School
20. Ngage Mixed Day Secondary School
21. Marega Mixed Day Secondary School