

**THE HIDDEN COSTS OF FREE PRIMARY EDUCATION AND  
THEIR IMPLICATION ON ENROLMENT IN KISII CENTRAL  
DISTRICT, KENYA.**

**BY**

**NGWACHO GEORGE AREBA  
E55/CE/11794/08**

**A RESEARCH PROJECT SUBMITTED TO THE DEPARTMENT  
OF EDUCATIONAL MANAGEMENT, POLICY AND  
CURRICULUM STUDIES, IN PARTIAL FULFILLMENT OF THE  
REQUIREMENTS FOR THE AWARD OF MASTER OF  
EDUCATION DEGREE IN EDUCATIONAL ADMINISTRATION OF  
KENYATTA UNIVERSITY.**

**NOVEMBER, 2011.**

## DECLARATION

This project is my original work and has not been presented for any study program in any University.

.....

Date .....

NGWACHO GEORGE AREBA

E55/ CE/11794/08

This research project has been submitted for examination with our approval as the University supervisors.

.....

Date.....

DR. NJUGUNA FELICITA

LECTURER,

DEPARTMENT OF EDUCATIONAL

MANAGEMENT, POLICY AND CURRICULUM STUDIES,

KENYATTA UNIVERSITY.

.....

Date.....

DR. ONG'ITI ORPHA

DIRECTOR,

NAIROBI CAMPUS,

AFRICAN NAZARENE UNIVERSITY.

## **DEDICATION**

The project is dedicated to my ever loving dear mum Callen Bosibori Machuka and her late dear loving mother-teacher Kerubo Masiwa and Almighty God for inspiration, wisdom, knowledge, role modeling and success in my academics. Further this work is dedicated to my family members who endured my absence during the period of study.

## **ACKNOWLEDGEMENTS.**

This research project is as a result of collaborative effort. I wish to express my gratitude to all stakeholders who made valuable contribution in the development of this project.

In particular, my academic supervisors Dr. Njuguna F. Wanjiru and Dr. Ongiti Orpha. for their professional guidance, patience, encouragement and fruitful suggestions towards the completion of this project writing.

The coordination of the exercise on project writing by the entire staff in the school of Education and post –graduate school Kenyatta University is greatly appreciated.

The selfless determination of our department chairman Dr. Onyango has always been very inspiring.

My sincere gratitude to my dear principal Mr. Lawrence Otiso and the Staff Masongo Secondary school for their mutual support during my project research writing.

Special thanks to my family members Hyline, Sally, Ezra and Hesbon for inspiration, love and support during my seclusion period. Deep appreciation to my Mum Callen Bosibori, sisters Yunia and Pamela for upholding me in prayer.

Further compliments to my course colleagues, Madam Mong'are Esther (Kereri Girls) and Mr. Nyakundi Zablon (Nyagonyi Sec.) Jupiter Computer Centre, for typing and binding the final document, Mr. Ondima. Paul for proof reading this research Project. Mr. Nyabiba; Statistical Officer Kisii Central, for providing useful statistical data on FPE & Mr. Chweya; EO, Kisii Central District for providing useful information on FPE cost.

## **ABSTRACT**

In spite of the Republic of Kenya's (ROK) efforts to make primary education free and accessible to all, approximately 3.9 million children still remain out of school due to hidden costs (Census Report ,2009), hence the government's initial objective of every child attaining primary education remains unattained. In addition, prior researches have established increase in non – enrolment and drop-out in various parts of the country due to these hidden costs. The study sought to establish the hidden costs in the provision of free primary education and their impact on enrolment in Kisii Central District. The study was guided by the budget principal theory which emphasizes the balancing of three basic components in any ideal educational budget namely; educational programme, expenditure/cost and income/revenue for a successful education system. The study used a descriptive survey method, which was designed to investigate the hidden costs in the Provision of Free Primary Education and their impact on learning in Kisii Central District. Prior to the study, pilot study was conducted to ensure validity and reliability of the research instruments. Cluster random sampling technique was used to select 10% of the Head teachers and 10% of the parents from the sampled schools. This being a survey, the researcher used questionnaires and interview schedules as research instruments to collect data. The data were then analyzed with the aid of frequencies, averages, percentages and presented in tables, bar graphs and pie charts. Thematic analysis was used to analyze qualitative data: The study revealed that though the introduction of FPE Programme had greatly reduced the financial burden of public primary school going children, the parents still incurred some costs. It was established that on average parents spent Kshs 1674 per child on these costs. In addition the findings established that partially the hidden costs contributed to drop out rates as most parents were unable to meet the hidden costs of FPE. Further, the findings revealed that the government funding on FPE was inadequate and it was characterized by late disbursement. The results indicated that many public primary schools in Kisii Central District have insufficient physical facilities and learning resources. Conclusively, FPE implementation in Kisii Central District has not been effective as evidenced through educational wastage due to hidden costs of FPE; inadequate government funding among other factors. The study recommends government budgetary increase on FPE programme so as to ease the financial burden met by parents, involvement of other stakeholders in funding FPE, timely disbursement of FPE funds to schools by the government among other recommendations as discussed in chapter five of the study. Significantly the study findings underscored the impact of hidden costs on the provision of FPE, which will enable education policy-makers and other stakeholders to cope with strategies for easing parents' cost-burden and ways of mobilizing funds to meet the cost of FPE programme to ensure its sustainability to avoid wastage in terms of human and material resources. Finally, the study has provided information that could form the basis for further critical assessment and evaluation of the FPE situation by future researchers to facilitate more concrete and valid solutions to the problem.

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## **LIST OF ABBREVIATIONS, ACRONYMS AND SYMBOLS.**

AEO	-	Area Education Officer
ADB	-	Africa Development Bank
ASAL	-	Arid and Semi-Arid Lands
CBS	-	Central Bureau of Statistics
CIDA	-	Canadian International Development Agency
DDP	-	District Development Plan
EFA	-	Education for All
FPE	-	Free Primary Education
GER	-	Gross Enrolment Rate
ROK	-	Republic of Kenya
GNP	-	Gross National Product
JICA	-	Japanese International Development Agency
KANU	-	Kenya Africa National Union
MDG	-	Millennium Development Goals
MOEST	-	Ministry of Education Science and Technology
NARK	-	National Rainbow Coalition
NGOs	-	Non- Governmental Organizations
SIDA	-	Swedish International Development Agency
TIQET	-	Integrated Quality Education and Training
TSC	-	Teachers' Service Commission
UN	-	United Nations
UNESCO	-	United Nations Educational Scientific and Cultural Organization
UNICEF	-	United Nations International Children Fund
UPE	-	Universal Primary Education
ROK	-	Republic of Kenya
USAID	-	United States Agency for International Development
WCEFA	-	World Conference on Education for All

KIPPRA - Kenya Institute for Public Policy Research and Analysis  
KEPSHA - Kenya Primary Schools Head teachers Association

# CHAPTER ONE

## INTRODUCTION

This chapter introduces the background to the problem, statement of the problem, objectives of the study, research questions, purpose of the study, basic assumptions, scope and delimitations of the study, significance of the study, theoretical and conceptual framework, definitions of central operations terms, list of abbreviations and acronyms used.

### **1.1 Background to the study.**

Since independence in 1963, the Republic of Kenya has been committed to expanding the education opportunities to enable greater enrolment. Education expansion has been in response to a number of concerns, which include the desire to combat ignorance, disease and poverty. Abagi's (1999), study on educational reform in Kenya sees education as a fundamental factor for human capital development.

This is particularly important at this particular moment in time, as the country aims to position itself to achieve sustainable economic growth and poverty reduction by the year 2015. It will be increasingly important for Kenyan work force to be literate numerate, skilled and knowledgeable, to effectively participate in nation building and seize the opportunities presented by globalization.

The Republic of Kenya has addressed challenges facing the Education sector through commissions, committees and task forces. The Kenya Education Commission Report by Ominde proposed an Education system that would foster national Unity and the creation of sufficient human capital for national development. Further, it sought to reform the Education System inherited from the colonial Government to make it more responsive to the needs of independent Kenya (ROK, 1964). Session paper No. 10 of 1965 on African Socialism and its application to the planning in Kenya formally adopted the Kenya Education Commission Report as a basis for post independence Education development (ROK, 1964).

The Report of The National Committee on Educational objectives and policies focused on redefining Kenya's Educational policies and objectives, giving consideration to national unity, economic , social and cultural aspirations of the people of Kenya (ROK, 1976).

The Report of the Presidential Working Party on Education and Manpower Training for The Next Decade and Beyond focused on improving Education, financing quality and relevance. It came at the time when the Government Scheme for the provision of instructional materials through the national Textbooks scheme was inefficient and consequently the quality of teaching and learning compromised. This led to the policy of cost sharing between the Government, Parents and communities (ROK, 1988).

The commission of inquiry into The Education System of Kenya Report was mandated to recommend ways and means of enabling education to facilitate, accelerate industrial and technical development, life –long learning and adaptation in response to changing circumstances (ROK, 1999).

While the government did not adopt the report due to the cost of implementation some recommendations such as curriculum rationalization have been adopted and implemented. The above – mentioned reports saw FPE as a better strategy towards attaining Education for All. Recent policy initiatives have focused on the attainment of Education for All (EFA) and in particular Universal Primary Education (UPE). According to Sessional Paper No. 1 of 2005, the key concerns are: Access, Retention, Equity, Quality and Relevance. According to the paper, the effectiveness of the current 8-4-4 structure and System of Education has come under increased scrutiny. The Operational education system has lost its initial objective of self –reliance and employment due to inadequate funding and emphasis on exams.

The Republic of Kenya's policy to achieve UPE is entrenched in the new Kenyan Constitution and in the wider international context through the World Declaration Conference on Education for All (EFA), held in Jomtien, Thailand in 1990 .Article 53 (1b) of the new Kenyan Constitution states that every child has the right to free and compulsory basic education, (ROK, 2010). The Universal declaration on Human Rights

adopted in 1948, declared that every one has a right to Education, (UNESCO, 1948). The children's Act 2001 (Acticle No. 8 of 2001) further says that: (1) every child shall be entitled to education provision which shall be the responsibility of the government and the parents. (2) Every child shall be entitled to free basic education which shall be compulsory in accordance with article 28 of the United Nations Convention of the Rights of the children.

Internationally the World Declaration Conference on Education for All (EFA), held in Jomtien, Thailand in 1990 to which Kenya is a signatory sparked off a new impetus towards basic education especially with its so-called vision and renewed commitment. It noted that, to serve the basic needs for all requires more than a recommitment to basic education. What is needed is an expanded vision that surpasses resource levels, institutional structures, curricula and conventional delivery system, while building on the best in the practice (World Bank, 1990).

The Dakar Conference of 2000 renewed the ambition of achieving Universal Primary Education (UPE) in Africa. It set to eliminate gender disparities in Primary and Secondary Education by 2005, and to achieve gender equality in Education by 2015. This was further endorsed by Millennium Development Goals (MDGs). Among other things the MDGs set targets to ensure that, by 2015, children every where attain compulsory primary education. The Dakar forum further identified education as a foundation for higher living standards and democracy in societies. It acknowledged that in as much as the countries of the world declared basic education available to all resulting in high enrolment, bigger challenges appeared to reverse the goals of EFA.

The objective for championing free and compulsory education is to increase enrolment in schools and curb dropouts. In 1960s and 1970s through the guiding philosophy of basic education, the Republic of Kenya heavily subsidized education at all levels. The increasingly high expenditure on education became a burden to the government and consequently in 1986, the government adopted cost-sharing policy in education. This required that parents and community provide learning materials and facilities, while the government's main responsibility was to pay teachers' salaries (Sessional paper No.6,

1988). Schools took advantage of this policy and introduced several levies such as tuition, activity, examination fee, development fund, interview fee, registration fee and uniform fee. Despite the high gross enrolment rates (GER) recorded in the 1990s, completion rates were very low. One out of four children who entered school dropped out before completing five years of primary education or acquiring sustainable literacy.

**Table 1.1 Primary school dropout rates by Gender and province in percentage, 2003-2007.**

Province	2003			2004			2005			2006			2007		
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
Coast	1.9	1.8	1.8	5.6	8.5	6.9	7.7	6.7	7.3	7.3	8.5	7.9	5.4	5.9	5.6
Central	1	0.8	0.9	5.2	3.9	4.5	3.5	3.2	3.4	4.6	2.2	3.4	2.2	1.6	1.9
Eastern	1	0.8	0.9	5.2	3.9	4.5	3.5	3.2	3.4	4.6	2.2	3.4	2.2	1.6	1.9
Nairobi	1.9	1.4	1.6	5.7	5.6	5.6	6.3	6.7	6.5	7.5	5.6	6.6	4.2	4	4.1
Rift Valley	2.3	2.2	2.2	6.5	7.2	6.9	4.7	4.3	4.5	6	5.2	5.6	3.5	3.6	3.6
Western	2.4	2.4	2.4	6.6	7.8	7.2	5.6	4.4	5	9.9	9.6	9.7	1.1	2.2	1.6
Nyanza	2.8	3.1	2.9	6.5	9.2	7.8	3.9	5.3	4.6	6.4	5.7	6.1	2.3	4.4	3.5
North Eastern	2.3	3.1	2.6	12.2	21.4	15.3	6.4	8.1	7	8.7	15.9	11.1	4	6.1	4.7
<b>NATIONAL</b>	<b>2.1</b>	<b>2</b>	<b>2</b>	<b>6.1</b>	<b>6.9</b>	<b>6.5</b>	<b>5</b>	<b>4.9</b>	<b>4.9</b>	<b>6.8</b>	<b>5.9</b>	<b>6.4</b>	<b>3.2</b>	<b>3.7</b>	<b>3.5</b>

**Source: M0EST (2003-2007)**

From table 1.1, it is evident that pupils drop out of school. Due to this fact, there is a lot of wastage of resources per pupil per year. To alleviate the problem the NARC government introduced FPE in 2003 to show its commitment in realizing Universal Primary (UPE) and Education for All (EFA) by 2015 as spelt out in the world conference on Education for All in Jomtien Thailand, in 1990 and the World Education Forum held in Dakar Senegal in 2000.

A report of the Ministerial Task Force on January 10<sup>th</sup> 2003 by the Minister of Education, Science and Technology on the implementation of Free Primary School Education programme indicated that 1.5 million school going children were out of school mainly because of the numerous levies (MOE, 2003). According to Education Sector Report of 2006 through the FPE initiative, there has been an increase in enrolment at primary

school level. This has put a lot of pressure on demands for textbooks, other instructional materials as well as the school infrastructure.

The GER in public primary school rose from 88.2 percent in 2002 to 104.8 percent in 2004 (ROK,2006). Pupil's enrolment as at 2010 reached 8.2 million up from 5.2 million in 2002 (MOE, 2010). The increase in enrolment rates indicates that there is increased demand for primary education. The increased enrolment was more notable in the Eastern, Western and Nyanza provinces.

Despite the above presented information, available data from 2009 National Census Report indicates that about 4 million primary school age children are still out of school, (Standard, 2010, Sep. 26<sup>th</sup> p.18). The Economic Survey of 2011 indicated that more than 400,000 pupils enrolled in 2003 did not complete class eight in 2010 due to either forced repetition or drop outs. The report further established that only 59 % of the beneficiaries who enrolled in 2003 completed class eight in the year 2010. This causes concern on the high level of wastage (Daily Nation,2011,May,19<sup>th</sup> p.9 ). The National Assessment System For Monitoring Learner Achievement (NASMLA) Report of 2010 compiled by Kenya National Examination Council (KNEC) in its findings reported that 70.1% of lower primary pupils are ever absent from schools due to lack of school fees, uniform, work at home, regular meals among other reasons. Further, available data from Kenya National Bureau of Statistics indicates unstable enrolment rates in Kisii Central District, the locale of the study as from the year 2002-2008. The 2009 Kenya Census Report revealed that approximately 29,036 school age going children in Kisii Central were out of school thus negating the national commitment of EFA.

The financial realities facing this programme are huge. According to the ministerial task force on implementation of free primary education, the government has disbursed a total of 53.9 billion to 19,000 public primary schools in the country since the inception of the programme to date. In addition the Ministry of Education receives the highest budgetary allocation of Ksh 170 billion annually (Daily Nation, 2010, Sept. 27<sup>th</sup> col.1).

The programme faces challenges which include shortage of teachers and over crowding of pupils and inadequate funds among others. Each child is entitled Ksh: 1,020 annually

out of which Ksh 650 is meant for instructional materials and Ksh 370 for current expenditure, which is insufficient given that this amount has not been revised since the inception of the programme in 2003 amidst the escalating cost of goods and services. Worse still the government delays the disbursement to schools. Due to this concern the education PS Professor Ole Kiyapi James proposed to the GoK to increase the MoE budgetary allocation as the MoE finds it difficult to reconcile the scarce resources available with the budget needed to achieve its goals (Daily Nation, 2011, June. 1st p10 col.1). To remedy the situation the school authorities ask parents to pay fees to bridge the gap or threaten to close schools (Standard, 2010, Sept. 16<sup>th</sup> p.18).

As discussed above the government has tried to budget the available funds in the provision of free primary school education. The fund is supposed to finance almost all the school activities. Unfortunately, this amount is insufficient hence shortage of physical facilities, inadequate teachers and supportive staff among other things which call upon the role of parents and community in the provision of free primary education. The sixth 2010 Kenya Primary Schools Head teachers Association (KEPSHA) annual delegates meeting in Mombasa proposed to the government 446% budgetary increase to Ksh 41 billion up from the current 9.2 billion which translates to Ksh 5000 per child per year up from Ksh 1,020. They further called for parental role in schools' improvement (Standard, 2010, Oct. 5<sup>th</sup> P.1).

Thus education is seen as a partnership which requires parents/ guardian and other stakeholders to play a complementary role in the provision of service and materials other than the ones provided by the government, (MoEST, 2003). Unfortunately, many children are out of school because their families are too poor to afford to send them to school (Standard, 2009, October 28<sup>th</sup>, P. 33 col. 1.)

### **1.1.1 The free primary education intervention of 2003.**

The Seasonal Paper no. 1 of 2005 notes that over the previous one decade cumulative drop out rate in primary education had been as high as 37% and the repetition rate had been 14% between standards one and seven. The survival rate at the primary level had also been low, at 40%, and although at the secondary level the survival level had been

better at 84% the overall performance remained low considering that the GER for the secondary level was at 22%.

As already mentioned the enactment of the children Act by parliament in Kenya in 2001 was a welcome development that increased impetus towards UPE. The government was now legally bound to ensure access to education for every child. The Act also spells out the consequences for non-enrolment of children and therefore bound parents to ensuring that the children attend school.

It is within the above limelight that when a political transition took place in Kenya after the December, 2002 elections when the political party KANU that had ruled since independence lost to the opposition party NARC. During its campaign, NARC promised to offer Free Primary Education .True to its promise after taking over in December 2002 through the MOEST, the NARC government introduced FPE programme in January 2003. Elimu Yetu Coalition (2003), points out that the launching of FPE programme in January 2003 increased the education budget by 17.4% to Kshs. 79.4 billion with Kshs. 5.6 billion specifically allocated to FPE. According to the data from TSC/MoEST (2003), there were 172,405 school teachers distributed in 17, 754 school countrywide. The actual number of classes available in 2002 was 196, 935 that marked a deficit in both classes and teachers.

There was an urgent need for rationalization of staff with each district to share out the work load on the basis of 40 pupils per class, the enrolment would have needed 146, 856 classes. In January 2003, the government distributed 579 million to 17, 000 plus schools each receiving Ksh. 28,000 for buying learning and teaching materials and for repair and maintenance. Unit cost per child stood 633 from government and an extra 307 from donations. The TSC/ MOEST(2002), notes that each child was allocated a total of Ksh. 1020. The donor community also received the FPE policy with equal enthusiasm and chipped in to aid the government. According to Wangusi (2003), a total external support amounted to Ksh. 4.5 billion of which the major donor were the world Bank Ksh. 3.5 Billion the Swedish international development (SIDA) Kshs. 0.47 billion, the Canadian international agency (CIDA) Kshs. 0.48 billion other donors who significantly

contributed towards free primary education included UN, ADB, JICA, USAID, UNICEF, UNESCO and several other well wishers like DFID which had given a grant of 1.6 million to boost the programme. Parliament authorized expenditure of Kshs. 2.4 billion for FPE in addition to 425 million which was already in the budget. The British through DFID extended Kshs. 1.2 billion tuition materials in addition to Kshs. 406 million that was provided earlier. This made a total of Kshs. 4.531 billion in 2003 financial year.

TSC/ MOEST (2002), observes that Head teachers were instructed to open two accounts: Account one was for Educational tuition in form of a cheque account to purchase books. Account two was for Educational operations, which was either Savings or Current Accounts. However the Head teachers complained that the funds provided by the government were inadequate to cater for maintenance costs, learning costs and to pay wages to non-teaching staff (Daily Nation, 2004, January 6<sup>th</sup>, p. 1-2). Despite the complaints, the government has shown its commitment to the free primary education programme by spending up to 45 billion on it so far, six years ago (Standard, 2009, Sept. 7<sup>th</sup> p. 4-5 col. 1). Free primary education does not mean that it is free to the individual concerned. The parents have to pay indirect costs of Uniforms, building funds, accommodation, transport and food. These hidden costs are burden to the parents considering the economic strain in the country. This phenomenon is related to dropouts in primary schools. As Becker (1964), notes: “A poor family may endure bearing the cost of their children in primary school, but might abandon the whole exercise when more sacrifices are demanded, hence a high dropout rate in the third world countries in spite of free primary education”.

Gitonga (2005), noted that despite the NARC government having introduced free primary education many of the children were not going to school. For many formal schooling was an on and off affair. Children mostly from impoverished families opted to help their parents to eke out a living in coffee plantations (Daily Nation, 2005, December 11<sup>th</sup>, p. 28 col. 15).

Currently enrolment at primary schools is approximated to be 8.2 million (MOEST 2010). The sixth 2010 Kenya Primary Schools Head teachers Association (KEPSHA) annual delegates meeting at Mombasa proposed to the government 446% push budget to Ksh 41 billion up from the current 9.2 billion which translates to Ksh 500 per child per year up from Ksh 1,020. They further called for parental role in schools' improvement, (Standard, 2010, October 5<sup>th</sup>, P.1). Due to high prices of learning materials and food. The piecemeal disbursement of free education money poses another challenge. According to Kopher Langi, KUPPET Secretary General (2009), as a result schools accumulate huge bills of water, electricity, subordinate staff among other things. The government's Kenya Economic Report (2009) notes that, more than three million Kenyans joined the ranks of the poor between 1997 and 2006. The number of those living below the poverty line increased from 13.4 million in 1997 to 16.6 million in 2006, (Daily Nation, 2009, October 29<sup>th</sup>). Yet this are the people who are expected to supplement the government' initiative in the provision of FPE.

It is clear from the above background information that there is the problem of meeting the cost of primary education. As evident from the review, this is due to inadequate government allocations to the programme. Therefore there is need to tap other sources to realize resources to meet the cost of primary education. Contribution by parents has been emphasized in the review as an important means of raising additional costs, but the nature, the extent and the implication of parents' contribution to FPE has not been shown. Olembo (1982), observes that the contribution of parents to financing primary education is significant but it has never been quantified and added to the total budget for education

Thus it remains a hidden cost, a miscellaneous cost which is exclusive of the government's annual budget for education. It was against this background that the researcher to investigated the hidden costs of FPE and its implication on enrolment in Kisii Central District.

## **1.2 Statement of the problem**

Despite the government's commitment in ensuring access, completion, equity and retention in various sub-sectors of education and primary school in particular, FPE still faces stiff challenges. An assessment report by MoEST and UNESCO (2004), noted a decline in enrolment due to dropout. The report approximated that 3.9 million children are out of school in Kenya because their families are too poor to afford to send them to school .In Kisii Central 29,036 (8.8 %) school going age children are out of school (Kenya Census Report 2009).

The National Assessment System For Monitoring Learner Achievement (NASMLA) Report ( 2010), in its findings reported that 70.1% of lower primary pupils are ever absent from schools due to lack of school fees, uniform, work at home, lack of regular meals among other reasons. Records from the Kenya National Bureau of Statistics indicate that over 1.3 million pupils were in standard one in 2003 when FPE was launched but only 760,000 pupils sat for KCPE in the year 2010. This means that 42% of the pupils did not sit for KCPE. The Economic Survey of 2011 indicated that more than 400,000 pupils enrolled in 2003 did not complete class eight in 2010.

While the implementation of Free Primary Education is a major achievement in expanding the access of education for All, its effective implementation has been hindered due to shortage of instructional materials, teachers, facilities and hidden costs (The Standard, 2010, Nov. 24<sup>th</sup>). Thus the parents are required to support the governments' efforts in the provision of FPE as the amount allocated to each pupil is inadequate but the nature, implication and extent of parental contribution (hidden costs) has not been established and quantified; thus it remains a hidden cost, a miscellaneous cost which is exclusive of the government's annual budget for education hence a gap in the FPE policy to be addressed by the current study. This state of affairs has caused concern among the education stakeholders and government. Many questions are asked as to what the exact causes could be and the solutions. Therefore, it is due to this concern that the researcher

chose to investigate the hidden costs of FPE and their impact on enrolment in Kisii Central District.

### **1.3 Objectives of the study.**

The study sought:

- a) To establish the cost of primary school education that is met by the government and its limitation.
- b) To establish the hidden costs in the provision of FPE
- c) To find out how parents in Kisii Central meet the hidden costs.
- d) To analyze the impact of the hidden costs on pupils enrolment within Kisii Central.

### **1.4 Research questions.**

The study sought to answer the following questions:

- a) What costs are met by the government in the provision of FPE and its limitation?
- b) What are the hidden costs in the provision of free primary education?
- c) How do parents in Kisii Central meet the hidden costs of free primary education?
- d) What is the impact of the hidden costs on pupil's enrolment in Kisii Central?

### **1.5 Purpose of the study.**

The study sought to investigate the hidden costs of FPE and their implication on enrolment as perceived by the head teachers, teachers and parents in Kisii Central District. This results from the facts that though the government is contributing towards free primary education there are other indirect costs that the parents bear in order to

supplement the governments' efforts. This is hypothesized as the cause for decline in public primary school pupils' enrolment in Kisii Central District.

### **1.6 Assumptions of the study.**

The following assumptions were made while carrying out the research:-

- i) The respondents would provide truthful and honest responses to the items in the questionnaire and interview schedules.
- ii) The parents understood their role in the provision of primary education.
- iii) Schools kept proper records of enrolment, finances and attendance.

### **1.7 Scope and delimitations of the study.**

- i) It was not possible to cover all the opinions of parents and other stakeholders in the district because tracing them would have required considerable time and other resources.
- ii) The study targeted Head teachers in the District who were too busy with administrative tasks.
- iii) The study limited itself to Kisii Central District. For more conclusive results, all the other districts in Kisii County would have been considered. However this was not possible due to financial and other logistical constraints such as inaccessibility and time factor.
- iv) The study confined itself to Head/ teachers, parents and pupils of public day primary schools.
- v) The private schools were not included in the study since they do not benefit from free primary education funds.

### **1.8 Significance of the study.**

The Dakar framework (2000), asserts that, the implementation of FPE is not only a goal but also strategy towards achievement of UPE. In Kenya, basic education is a right of every child articulated and provided for in the new constitution. The study was based on the fact that, though the government is providing free primary education there are hidden costs that are not catered for by the government. Consequently the study will be useful in the following ways:-

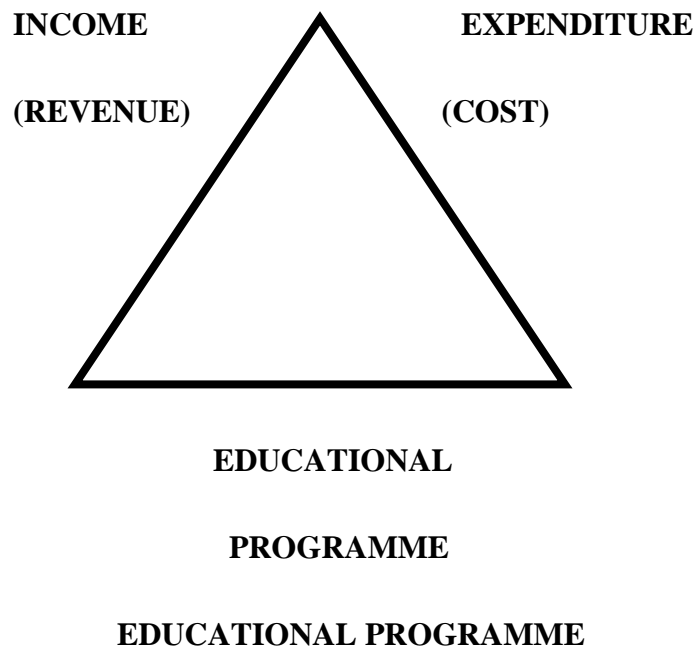
- i) The findings of the study shall form part of the relevant educational data for future reference and use.
- ii) The study will provide information that could form a basis for recommendation of any relevant adjustment towards achieving the objectives of education for All (EFA) by the year 2015.
- iii) The findings will make it possible for the education stakeholders and policy-makers to come up with strategy for easing the parents cost –burden like mobilizing funds from donor communities and bilateral partners among others.
- iv) The study will provide information to education stakeholders and policy-makers to assess or evaluate critically the parents’ ability in supplementing free primary education thus this will facilitate further research in future to provide more concrete solutions to the problem.

### **1.9 Theoretical framework.**

The study was based mainly on budget plan principal. According to Voseckey E.W. (1957), the concept of budget plan is concerned with cost of education, sources to meet these costs and expenditure of the income. Any ideal education system has a budget plan with three components of a budget. The budget begins with educational programme followed by expenditure and finally the income. To achieve educational set objectives successfully the three components should be present .The costs are incurred in order to

acquire the mandatory educational inputs like libraries, laboratories, teaching materials, teachers, books and other learning/teaching facilities. The costs are met by the government as parents supplement government's efforts. The allocation of these funds sufficiently, will ensure the success of FPE. The out put of the programme is in terms of revenue to the parents and pupils.

**Figure 1.0 ideal budget plan**



**Source: Vosecky, 1957.**

From the above diagram it is clear that for the education objectives to be achieved the three components have to be balanced. The educational programme has to be funded effectively to cater for the costs and in return yield revenue in future, as education is perceived an investment like any other.

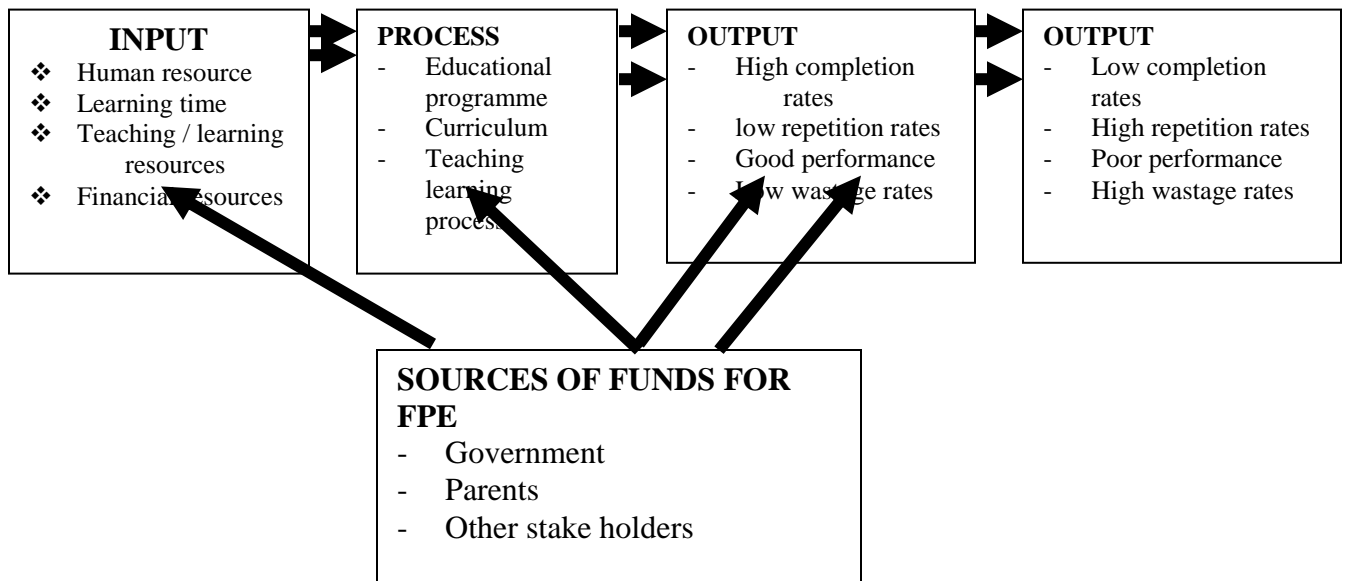
### **1.10 Conceptual framework**

A conceptual framework is a hypothesized model identifying the conceptual or variables under study and showing their relationships. Orodho (2004), defines it as being a model of presentation where a researcher conceptualizes or represents the relationship graphically or diagrammatically. An education system (educational programme) like FPE

economically is perceived as an industry and the students as the raw materials, which transforms a given quality of inputs into required outputs. In an education system inputs (income) include financial, material and human. The inputs can be both hidden and unhidden costs.

The total cost of the resources (expenditure) that society contributes to an education system includes the cost of building, equipment, land, teachers, books, electricity, uniforms, lunch and foregone earnings. The inputs have to be processed into outputs for them to be beneficial to the learner. The hidden or indirect costs of education may be reduced through financial support to students from donor communities, bilateral partners, scholarships, loans or grants in form of bursaries. Education yields direct and indirect benefits to both the individual and to society (Maureen Wood hall; 1970).

**Figure 1.1 Conceptual framework on various sources of funds for FPE programme.**



**Source: Adapted from system theory, 1957**

The figure 1.0 above shows the conceptual framework which encompasses the major variables and their possible influence to each other. The model shows various sources of funds used to acquire inputs then processes the inputs into outputs. The various costs of education are the direct and indirect expenses in terms of the facilities and resources required to meet the various school needs. These costs are met from various sources such

as contribution from the government, parents, donor communities, sponsors cost-savings, scholarships, bursaries, loans and bilateral partners. The Kenyan Government is the chief financial provider of free primary education however due to unstable economy; it has not been able to fund the programme fully. Thus parents are forced to supplement the government's efforts in the provision of free primary education which constitute to hidden costs. Adequate input affects the output positively as in high completion rates, good performance and low wastage rates while inadequate input affects output negatively resulting into high wastage rates, poor performance and decline in terms of enrollment.

### 1.11 Definition of Operational Terms.

**Access:** Address the open nature of education that is organized as a basic Right of every child, youth and adult, it embraces the concept of inclusiveness of all potential learners horizontally and vertically.

**Basic Education:** Refers to education offered to equip the learners with general skills that could enable them survive on leaving school at any level. **Dropout rate:** means ceasing to attend school to learn and engaging in other activities outside the school before completing the primary school cycle.

**Enrolment:** Refers to the act or state of making someone officially a member of a group or society.

**Efficiency:** Relationship between inputs into a system and outputs from the system or organization by registration.

**Educational cost:** These are direct and indirect expenses incurred by parents in sending their children to school.

**Education programme:** The process which pupils undergo in a learning institution.

**Free Primary Education: (FPE)** An education that involves no financial burdens to the parents of the pupils like fees levies etc which may hinder any pupil from benefiting from it.

**Hidden costs:** Refers to indirect expenditure incurred by parents in the provision of free primary education.

**Opportunity Cost:** Refers to the alternative available to primary school pupils, which compete for their own attention as opposed to going to school.

**UPE: Universal Primary Education** is the basic education which should be given at the primary school level and meets basic learning needs of literacy, oral expression and numeracy.

**Wastage:** Refers to the ratio of the total number of learners who after enrolment fail to finish schooling at the stipulated period of time.

## CHAPTER TWO

### LITERATURE REVIEW

#### 2.0 Introduction

The study investigated the hidden costs of free primary education and their impact on learning. This chapter reviews literature related to the study under the following themes: Historical development of FPE, FPE in China, Zimbabwe, Tanzania and Uganda. FPE declaration of 1970's in Kenya, Hidden costs FPE in Kenya, impact of FPE in Kenya and similar studies on FPE.

#### 2.1 Historical development of the UPE.

According to UNESCO (1993), UPE is an education with no financial burden to parents. This includes any levies or even hidden costs, which can hinder any school going pupil from benefiting from it. The genesis of UPE can be traced back to the period of renaissance.

Gould (1993), acknowledges that the concept of university education is as old as humanity .He adds that during renaissance the states took charge of educational ways from the church in order to increase educational opportunities although education remained largely elitist before the 19<sup>th</sup> century and the end of mass public education in Europe in most countries, formal schooling was very much for the elite. Phillips (1975), notes that education has been traditionally in the hands of religious bodies, guides or private schools. Consequently, many children were unable to profit from these facilities. History shows that amongst the advanced countries the ideas of UPE emerged at various times in different countries as a response to religion, social, economic or political challenges felt by states and governments rather than pressure from parents. Philips (1975), observes that in France, the United State and in other advanced countries, there had been a good deal of heart searching about public responsibility for primary education.

Gould (1993), acknowledges that compulsory education first appeared on countries that developed relatively late or not at all. This includes the various German States between

1724-1806, Russia in 1806, Austria in 1824: Norway in 1848 and Argentina in 1841. In Japan it took place in 1872 France in 1882 Britain and Netherlands in 1900 and Belgium in 1914 in United States was passed in Massachusetts in 1642. Other states were influenced to legislate UPE making its provision an obligation to make it free and secular. Eventually most countries by different methods achieved their quantitative goals by the end of the 19<sup>th</sup> century.

The ideology of Education as a human right is an outgrowth of the revolution changes in thinking that has spread globally since the end of the Second World War. According to Gould (1993), after the 2<sup>nd</sup> world war emphasis changed and public function of education became more prominent. Philip (1975), notes that in 1948 the general assembly of the united nation agreed: Everyone has the right to education with the declaration of education as a basic human right countries that had independence from colonial powers inevitably sought to establish societies based in general with the notion of equity and human rights and their support for a social justification of public education was unquestionable.

To translate the UN principle into action, the United Nations Education Scientific and cultural organization (UNESCO), sponsored regional meetings to discuss the future regional meetings to discuss the future of education. In 1956, a meeting was held in Lima on free and compulsory education also Latin America and the Caribbean, a theme that was discussed again in Santiago in 1963. Asian countries met in Karachi in 1960 and Tokyo two years later they (excluding China) set themselves the goals of increasing gross enrolment ratios from about 70% in 1964 to about 90% in 1980. The Addis Ababa Conference of 1961 set a goal for Africa to achieve Universal Enrolment in Primary School by 1980. Coombs (1985), argued that although the ministers of education of Asia, Africa and Latin America Committed their nations in early 1960's to a strategy in action turned to be exact opposite. These developing countries expanded enrolments at a much faster rate at the University and Secondary level than at the base of the system that is the primary level. It is quite clear that the ideology of education as a human right is an outgrowth of the revolutionary changes that have spread globally since World War II

## **2.2 FPE in China, Zimbabwe, Tanzania and Uganda.**

China was one of the poorest and most populous countries of the world but had achieved UPE with a lower proportion of Gross National Product being spent on education than other countries (Colclough and Lewin 1993). The authors further stated that this achievement had been realized because of its successful policies for slowing down population growth. This resulted into reducing the size of school, age cohort in relation to the population. Secondly the government introduced educational reforms which were geared towards achieving universal access to high quality primary schooling. These included:

- (i) Having a detailed national policy framework for primary education, which set public targets for enrolment, retention and graduation rates.
- (ii) Devolution of responsibility to the local level for primary school development. Communities are expected to generate resources from local taxes, fees and voluntary contribution from the local people. This has however had an effect of widening the gap in expenditure between the rich and poor areas. The existence of large numbers of non-government teachers in poor areas further contributes to the disparities in educational investment per child.
- (iii) Teachers' salaries were both absolutely and relatively low. The typical teachers' salary in 1991 was about US\$ 30-40 per month. As many as 45% of the teachers' salary came from locally generated revenue which fell outside public budget on education.

As a result of relatively low salaries, average public expenditure per child in 1988 was about US\$15 (Colclough and Lewin 1993). This indicated that high enrolment ratio was possible than feasible in countries where teachers salaries were high and was drawn from the annual budget.

Zimbabwe attained her independence in 1980. After one year, the government introduced a set of educational reforms, which were designed to redress the disparities, and inequalities that were inherited from the colonial government. These reforms included

abolishing a dual system of education (for whites and for blacks) and introduced a racial integration at primary level. Tuition fee was abolished at primary school level and primary schooling was formally declared free and compulsory. Repetition was abolished. Communities were required to finance a large part of educational costs. After 1981, primary enrolment growth rate was 3.5% per year, for each year till 1989 (Colclough and Lewin, 1993). With such enrolment growth rate, UPE was achieved very quickly. It was not easy, however, for this new government to manage these numbers. This was because there were neither plans nor sufficient resources available to aid in its implementation.

It is the government, which pays for teachers' salary and equipment. However the pay was low and the working conditions were poor to maintain a highly qualified and experienced staff but the government is on course addressing these challenges (Brown, 1991).

Wandi (1983), reported that Tanzania government had made positive progress in the provision of UPE. According to the writer, the introduction of free and compulsory education by Tanzania government in 1977 led to great demand for education. This led to major setbacks in such areas as adequacy of classrooms and teachers houses to match the rapid expansion of primary education. Wandi's (1983), study also revealed that it was not possible to provide adequate classrooms, teaching - learning materials, learning equipment and enough qualified teachers.

In Uganda, the government provision of FPE was introduced in 1996 (Sarah, 1998). Since then United States of America and World Bank have continued to support education in Uganda. The Uganda government guaranteed free but not compulsory education for at most two girls and two boys in each family. However this great opportunity has been affected by wars. The northern part of the country is characterized by wars. As a result, children in this region cannot enjoy the government's provision of FPE. Sarah Graham Brown (1991), observed that countries which were severely affected by economic crisis, compounded by military and political conflicts recorded the highest drop out rates.

### **2.3 FPE Declaration of the 1970s in Kenya.**

In the 1963 elections, when the Kenya National African National Union (KANU) became the ruling party, it published a manifesto entitled “what a KANU Government offers you” This manifesto committed the party to offering a minimum of seven years of free primary education. In the 1969 election manifesto, the party re – echoed its commitment to providing seven years of free primary education. Sifuna (2006), assessment on primary education expansion and decline enrolment and quality points out that the independent Republic of Kenya, in tandem with the international opinion of time and demand of human resource development chose to place the main emphasis on the higher levels of education and trying to gear them to the man power needs of modern sector of economic life, while at same time providing facilities for a slower, but steady increase in primary school enrolment. Overall efforts were made to avoid its rapid expansion.

Republic of Kenya (1969), points out that although the enrolment did rise, the rate of increase over the period 1964 to 1969 was only 20 per cent, from 1,010,899 in 1964 to 1,209,670 in 1969. The Development plan 1970 – 1974 aimed to increase primary school enrolment to 1,833,000, Thus was planning to cover 75 per cent of the primary school age population by 1974.

Following the December 1973 presidential decree to provide free primary education in the first four grades in January 1974, the ministry of education had to rethink its priorities and areas of operation in order to cope with the staggering rise of pupil enrolment in standard 1 classes rose by a million above the estimated figure of around 400,000. The total enrolment figure for standards I – IV children increased from 1.8 million in 1973 to nearly 2.8 million in January 1974. Despite this rise it was estimated that another one to two million children of primary school age were still not attending school in 1974. It was however, estimated that each year an additional 400,000 to 500,000 would enroll in school.

In 1977, the government abolished all forms of school levies in all public primary schools in the country. In 1979, another politically loaded pronouncement was made. Abagi

(1997), noted that these two measures increased primary school enrolment from 2,994,849 in 1978 to 3,698,246 in 1979. This was an increase of 23.5 per cent.

The aim of the free primary education programme was to provide more school opportunities, especially for the poor communities. The argument was that payment of school fees tended to prevent a large proportion of children from attending school. The presidential decree providing free education in early classes was one of the most dramatic political pronouncements of the Kenyatta era since it took planners and the public unaware. The financial implications as well as various methods for its introduction were not subjected to close scrutiny. In January 1974, the Ministry of Education had to rethink its priorities in order to cope with the staggering rise of pupil enrolment (Abagi, 1997).

Fees was later abolished in all primary school in 1978 (Mukathe, 1999). At the time of the abolition of school fees no counter measures were announced about how to replace the lost revenue, though gross enrolments soared to over 100% in 1989. Initially, primary schools were at a loss to what they could do about this revenue and after failing to get clear directives school management committees resorted to raising school revenue under the guise of a building levy. Ostensibly this was aimed at putting up new facilities with the enlargement enrolment; a country wide building program had been launched to cope with extra classes. Many schools were not aware of the new places needed. In some schools, as many as five streams came into being. The building levy varied from one district to another, but in most cases, it turned out to be higher than the school fees charged prior to the decree. This frustrated many parents who had no option but to withdraw their children (Mukathe, 1999).

The government once again reaffirmed her commitment to achieving UPE, through the preparation of a country assessment support in 1999, which spelled out strategies, for attainment of UPE (Mukathe, 1999). Initially, in most districts, except those in the ASAL region, enrolments almost doubled showing radical change in 1973 – 74. After that the situation reverted to what it had been before. It was estimated that around one to two million school aged children did not continue attending school after the decree. The explanation was that many of the children who had enrolled dropped out following the

introduction of the building levy. Enrolments, even in districts that had experienced large infusions of new children, reverted to the situation before 1973 (Mukathe, 1999).

The high drop out rates was a response not only to the very high levies, but also to the quality of education that was offered following the Government intervention. As a result of high enrolments, there was overcrowding in classes and the supply of teaching and learning materials underwent a severe strain. Since the early 1970s, their distribution had been centralized through the Kenya Equipment scheme. It was difficult to dispatch the necessary materials and equipment to most of the primary schools. Distribution problems were compounded by the variety of the topography and the long distance challenges. Consequently many of the schools went without basic teaching and learning materials for a greater part of 1974. With regard to teaching force at the time of the pronouncement, the country was already short of properly trained teachers. In 1973 the teaching staff stood at 56,000 teachers out of whom 12,600 were professionally unqualified. In 1974 an additional 25,000 teachers were needed for the new classes. By 1975, the number of qualified teachers stood at 40,000 out of a teaching force of 90,000 teachers (Mukathe, 1999).

With such a teaching environment, high drop out rate in primary education became inevitable. The newly instituted building fund, which was meant to be a purely spontaneous section to an emergency, became a permanent feature. Beyond the recruitment of more unqualified teachers the Government played a minor role in the implementation of free primary education. According to Sifuna (1990), it was quite satisfying that school committees had successfully implemented the programme with minimal cost on its part. Overall, the effect of government intervention in primary education and the implications arising out of it made primary education much more expensive than before due to hidden costs.

The enrolment in primary schools increased but the government could not provide more funds to cater for the increased enrolment. Thus the parents had to raise funds to cater for expenses like building fund activity fee, salaries for non-teaching staff and other miscellaneous expenses (Olembo, 1982).

## **2.4 Hidden costs of free primary education in Kenya.**

Free primary education is a shared responsibility between the parents and the government. The government considers the provision of primary education as a key solution to poverty reduction and implementing it in the spirit of partnership, where everybody has a role to play. According to the MoE financial records, the government spends approximately 17 billion a year in both primary and secondary education as a public cost. For primary education the government had spent up to Kshs. 53.9 billion in the course of six years since inception (Daily Nation, 2009, September 7<sup>th</sup>, p.7 col. 2).

Investment in education at all levels in Kenya involves incurring various costs in terms of resources and facilities required for learning. These costs are usually met from public and private sources and through possible cost-saving measures and strategies within the education system. Parents' contribution is one of the private sources while they contribute also to public funding through taxation. This poses the question of how free is free primary education? Parents are given the role of meeting the following costs:

- i. Examination fees for standard eight pupils
- ii. Interview fee
- iii. Registration fee.
- iv. School uniforms
- v. Transport to and from schools
- vi. Boarding facilities
- vii. Health care.
- viii. Meals for day scholars

As already mentioned Olembo (1982), observes that the contribution of parents to financing primary education is significant but it has never been quantified and added to the total budget for education. Thus it remains a hidden cost, a miscellaneous cost which is exclusive of the government's annual budget for education.

Though there is a general view that primary education is free, households' educational expenditures can be heavy. A part from tuition, other costs identified as registration fee, building fund uniforms, transport among others have to be paid by the parents. Thus it is evident that free primary education in Kenya is faced with a lot of challenges; arising out of continuous decline of the share of public funds. Contribution of parents has been emphasized in the literature review hence the need to tap more resources, as an important means of raising additional resources for meeting educational costs.

### **2.5 Impact of free primary education in Kenya**

Though the current primary schools enrolment stand at 8.2million, the provision of free primary education still faces a lot of challenges (The standard, 2009, September, 7<sup>th</sup> p. 3 col.1). The amount allocated to each student has also not been adjusted since then, despite the high inflation rates in the country (The Saturday Nation, 2009, September, 12<sup>th</sup>, p. 7 col. 1).

Due to the introduction of cost-sharing, high cost of education and rising levels of poverty many students are absent from school or drop out all together. The National Assessment System For Monitoring Learner Achievement (NASMLA) Report (2010), compiled by Kenya National Examination Council (KNEC) on its findings reported that 70.1% of lower primary pupils are ever absent from schools due to lack of school fees, uniform, work at home, regular meals among other reasons. Kenya Census Report (2009), revealed that approximately around 3.9 million school age going Kenyan children are out of school.

UNESCO (2003), noted that more than 100 million children worldwide are today out of school with 60% of these being girls. It is clear that wastage in form of repetition, withdrawal and drop out are still responsible for this and almost 90 countries of the world are not on track to achieve Universal education. The G-8summit of 2003 noted that there was needed to develop countries and better dissemination of the whole EFA situation.

According to the Republic of Kenya's Economic Report ( 2009), compiled by the Kenya Institute for Public policy research and analysis (KIPPRA) the number of those living

below the poverty line increased from 13.4 million in 1997 to 16.6 million in 2006. The Kenya Economic Report (2009) also notes that the number of people who are out of work has risen as the country struggles to revive an economy heavily battered by poverty and malnutrition. Yet these are the parents expected to meet the private costs of FPE.

The Kenya Economic Report (2009), further called for investigations to establish the reason for falling primary school enrolments in Nairobi and other areas despite the free learning programmes introduced in 2003 (Daily Nation, 2009, November 1<sup>st</sup> p. 4-5 col. 1, 2 & 3). According to Nguru (1987), many children from poor homes are persistently absent from school and subsequently dropout. He adds that many pupils come to school hungry because of lack of food at home. The government has tried to assist through the financing of certain targeted programmes.

The indirect cost on FPE has had a negative impact on primary education given the poverty levels in the country. It is said to be responsible for declining enrolment in primary education and it seems unlikely that poor parents can sustain and educate their large families. Achola (1988), adds that the responsibility of raising further funds for education from parents is already diminishing rapidly but he does not indicate how and why thus a gap in the study. The prevailing situation is that most parents and guardians are already over burdened with school selected expenses which exceed the GNP and per capital. The majority of Kenyans earn income, which can hardly meet education expenses.

## **2.6 Studies on Free Primary Education.**

Ontwani (2004), sought to establish problems faced by the Primary School Head teachers in the management of F.P.E in Busia District. He specifically sought to find out the strength of each problem in each managerial task area. He found that indeed Head teachers were faced with challenges in the management of physical material resource, students and financial resources. He thus recommended for in servicing of Head teachers to be able to perform their roles effectively. He further established that the Head teachers were acting as supervisors and inspectors than being instructional and administrative leaders. Similarly Okoth (2004), sought to investigate the problems which head teachers

faced in their efforts to implement F.P.E in Kisumu municipality she underscored poor teaching, understanding, inadequate teaching learning resources, undisciplined students and inadequate non-teaching staff as some of the problems while both studies underscored parental contribution as a means to enhance teaching learning facilities they didn't indicate how and its implication to learning hence a gap filled by the current study.

Inyenya (1997), focused on Primary School Administrative constraints in the 8-4-4 education system facing Primary School head teachers in Kisii District with specific reference to curriculum and instruction constrains. He recommended for further research on other task areas like finance. The present study accessed the parents' adequacy in meeting the hidden costs of F.P.E and its impact on enrolment as part of strategy of financing FPE.

Kiplagat (1985), investigated the nature dynamics and magnitude of community contribution at the Primary school level in Kericho District. He found out that community input is on the decrease due to high levels of poverty among many parents. The study is some how similar to the current study however the point of departure is that while the study was conducted in Kericho District the current study was based in Kisii Central District. He recommended for a replication of similar research in other districts to facilitate more valid conclusions and recommendations.

Njeru (2005), underscored the socio-economic factors of households which affect the implementation of universal free Primary Education in Mbeere District. The study revealed that pupils from low socio-economic status missed more days in class than those from high socio-economic status hence they performed poorly. He further examined problems affecting enrolment of pupils in learning activities such as

- Picking miraa
- Child labour
- Peer influence
- Parental ignorance
- Lack of interest in education by the pupils themselves
- Poverty and sickness of parents

He recommended for increased government funding to F.P.E, staffing, school feeding programmes and sensitization of parents on their roles in educating their children. However the study was not exhaustive on challenges affecting enrolment rates among primary school pupils like hypothesized hidden costs to parents investigated by the current study thus a gap filled by the current study.

Ong'unya (2004), investigated the challenges faced by Primary School Head teachers in the management of physical teaching learning resources and financial management. His findings indicated inadequate and strained physical teaching and learning resources given the high enrolment rates in schools under FPE policy. Further the findings underscored inadequate preparation of Head teachers in financial issues especially on book keeping and accounting skills. He recommended for the training of Head teachers on financial skills, supervisory roles, resource mobilization and time management skills. He also recommended for sensitization of parents on their roles in educating their children through provincial administration in addition to increased government funding to schools. However the study did not specify the nature and the extent of parental role in the education of their children. The current study pre-occupied itself with hidden costs of FPE to parents and its impact on pupil enrolment.

Aroni (2007), sought to investigate resource inputs and their impacts on K.C.P.E performance in Kisii Central district. She concluded that resource input plays a significant role towards better performance in K.C.P.E. Cheruiyot (2008), studied the implication of F.P.E policy on teacher pupil ratio and impact on facilities in Ainamoi Division of Kericho District. The study revealed that due to F.P.E policy, enrolment of pupils had gone up tremendously. Thus overstraining the physical facilities and causing serious understaffing in primary schools while the current study engaged parental cost and its implication on FPE.

Dana (2006), examined the impact of the Free Primary Education policy in Kenya, which eliminated primary school fees starting in January 2003. Using panel data with information from 2000 to 2005 from a health and demographic survey conducted in three Nairobi slums and two non-slum areas, the study examined the impact of this policy

change on school enrolment and equity. It presents a framework in which the policy change impacts enrolment rates by influencing both the costs and benefits of primary schooling and examines these impacts on enrolment through both econometric analysis and descriptive evidence. He argued that although the policy had reduced the cost of primary education and therefore would be expected to increase enrolment and decrease wealth biases in education, the study found that gains in enrolment and equity were small and may not be lasting. This result was postulated to be driven in part by the fact that elimination of fees had resulted in perceptions of reduced educational quality, limiting the benefits of primary schooling and therefore restricting enrolment growth.

Dana (2006), asserts that there was an apparent increase in enrolment in 2003 in slum communities due to fees abolition, followed by a decline in 2004 and 2005. He also noted that enrolment rates was lower in slum than non-slum communities throughout the years, although these differences were somewhat reduced in 2003. He hypothesized reasons for decline in enrolment to inadequate parental support in schooling or in the school environment, ultimately leading them to drop out. He further argued that the increase in enrolment caused a reduction in quality, therefore reducing the benefits of schooling and causing students to exit. While the study concerned itself with FPE policy and its impact on enrolment and equity particularly in Nairobi it recommended for thorough analysis on parental role in the provision of FPE. The current study sought to establish the hidden costs met by parents in the provision FPE in Kisii Central District hence gap filled by study.

The Free Primary Education (FPE) assessment Report by UNESCO (2005), carried out in 162 primary schools in Kenya on challenges of implementing Free Primary Education established that after an initial increase in enrolment, public schools were beginning to experience a decline in enrolment due to dropouts and to a lesser degree, transfer to private schools. While enrolment rose to 92,974 in the 162 sampled schools in 2003, up from 74,410 in 2002, the number dropped to 88,356 in 2004, representing a 5 per cent drop. According to the study a number of factors explain this situation, including unfriendly learning environments, poverty, child labour and HIV/AIDS. The study also established that children returning to school after having dropped out constituted 7.5 per

cent of the enrolment in schools. The majority of the re-entry cases were in Classes 4 and 5. In addition, more girls than boys constituted the new admissions in most of the districts, with a significant variation occurring in Kisumu and Gucha districts. This indicates that more girls than boys are affected when schools levy fees. Parents opt to send boys to school at the expense of girls, who are made to do domestic chores or engage in small-scale business like selling vegetables to bring in additional incomes to the family. Once they reach puberty, they are pushed into marriage to bring bride wealth to the family. Repetition was noted as a common feature in most schools, an indication that the education system is wasteful. In the sample, a total of 7.7 per cent of the enrolled pupils had repeated their classes with males and females accounting for 8.1 per cent and 7.4 per cent, respectively. The proportion of repeaters is high and this contradicts the official Ministry of Education policy that outlaws repetition. Further the study indicated that due to the large pupil influx, schools were facing a serious teacher shortage. On average, the teacher pupil ratio in most schools was 1:50. This has a lot of Implications on teaching and learning. The study revealed that most schools do not have adequate classrooms to accommodate the large numbers of pupils enrolled under FPE. The classrooms were generally congested and there is hardly space for movement. The classrooms are in poor condition. Lighting is poor as many classrooms depend only on sunlight.

Provision of instructional materials including textbooks were identified as major challenges of the FPE programme it was noted that the FPE grants disbursements were not done on time as most schools started receiving the funds either in second or third term of 2003, implying most pupils had limited access to textbooks in first term.

In view of the study findings and based on suggestions by the various respondents ;the study recommended that the government should as a matter of priority develop the FPE policy that clearly defines what FPE is all about; the FPE policy should give direction on access, quality assurance, retention and completion strategies. The policy should give guidelines on admission criteria. It should also provide for the needs of children with special learning needs. It should clarify funding sources and define roles of various stakeholders. Finally the study recommended that the government should provide clear

policy guidelines on how parents and communities could provide physical facilities like classrooms, toilets, desks and water tanks which constitute to hidden costs in FPE but the study does not assess its implications to parents and enrolment hence the gap the current study sought to fill .

Wambua (2006), carried an investigation into the hidden costs embedded in the current Free Primary Education and their implication on the implementation process of this programme in public primary schools of Matungulu Division in Machakos District.

In the reviewed literature, Wambua asserted that education is a human right; therefore elementary education should be free and compulsory. However, in the developing countries, it has been a hurdle to meet these basic requirements Kenya in particular. He argued that in Kenya, Free Primary Education Policy was enacted in January 2003 and its implementation was a landmark policy decision by the government of the National Rainbow Coalition (NARC). The country's budget increased by 17.4 % to a soaring 79.4 billion with 5.6 billion being allocated to the Free Primary (FPE). Despite this budgetary allocation to FPE programme, Wambua revealed that there still exists financial loophole, which the parents of the primary school going children have to seal for efficient and effective educational system. Objectively Wambua sought to: 1. To establish the indirect costs embedded in the FPE programme to parents. 2. To investigate the availability and adequacy of physical facilities in the face of increased enrolment. 3. To find out the hidden costs parents incurred in the FPE Programme. 4. Examine the effect of the hidden costs on pupils' performance. 5. Investigate whether the rate of pupil attendance to school can be attributed to the effect of the hidden costs of FPE.

The study established that the FPE programme had not catered for educational essentials such as school uniform, desks and school furniture, construction of additional classrooms, transport fees for the commuting pupils and had not catered fully for the feeding programme- the lunch programme. These were some of the hidden costs of FPE, which the parents had to cater for financially. The study established that there was inadequate teaching and learning facilities such as exercise books, textbooks, stationery (writing materials) and thus there was an overwhelming need for physical facilities, learning

resources and land for extension of additional classrooms since enrolment was a continuous phenomena. The study concluded and recommended that:- i) More money should be disbursed by the government to enhance free primary education ii) The government should ensure that the funds are disbursed to cater for all pupils' educational needs. iii) The spirit of *Harambee* should be revived with the politicians being in the steering committee in mobilizing the school community in raising funds to supplement the already inadequate FPE funds. The study also identified the following areas for further research: i) A similar study to be replicated to other districts to establish if similar results could be attained. ii) Investigate the future of FPE in Kenya. iii) Investigate the gap in quality of education in private and public schools in the endeavor to joining higher institutions of learning. It is on the basis of these gaps that the current study was replicated in Kisii Central District to establish if similar results could be attained to enable valid conclusion and recommendations to be drawn in regards to hidden costs of FPE to parents and their implication.

Oumer (2008), investigated the challenges of FPE in Ethiopia with specific focus on cost and financing of FPE .He argued that abolition of school fees for primary schooling was viewed as a positive development overall by various stakeholders, including parents, head teachers and teachers, as it was matched by a compensating increase in enrolment and public funding for schools. However the study revealed that the abolition of school fees for primary schooling was not sufficient in improving school enrolment rates given the opportunity costs in rural areas. Further the study established that a part from tuition fees, various charges were still retained, under the control of the school management committees. The levels of these charges and exemptions vary. The study indicates that sometimes schools suffered cash-flow problems following the abolition of school fees due to the delays in disbursement from upper administrative levels.

Oumer (2008), indicated that governments funding to primary schools had been increasing in total terms but as proportion of what was needed had been decreasing partly due to inflation hence reliance on donor agencies. Cost -sharing (i.e. constructions by communities and parents) still exists on a large scale, in particular to school construction and development.

Oumer (2008), further said that the challenging task was to assess opportunity costs of schooling for families living in poverty (which contributed to persistent low enrolment rates). He argues that child labour is widespread, double shifts are popular so that children can work and study on the same day. Uniforms and stationery are paid by parents. There is no provision of school meals; Government provision of textbooks does not meet the demands.

The study reiterates that although many African countries have decided to abolish school fees, challenges remain and there are also consequences and hidden costs (the persistence of some kind of fees and other private costs of schooling) remains a worldwide phenomenon, even when some African countries have officially and regally abolished fees.

Oumer remarks that school fees abolition is not a magic word but a very complex process with no quick fix solutions. He argues that abolishing school fees is not just about tuition fees, which do not necessary constitute the bulk of fees. It must take into consideration a wide range of costs. This means any direct and indirect costs or charges (such as tuition fees, costs of textbooks, supplies and uniforms, PTA contributions, costs related to sports and other school activities and transportation costs) as well as opportunity costs (such as money that the children could be earning if not in school) and other burdens on poor families.

The study recommended for rigorous context-specific cost-benefit and social analysis on abolition policy options that are feasible and could yield results for different countries which have embraced FPE. This means different strategies for different circumstances and for different target groups (a matrix approach). Secondly, the study recommended a plan to abolish school fees by various countries in away that ensures access to quality education and even to welcome the surge in enrolment as an opportunity to plan for better quality education. Thirdly the study suggested that community can help in narrowing the financial gap in schools; therefore the government should assess on how to do this in a fee-free context.

The study recommended further research to be replicated in other developing countries such as Lesotho, Mozambique, Ghana, Cameroon, Malawi, Tanzania, Uganda and Kenya which had taken bold steps to eliminate school fees and other indirect education costs as a measure to improve enrolment and enrolment rates in line with Education for All (EFA) and the Millennium Development Goals but due to lack of proper planning and capacity building it had made school fees abolition problematic hence the current study on hidden costs to parents sought to fill this gap by replicating the study in Kenya by attempting to establish the hidden costs of FPE to parents in Kisii Central District, Kenya.

James et al (2008), assessed the impact of Free Primary Education in Kenya; A case study of private schools in Kibera. The study revealed that a fee-paying private (or non-state) education sector, one charging very low fees had mushroomed in developing countries to meet the needs of the poor in part because of the perceived (by parents) inadequacies of state education. The findings from the report indicated initial decline in enrolment after the introduction of FPE in private schools but this was later followed by an increase later due to perceived inadequacies in the public schools by parents which range from quality of education to financial issues like hidden costs which parents incur on uniform, building and maintenance fee.

The study established that some parents perceived that there were high academic standards in the private schools than the (free) government alternative in addition to better facilities. The study reported an increase in the number of private schools in Kibera from 15 in 2003 to 76 in 2007 enrolling 12,132 students. The study raised doubts about the claim that the policy of FPE, introduced in Kenya at the beginning of 2003, affected a dramatic increase in primary school enrolment. The findings from the study revealed a decline in FPE enrolment for children from Kibera. The study recommended for a complete reappraisal of the impact of FPE in Kenya that takes into account its impact on private schools serving low-income families. Further the study suggested that countries considering introducing FPE, research is needed to discover the extent of existing private provision for the poor and an assessment be made on hidden costs in the provision of FPE in public schools. It is upon this recommendation that the current study seeks to

establish the hidden costs to parents in the provision of FPE and its impact on enrolment to fill the gap.

Much of the early research on the effects of user fees was performed under a different policy context in which universal access to primary education was not the central outcome being sought (Gertler & Glewwe, 1989; Tan, 1984). While a lot of work has been written on the new FPE, it's been argued that most of it was done either too early in the implementation or was politically tuned to give the new government some credit (Paul 2007).

After the initial euphoria, it was noticed that there was lack of sustained and comprehensive communications strategy for FPE. There was lack of consultation and information on the roles of various key stakeholders. As a result of this, there was confusion amongst teachers, parents, school committee members, sponsors and local donors. At the same time, there was lack of clear guidelines as far as FPE was concerned, and many issues were rushed without them being addressed adequately (Ayieke 2005). It is on this pretext that this study examined the impact of the hidden costs to parents on FPE in Kisii Central District under the lens of Education for All and help to establish what policies might be needed to achieve recent international goals on FPE by assessing and establishing the overall impact of the hidden costs of FPE to parents and their impact on enrolment, the researcher has highlighted the gaps in the policy concerning the indirect costs and recommended the ways on how various stakeholders can perform or are performing to fill these gaps.

## **2.7 A summary of literature review**

The reviewed studies on FPE had examined the historical development of FPE, FPE in other countries, challenges administrators faced in the management of FPE in regards to physical material resources, students, financial resources, curriculum and instruction. Further the reviewed studies had underscored other critical challenges affecting FPE enrolment like; child labour, peer influence, parental ignorance, lack of interest in education by pupils themselves, poverty, HIV/AIDS and unfriendly environments. Therefore the current study did not need to investigate the same. Few of the reviewed

studies had made an attempt to investigate parental contribution on FPE. They revealed that indeed parents do play a significant role in supplementing the government's effort in the provision of primary education though their contribution has never been quantified and added to the total budget of education thus remains a hidden cost exclusive of the government's annual budget. The studies recommended a replication of similar research in other districts in order to facilitate more valid conclusions. However the studies have not shown the nature, impact and the extend of parental contribution on FPE. These are the gaps filled by the current study which investigated the hidden costs of FPE and their implication on enrolment in Kisii Central District.

## **CHAPTER THREE**

### **RESEARCH METHODOLOGY**

#### **3.0 Introduction**

This section focuses on the following sub-topics in relation to the methods that were adopted for the research; research design, research locale, target population, sample size and sampling procedures/ techniques, research instruments, piloting of the study, reliability of the instruments, validity of the instruments, data collection procedures and data analysis techniques.

#### **3.1 Research design**

The study adapted the descriptive survey design. The descriptive survey was intended to produce statistical information about aspects of education that interest policy makers and educators (Orodho, 2005). The descriptive method of research is a process of collecting data in order to test hypothesis or answer questions concerning the current status of the subject in the study.

Gay (1992), points that the design is used to assess attitude and opinions about events, individuals or procedures. Lockesh (1984), describes it as being designed to obtain pertinent and practice information concerning the status of phenomenon and whatever possible to draw valid conclusions from the facts discovered. Verna and Bernard (1981), note that survey provides information about population variables for instance when data on dropout and repetition rates are sought. In this regard, it enabled the researcher to obtain parents, teachers and head teachers' opinions about the cost of the FPE programme.

#### **3.2 Research Locale**

The study was conducted in Kisii Central District in Kisii County situated in Nyanza province. It borders Nyamira District to the West, Rachuonyo District to the North, Masaba District to the South East and Gucha District to the South. The district covers a total area of 361.0 km<sup>2</sup>. It consists of four divisions; Kiogoro, Mosoch, Getembe and Keumbu. It has eighteen locations and forty six sub-locations. The district has a highland

equatorial climate resulting into a bimodal rainfall pattern with an average annual rainfall of 200mm. The district holds a population of 365,745. Agriculture contributes 80% of household income while other sectors contribute 20%. Social-economic indicators show that the number of people living in absolute poverty is 60% (DDP Kisii Central 2008-2012). The rationale for the selection of the locale was that the district has recorded unstable enrolment rates since the inception of FPE in 2003 to date (**RoK**; Statistical Abstract 2008). In the district also 29,036 school going age children are out of school in spite of the introduction of FPE (Kenya Census Report, 2009). It carries with it some poor divisions in the district. This was re-affirmed by UN Research which ranked Nyanza and North Eastern Province as poorest zones (Dairy Nation, 2010, July 25<sup>th</sup>). Further the district is the administrative centre. Most of its population is found along the busy Kisii – Transmara Highway.

### 3.3 Target population

Orodho (2003), points out that target population is any group of individuals who have one or more characteristics in common that are of interest to the researchers. In this study, the researcher targeted 126 primary schools in the district, 126 Head teachers and 55,459 parents.

**Table 3.0 Population of teachers and pupils in Kisii Central District**

<b>Division</b>	<b>No. of schools</b>	<b>No. of teachers</b>	<b>No. of pupils</b>
Mosocho	40	524	18,020
Kiogoro	21	272	8,785
Getembe	28	631	16,165
Keumbu	37	424	12,489
Grand total	126	1,851	55,459

**Source: MoE 2010**

### **3.4.1 The study sample**

Orodho (2003), defines a sample as a small group selected for testing which represents a bigger population. According to Borg and Gall (1996), sampling is a research technique used for selecting a given number of subjects from a target population as a representative of the population. Gay (1992), adds that a sample of 10 % of the population is considered minimum while for small population 20% of the population may be required, on the other hand Nwana (1979), recommends 5% to 20% sample for populations that run in thousands, however he asserts that there is no hard and fast rule on sample size. Since the study was carried out in 126 primary schools clustered in four divisions, a sample of 10% of the 126 schools and 10% of the head teachers were selected using random sampling procedure. The representative index of  $10/126 = 0.095$  was used. This resulted to 13 schools; Mosochi 4, Kiogoro 2, Getembe 3 and Keumbu 4. 13 head teachers were selected automatically from the sampled schools. The same method of proportionate random sampling was used to select parents for interview but due to their large numbers, a sample of 10% (785) was used. Getembe 274, Mosochi 231, Keumbu 193 and Kiogoro 87. The above samples were proportionally selected from the four divisions which represent the 4 strata through a lottery technique.

### **3.4.2: Sampling procedure**

#### **A. Kisii Central District**

Purposive sampling was used to select Kisii Central District since it has indicated decline in primary school pupil's enrolment rates (RoK; Statistical Abstract, 2008). Peil (1995), argues that sampled elements are chosen because they fulfill certain criteria that the researcher is concerned about. The study was restricted to the four divisions. They represented the four strata. Simple random sampling was used to select the representative schools. Each school was assigned a number. The numbers were written down on a small piece of paper, which were folded and put in the containers representing each strata. The researcher then picked at random the required number of pieces of papers from each container.

## **B. Respondents**

Head teachers were automatically selected after their schools had been entered. Parents were selected randomly from the entered schools. Orodho (2003), rightly identifies the following advantages for using this technique.

- a) Random samples yield research data that can be generalized to a larger population within margins of error that can be determined statistically.
- b) It permits the researchers to apply inferential statistics to the data. This inference enables the researcher to make certain inferences about a population value based on obtained values.
- c) It provides equal opportunity of selection for each element of the population.

In this regard, the required number of parents from each school were picked randomly by use of lottery technique whereby the symbol Y of paper and mixed with others of equal sizes (shape, texture and colours) were folded into equal sizes and shape then were placed in a container and mixed well and parents were allowed to pick one. Those who picked Y were included in the study.

**Table 3.1 Population of parents in the sampled schools**

<b>SCHOOL</b>	<b>DIVISION</b>	<b>NO. OF PARENTS</b>	<b>10%</b>
KISII DEB	GETEMBE	844	84
NYAMBERA	GETEMBE	1092	109
GEKOMU	GETEMBE	810	81
KEGATI	KIOGORO	530	53
MASONGO	KIOGORO	343	34
BIRONGO	KEUMBU	537	54
AMASAGO	KEUMBU	702	70
EREMO	KEUMBU	365	37
GIANCHERE	KEUMBU	320	32
KIOGE	MOSOCHO	800	80
KANUNDA	MOSOCHO	709	71
MARIIBA	MOSOCHO	255	26
RIOTERO	MOSOCHO	540	54
<b>Total</b>	<b>13</b>	<b>7,847</b>	<b>785</b>

Source: MoE 2011

### **3.5 Research instruments**

The data was collected using both primary and secondary sources. Secondary data was collected from official documents from the Ministry of Education the Central Bureau of Statistics (CBS), and the government records. Such data included information on pupil enrolment, drop-out rates and government expenditure on FPE.

Questionnaires and informal interviews were used by the researcher to collect primary data; that is quantitative and qualitative data from the respondents. The type of questions used required ticking of the applicable answers, filling in blank spaces and explaining of one's opinion. In the instrument, closed and open-ended questions were used.

According to Orodho (2004), the questionnaire method can reach a large number of subjects who are able to read and write independently. Khan (1992), says that questionnaires enable the person administering them to explain the purpose of the study and give the meaning of the terms that may not be clear. Further the researcher used interview schedules to collect information on educational costs from parents, that is in terms of various facilities and resources they are required to provide to meet these costs. The interviewers answered the questions and asked for clarifications. According to Walker (1985), the use of interviews relies on the fact that people are able to offer accounts of their behaviors, practices and actions to those who ask them questions.

### **3.6 Piloting of the study**

Orodho (2002), says that piloting is important in finalizing of research instruments especially when feedback is required in a study. According to Orodho (2004), the purpose of pre- testing the questionnaires is to detect deficiencies in the questionnaires, vague questions and also determine whether the anticipated analytical techniques are appropriate.

Before collecting the data for the study, the researcher carried out a pilot study in four schools. The four schools were selected randomly, one from each division. The prepared questionnaires were pre-tested in four schools. The schools were purposively identified and were excluded from the actual sample of study.

The second pre-testing was conducted after two weeks. A comparison of the responses was done. Pearson product moment formula was employed to compute correlation coefficient in order to establish it's consistency in eliciting the same responses every time the instrument was administered. Thus the collected analyzed data and the results were used for appropriate amending of the instruments.

### **3.7 Reliability of the instruments**

Reliability is defined by Best and Khan (2001), as the level of internal consistency. Thus, instrument reliability is the degree of consistency that instruments or procedures demonstrate. Mwanje (2001), adds that reliability is the consistency of your measurement

or the degree to which an instrument measures the same way each time it is put to use under the same field conditions with the same objects.

As already stated above test-retest method was used to assess the reliability. According to Mwanje (2001), test-retest method is used to assess the consistency of a measure from one time to another. This research instrument was piloted at two different times to the same group to assess the reliability. A comparison of the responses was done. Person's product moment formula was employed to compute correlation co-efficient in order to establish its consistency. Test-retest reliability of 0.7 and above qualified the instrument for use in the study (Kerlinger, 1983).

### **3.8 Validity of the instruments**

Borg and Gall (1989), note that validity of a research instrument is the degree to which a test measures what it purports. Orodho (2004), refers to validity as the extent to which an instrument measures what it is supposed to measure. The research instruments were validated through the application of content validity procedures. Tyler (1971), states that it is a matter of judgment by professionals. Gay (1987), further says that the content validity is established by expert judgment. The researcher sought expert judgment while developing and revising the research instruments, through suggestions, relevant comments and discussions.

### **3.9 Data collection procedures**

Prior to data collection the researcher sought permission from the department of Educational Management, Policy and Curriculum Studies of Kenyatta University. The researcher further sought the approval letter from the Ministry of Education Science and Technology which was presented to the Education offices through the DEO for the purpose of obtaining legal consent to carry out the research. After acquiring the legal consent (permit) to carry out the research, the researcher trained research assistants who assisted in administering the research instruments to the respondents. The Head teachers of the respective schools were consulted on the mode of administering the questionnaires and the suitable time when the information was to be collected from them and the

parents. Data from the head teachers was collected using questionnaires; interview schedules were used to collect data from parents on how much they spend on educational costs while documents analysis were used to collect data from official documents on government cost on FPE and enrolment rates.

### **3.10 Data Analysis**

Kerlinger (1973), defines data analysis as categorization, ordering, manipulation and summarizing of data to obtain answers to research questions. Data analysis involved mainly descriptive statistics such as means, percentages among others and some inferential statistics such as person's product moment for comparison of responses to establish reliability of instruments. Quantitative data from questionnaires and interview schedules were analyzed manually by computing various statistics. Qualitative data was analyzed through thematic analysis then converted into a write up using coding categories related to research questions. Data was sorted, coded and keyed into statistical package for social sciences (SPSS). In analyzing the collected data, percentages, averages, standard deviation, were used. Data was presented by use of graphs, pie charts, frequencies, means and percentages.

## **CHAPTER FOUR**

### **DATA ANALYSIS, PRESENTATION AND INTERPRETATION OF FINDINGS.**

#### **4.0 Introduction**

This chapter presents data collected from the field, analysis, presentation interpretation and of findings. The main objective of the study was to investigate the hidden costs of FPE to parents and their impact on enrolment in Kisii Central District. The data was collected from head teachers and parents in 13 primary schools stratified in four divisions of Kisii Central District, using questionnaires and interview schedules. The data collected sought to answer the following research questions.

1. What costs are met by the government in the provision of FPE and its adequacy or inadequacy?
2. What are the hidden costs in the provision of FPE in Kisii Central?
3. How do parents meet the hidden costs of FPE in Kisii Central?
4. What is the impact of the hidden cost on pupils' enrolment in Kisii Central?

The respondents provided the information required in the questionnaires without undue pressure from the researcher. The researcher then collected the questionnaires, analyzed, presented and interpreted the findings. The first section for this chapter summarizes the personal data of the study participants. The other sections present analysis based on each research questions as stated below:-

#### **4.1 Demographic Data of Participants**

The study was analyzed using data from 13 head teachers and 785 parents; with a wide range of demographic characteristics. These characteristics are summarized and presented in this section.

#### 4.1.1. Demographic data of head teachers

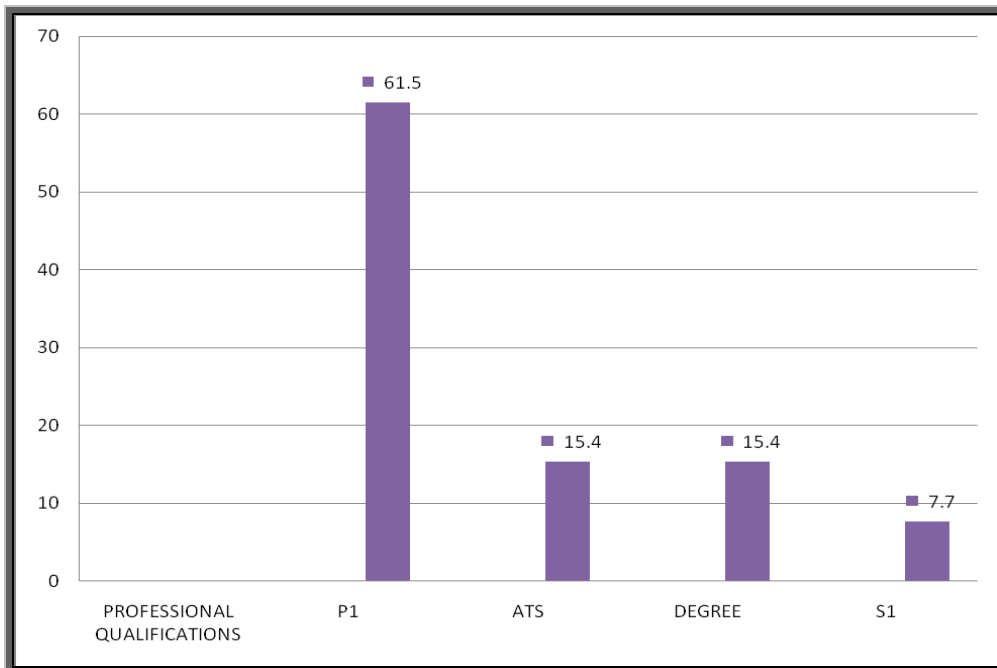
Of the thirteen head teachers (100%) who participated in the study ten (77.0%) were male while three (23.0%) were female. Majority of them; that is eight (61.5%) head teachers were P1 holders, one (7.7%) was S1 holder, two (15.4%) were ATS and two (15.4%) were degree holders as shown in figure 4.1. The head teachers had varying years of experience ranging between two and thirteen years as shown in table 4.1 below and figure 4.2.

**Table 4.1 Head teachers' demographic data**

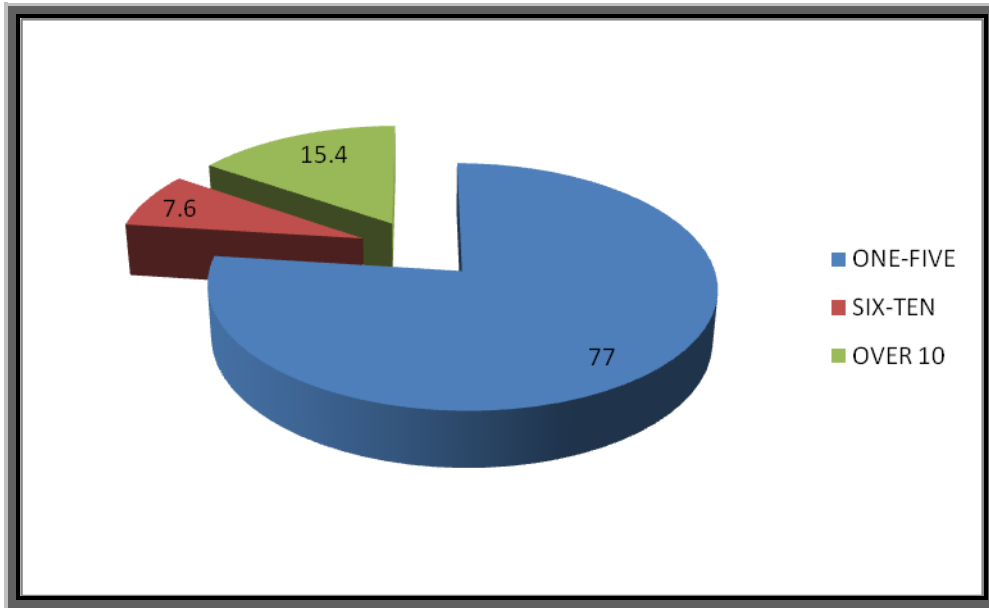
<b>Divisions</b>					
	Mosocho	Kiogoro	Getembe	Keumbu	Total
Frequency	4 30.8%	2 15.4%	3 23.0%	4 30.8%	13 100.0%
<b>Gender</b>					
	Male		Female		Total
Frequency	10 77%		03 23.0%		13 100.0%
<b>Job Grade</b>					
	P1	S1	ATS	DEGREE	TOTAL
Frequency	8 61.5%	1 7.7%	2 15.4%	2 15.4%	13 100.0%
<b>Teaching Experience</b>					
	1-5	6-10	Over 10	Total	
Frequency	10 77%	1 7.6%	2 15.4%	13 100.0%	

The information on the Head teachers' academic and experience in the sampled schools was significant to verify their competence since they were the administrators responsible for running of FPE as MoE agents especially on finances. Other related studies in the literature review of this study had underscored Head teachers' academic and work experience as a contributing factor towards the mismanagement of FPE funds and

imposition of illegal levies constituting to hidden costs to parents to fill the gap hence impacting negatively on enrollment. Ontwani (2004), sought to establish problems faced by the Primary School Head teachers in the management of F.P.E in Busia District. He specifically sought to find out the strength of each problem in each managerial task area. He found that indeed Head teachers were faced with challenges in the management of physical material resource, students and financial resources. He thus recommended in-servicing of Head teachers to enable them perform their roles effectively. However only 2.3% of the parents interviewed in this study as presented in table 4.21 cited mismanagement of FPE funds by Head teachers. Hence this study concurs with Ontwani’s proposition on the need to in-service the head teachers to avoid mismanagement of funds.



**Figure 4.1 Professional Qualifications of the Head teachers**



**Figure 4.2 Head teachers' teaching experience in terms of years.**

Majority of the head teachers (77%), had experience ranging from 2-5 years while 7.6% had six to ten years and 15.4% had over thirteen years.

#### **4.1.2 Demographic data of parents**

In the study, there were 785 (10%) parents who participated in the study. The majority of the sampled parents came from Getembe Division 274 (35.0%) while 231 (29.4%) were from Mosochi Division, 193 (24.6%) were from Keumbu Division while 87 (11.0%) were from Kiogoro Division. Of the 785 parents, 381 (48.5%) were female and 404 (51.5%) were male. Majority of the parents were married; that is 622 (79.2%) while 163 (20.8%) were single as presented in the table 4.2.

**Table 4.2 Demographic Data of Parents**

<b>Division</b>					
	Getembe	Mosocho	Keumbu	Kiogoro	Total
Frequency	274	231	193	87	785
	35.0%	29.4%	24.6%	11.0%	100.0%
<b>Gender</b>					
	<b>Male</b>		<b>Female</b>		<b>Total</b>
Frequency	404		381		785
	51.5%		48.5%		100.0%
<b>Marital Status</b>					
	<b>Married</b>		<b>Single</b>		<b>Total</b>
Frequency	622		163		785
	79.2%		20.8%		100.0%
<b>No. of children in Primary School</b>					
	1-2	3-4	5 and above		Total
Frequency	401	206	178		785
	51.1%	26.2%	22.7%		100.0%

Parents have always played a crucial role in the provision of education for their children in various aspects. As established in table 4.2; 20.8% of the sampled parents were single and 22.7% had more than five children in primary schools. This implies that these parents were likely to be affected financially given their burden of large families and dependence on single support consequently leading to their children dropping out of schools and impacting on enrollment.

As noted in the literature review according to the Republic of Kenya's Economic Report (2009), compiled by the Kenya Institute for Public policy research and analysis (KIPPRA), the number of those living below the poverty line increased from 13.4 million in 1997 to 16.6 million in 2006. Also as noted by Nguru (1987), in the literature review

of his study poverty forces children out of school in poor families hence impacting negatively on enrollment.

#### **4.2 Cost met by the government in the provision of FPE and its limitations.**

The head teachers who participated in the study (n=13) were asked to state the main sources of funds for financing FPE, mainly to find out the costs of FPE met by the government and its limitation. The results in table 4.3 indicated that costs of FPE were mainly met by the government through the Ministry of Education (100.0%) and Kenya School Equipment Scheme (15%).

**Table 4.3 Sources of meeting the cost of Free Primary Education.**

<b>Source</b>	<b>N</b>	<b>%</b>
Ministry of Education	13	100.0
Kenya School Equipment Scheme	2	15.0
Fundraising	-	-
School Fees	-	-
Community bodies	-	-
Income generating projects	-	-
Church organization	-	-

Further, the head teachers were asked to state the problems associated with the main sources of funds. According to the results in table 4.4 the major problems singled out by the head teachers related to government financing of FPE were inadequacy and delayed/late disbursement of these funds.

**Table 4.4 Problems associated with sources of Finance**

<b>Problems</b>	<b>N</b>	<b>%</b>
Inadequate funds	13	100.0
Delayed/Late disbursement	13	100.0
Bureaucratic procedures	1	8.0

The 13 head teachers were asked to indicate the amount of money disbursed to their schools in the year 2010/2011 fiscal year purposely to ascertain their adequacy or inadequacy and its relationship with the hidden cost of FPE.

Ministry of Education (2010) records revealed that in total, the sampled schools received Kshs.6, 191,876 in the year ending 2010/2011 to finance FPE. The money was received in two disbursements into account one and two in each disbursement. The highest amount disbursed among the sampled school was Kshs 3,719,560 while the lowest was Kshs 2,962,316 in account 1 and 2 respectively per year.

School enrolment had risen from 5.2 million in 2003 to around 8.3 million in 2010 (MoE, 2010). The information presented in table 4.4 implies that such amount of money is a mere drop into an ocean as 100% of the respondents stated that funds were inadequate hence administrators and managers in the schools are forced to fill the gap through imposing indirect costs to parents which contribute to decline in enrollment.

On the same note while Njeru (2005), underscored the socio-economic factors of households which affected the implementation of universal free Primary Education in Mbeere District like child labour poverty and HIV Aids; he also underscored the inadequacy of government funding as a challenging factor towards the fully implementation of the FPE programme.

The study further sought to find out from the head-teachers whether the funds were adequate. According to the results presented in table 4.5, all the head teachers (100%) reported that the government grants for FPE were inadequate. Views on how the head teachers went about meeting the deficit were sought and findings presented in table 4.5. The results indicated that majority of the head-teachers (77%) had no other alternative but to wait for the next disbursement, 15% depended on income generating projects and 8% met the deficit through well-wishers like sponsor.

The study also sought to know how the schools used the funds they had acquired since the introduction of FPE. The findings showed that the schools had mainly acquired; textbooks (100%), stationery (100%), furniture (38.5%), and games gear (38.5%) among others.

**Table 4.5: Adequacy of the Grants provided by GOK.**

<b>Response</b>	<b>N</b>	<b>%</b>
Adequate	0	0.0
Not adequate	13	100.0
<b>Total</b>	13	100.0
<b>How deficit is met</b>	<b>N</b>	<b>%</b>
Wait for next disbursement	10	77
Income generating projects	2	15
Through well-wishers	1	08
<b>Use of funds</b>	<b>N</b>	<b>%</b>
Textbooks	13	100
Stationery	13	100
Classrooms Repair	8	61.5
Furniture	5	38.5
Games gear	5	38.5
Water	3	23.1
Electricity	2	15.4

It was also important to find out the challenges the head of schools faced in acquiring school supplies under the FPE Programme. The findings revealed that the main challenges the heads of schools faced in acquiring school supplies under FPE were mainly; inadequate funds (100%), late disbursement of funds (100%) uncooperative school committees (15.4%) and Bureaucratic procedures (8.0% ) .Hence government funding was inadequate based on research question one as presented in table 4.6.

Interpretively from this analysis it means that schools are strained financially which leads to drop-outs hence wastage the same views are shared with some educational stakeholders in the background information of this study. According to the ministerial task force on implementation of free primary education the financial realities facing this programme are huge the Ministry of Education receives the highest budgetary allocation of over Ksh 170 billion annually (Daily Nation, 2010, Sept. 27<sup>th</sup> col.1).

Each child is entitled Ksh: 1,020 annually out of which Ksh 650 is meant for instructional materials and Ksh 370 for current expenditure , which is insufficient given that these amount has not been revised since the inception of the programme in 2003 amidst the escalating cost of goods and services. Worse still the government delays the disbursement to schools. Due to this concern the education PS Professor Ole Kiyiapi proposed to the GoK to increase the MoE budgetary allocation as the MoE finds it difficult to reconcile the scarce resources available with the budget needed to achieve its goals (Daily Nation, 2011, June. 1st p10 col.1).

Also as argued in the background information; the sixth 2010 Kenya Primary Schools Head teachers Association (KEPSHA) annual delegates meeting in Mombasa proposed to the government 446% budgetary increase to Ksh 41 billion up from the current 9.2 billion which translates to Ksh 5000 per child per year up from Ksh 1,020. They further called for parental role in schools' improvement (Standard, 2010, Oct. 5<sup>th</sup> P.1).

To remedy the situation the school authorities ask parents to pay fees to bridge the gap or threaten to close schools hence indirect costs (Standard, 2010, Sept. 16<sup>th</sup> p.18).

**Table 4.6: Challenges faced by schools in acquiring Supplies.**

<b>Challenges</b>	<b>N</b>	<b>%</b>
Inadequate funds	13	100.0%
Late disbursement	13	100.0%
Uncooperative school committees	2	15.4%
Bureaucratic Procedures	1	8.0%

In conclusion therefore, while the government through the Ministry of Education (MoE) met the costs of FPE, these funds were inadequate. The government funding was also faced by the problem of late disbursement. To fill the gap; most schools just waited for next disbursement while incurring debts and few schools as indicated in table 4.5 depended upon income-generating projects and well-wishers. In absence of all these the schools were in deep financial crisis and these affected enrollment negatively.

#### **4.3.1 Hidden costs met by parents under FPE programme.**

The research question number two of this study was to establish the hidden costs of FPE to parents and their implication on enrolment. To this end, interview schedules were used to record the responses of 785 parents of Kisii Central District. The findings presented on table 4.7 showed that annually parents incurred hidden costs under the FPE programme.

It can be deduced from table 4.7 that annually parents spend an average of Kshs. 1674 per child under the FPE programme. Much of this amount funds; Uniforms, Kshs 350 (21.0%), Development, Kshs 200 (12%) and extra tuition, Kshs 200 (12%).

On the other hand, exercise books and textbooks were relatively low because the government supplemented annually. This is because exercise books were given in school though not adequate. Lunch and transport were also relatively lower; Kshs 150 (9.0%) and Kshs 100 (6.0%) respectively due to the fact that most schools were within walking distances hence pupils walked to and from home for lunch and accommodation.

Further it was noted that parents spent Kshs 200 (12.0%) on extra tuition, Kshs 180 (10.8%) on Tests and examinations, Kshs 140 (8.4%) on caution and Kshs 124 (7.4%) on activity fee as shown in table 4.7.

**Table 4.7 Hidden costs parents incur under FPE Programme per year.**

<b>Item</b>	<b>Kshs</b>	<b>%</b>
Uniforms	350	21.0
Development/Building Fund	200	12.0
Extra tuition	200	12.0
Tests & Examinations	180	10.8
Lunch	150	9.0
Supplementary Textbooks.	150	9.0
Caution	140	8.4
Activity fee	124	7.4
Transport	100	6.0
Exercise Books for homework	80	4.8
Registration	50	-
Accommodation	-	-
<b>Total</b>	<b>Ksh 1724</b>	<b>100.0</b>

Evidently as presented in table 4.7 parents stepped in to supplement the non-statutory fee under FPE Programme. Consequently this constitutes the hidden cost/indirect cost met by parents. However according to most head teachers parents provided mainly uniforms and lunch for their children as the cost met by parents due to fear for victimization by the relevant authorities.

The interpretation from the data presented above is that (97.5%) parents contribute towards FPE but unfortunately many of these parents depended on unreliable sources of income which were hardly enough to meet the basic needs of their families and have

something to spare for meeting the hidden costs of FPE. Consequently most of their children dropped out of school impacting on enrollment negatively.

In the Literature review, Olembo (1982), concurs with this view as he observed that the contribution of parents to financing primary education is significant but it has never been quantified and added to the total budget for education.

The study further sought to find out if there were any other sources of finance apart from the Ministry grants and parents. The results in table 4.8 revealed that in most schools there were no other sources of finance. However in two schools (15.4%) CDF and income generating activities were reported as alternative sources of finance while 9 (69.2%) indicated that they had no alternative source as presented in table 4.8.

**Table 4.8: Other Sources of Funds apart from MoE & Parents**

Sources	N	%
CDF	2	15.4
Income generating activities	2	15.4
No source	9	69.2
Total	13	100.0

The findings above emphasizes the already postulated view that most schools were faced with serious financial constraints hence a contributing factor towards hidden costs of FPE as parents were relied upon to breach the gap those which benefited from other sources were negligible in number hence impacted negatively on enrollment.

#### **4.4 How parents meet the hidden costs of Free Primary Education**

In table 4.9 parents stated what they incurred as hidden costs under FPE but this section presents the results on hidden costs of FPE met by parents as reported by 13 head teachers. According to table 4.9 the hidden costs of FPE met by parents were; School Uniforms, Health Care, Examination fee, Development fee, Activity, Registration,

Lunch, School Committee teachers' salary, transport to and from school and *Harambee* contributions as presented in table 4. 9.

**Table 4.9 Needs which Parents Met.**

**N = 13**

<b>Need</b>	<b>Frequency</b>	<b>%</b>
School Uniform	13	100.0
Health Care	13	100.0
Examination Fee	13	100.0
Development Fund	5	38.5
Activity Fee	5	38.5
Registration Fee	5	38.5
Lunch	4	31.0
School Committee teachers' salary	3	23.1
Transport to and from school	2	15
<i>Harambee</i> contribution	1	8.0
Accommodation	-	-

On average, parents spent Ksh 1,724 per child per year on these hidden costs. All parents in the study sample were unable to adequately meet their expected primary educational costs. Expenditure per parent on primary education per child was higher than what the government contributed. The government through the MoE provided Kshs 1,020 per child per year compared to the Kshs 1,724 which parents incurred on average per child per year. Thus there is a short fall of Ksh 704 (40.8%). In spite of the short fall; what the government provided as mentioned prior was characterized by delayed disbursement and receipting to schools.

Wambua (2006), carried an investigation into the hidden costs embedded in the current Free Primary Education and their implication on the implementation process of this programme in public primary schools of Matungulu Division in Machakos District. The

study established that the FPE programme had not catered for educational essentials such as school uniforms, desks and school furniture, construction of additional classrooms, transport fees for the commuting pupils and had not catered fully for the feeding programme. These were some of the hidden costs of FPE, which the parents had to cater for financially. Hence this justifies the study's postulation that parents incur hidden costs under FPE programme.

The findings in Table 4.10 showed that all the 13 schools participated in co-curricular activities; however, the funding was not adequate.

**Table 4.10 Does the School participate in Co-curricular Activities?**

<b>Response</b>	<b>N</b>	<b>%</b>
Yes	13	100.0
No	0	0.0
<b>Total</b>	13	100.0
<b>Adequacy of funds</b>	<b>N</b>	
Adequate	0	0.0
Not adequate	13	100.0
<b>Total</b>	13	100.0

The findings in Table 4.11 revealed that the deficit for the co-curricular activities was mainly met through parents' contributions. However, some head teachers reported that they did away with some activities as shown in table 4.11.

This is interpreted to mean that Co-curricular Activities contributed towards the hidden costs of FPE which parents had to shoulder as funds allocated to the activities were inadequate by the government.

**Table 4.11 How the Deficit for Co-curricular Activities is met.**

<b>How deficit is met</b>	<b>Frequency</b>	<b>%</b>
Request parents to supplement	8	62.0
Well-wishers	3	23.0
Do away with some activities	2	15.0
<b>Total</b>	<b>13</b>	<b>100.0</b>

On the issue of school uniform as an indirect cost met by parents as presented in table 4.12 the researcher sought to know from head teachers what they did with students without uniforms. According to the results in table 4.12, many head teachers (69%) allowed children who could afford school uniform to use their civilian clothes, while 31% were sent home for parents to buy for them. This implies that uniform is another extra cost met by parents contributing to indirect costs in FPE.

**Table 4.12 what is done to students without Uniforms?**

<b>What is done</b>	<b>N</b>	<b>%</b>
Allow them to use civilian clothes	9	69
Sent home	4	31
Buy uniform for them	0	0.0
<b>Total</b>	<b>13</b>	<b>100.0</b>

The implication from the presented data in table 4.12 is that school uniforms poses another serious financial challenge to parents and this could lead to drop out rates especially on those parents who could not afford to buy the uniforms. As reviewed in chapter two of this study; the National Assessment System for Monitoring Learner Achievement (NASMLA) Report (2010), on its findings reported that 70.1% of lower primary pupils were ever absent from schools due to lack of uniform, among other reasons.

#### **4.5.1 The impact of the hidden costs on pupils' Enrolment, Transition and Absenteeism.**

The researcher found it necessary to analyze this phenomenon in order to know the impact of the hidden costs of FPE on pupils' enrolment.

This study investigated the effect of the hidden costs to pupils' enrolment. Questionnaires were used to capture responses from head teachers and government document analysis. The results of the enrolment trend in the sampled schools per Division are presented in Table 4.13.

**Table 4.13: Pupil enrolment and deviations per division in the year 2002-2010**

	2002	2003	Deviation		2004	DEVIATION		2005	DEVIATION		2006	DEVIATION		2007
Division			D	%		D	%		D	%		D	%	
Mosocho	35706	41100	+5394	61	35812	-5288	12.9	34561	-1251	35.6	33677	-884	2.6	36700
Getembe	30703	36203	+5500	18	34603	-1600	4.4	36660	+2057	5.9	34800	-1860	5.1	35902
Keumbu	24393	33221	+8828	36.2	34221	-1000	3.0	30510	-3711	10.8	29116	-1394	4.6	33693
Kiogoro	20411	27222	+6811	33.4	30610	+3388	12.4	28512	-2098	6.9	25115	-3397	11.9	29692
Total	111213	137746	+26533	19.3	135246	-2500	1.8	130243	-5003	3.7	122708	-7535	5.8	135987

Division	Deviation		2008	Deviation		2009	Deviation		2010	Deviation	
	D	%		D	%		D	%		D	%
Mosocho	+3023	9.0	28852	-7848	21.4	17597	-11255	39.0	18020	-423	2.3
Getembe	+1102	3.0	27650	-8252	23.0	16020	-11630	42.1	16165	-145	0.9
Keumbu	+4577	15.7	25450	-8243	24.5	12354	-1309	51.1	12489	-135	1.1
Kiogoro	+4577	15.7	21454	-8238	27.7	8690	-12764	59.5	8785	-95	1.1
Total	+13279	10.8	103406	-32581	24.0	54951	-48455	46.9	55429	-478	0.9

**Table 4.14 Total Pupils drop-outs in the year 2004-2010 per class in the sampled schools**

Year	Std 1				Std 2				Std 3				Std 4				Std 5				Std 6			
	Boys	%	Girls	%	Boys	%	Girls	%	Boys	%	Girls	%	Boys	%	Girls	%	Boys	%	Girls	%	Boys	%	Girls	%
2004	-	-	2	3.4	1	1.7	2	3.0	3	4.6	-	-	4	5.1	6	7.5	3	11.1	1	2.8	-	-	1	9.1
2005	4	8.3	3	5.2	1	1.7	-	-	5	7.7	8	11	10	12.8	14	17.5	4	14.8	3	8.3	-	-	-	-
2006	6	12.5	4	6.9	8	13.3	6	9.0	02	3.1	5	6.6	8	10.3	5	6.3	1	3.7	-	-	1	8.3	3	27.2
2007	3	6.3	7	12.1	2	3.3	3	4.1	07	10.8	9	11.8	17	21.8	12	15.0	-	-	4	11.1	-	-	2	18.1
2008	8	16.7	12	20.7	10	16.7	14	20.9	08	12.3	14	18.4	15	19.2	18	22.5	6	22.2	10	27.8	6	50	2	18.1
2009	11	23.0	09	15.5	11	18.3	8	12.0	20	30.8	21	27.6	14	18.0	16	20.0	11	40.7	18	50	2	16.7	-	-
2010	16	33.3	21	36.2	27	45	34	51.0	20	30.8	19	25	10	12.8	9	11.3	03	11.1	-	-	3	25	4	36.4
Total	48	100	58	100	60	100	67	100	65	100	76	100	78	100	80	100	27	100	36	100	12	100	11	100
<b>G. Total</b>	<b>106</b>		<b>11.6%</b>		<b>127</b>		<b>13.9%</b>		<b>141</b>		<b>15.4%</b>		<b>158</b>		<b>17.2%</b>		<b>63</b>		<b>6.9%</b>		<b>23</b>		<b>2.5%</b>	

Year	Std 7				Std 8				Total		%
	Boys	%	Girls	%	Boys	%	Girls	%			
2004	-	-	2	1.6	3	7.7	4	8.7	32		3.5
2005	2	2.3	6	4.7	-	-	1	1.22	61		6.7
2006	13	15.1	24	18.9	5	12.8	7	15.2	98		10.7
2007	26	30.2	30	23.6	-	-	1	2.6	123		13.4
2008	14	16.3	28	22.0	8	20.5	12	26.1	185		20.1
2009	10	11.6	11	8.7	14	35.9	8	17.4	184		20.0
2010	21	24.4	26	20.5	09	23.1	13	28.3	235		25.6
Total	86	100	127	100	39	100	46	100			
<b>G. Total</b>	<b>213</b>		<b>23.3%</b>		<b>85</b>		<b>9.3%</b>		<b>916</b>		<b>100</b>

The results in table 4.13 revealed an increase in enrolment in all divisions immediately after the inception of FPE in the year 2002/2003 of 19.3%, Mosocho 61%, Getembe 18%, Keumbu 36.2% and Kiogoro 33.4%.; but the enrolment trends became unstable in the subsequent years especially in 2008 to 2010 as shown in table 4.14 .

The sharp increase in enrolment between 2002 and 2004 was attributed to the immediate euphoria during the introduction of FPE in 2003. However the sharp decline in enrolment in the subsequent years was attributed by the head teachers to the creation of a new District known as Marani and partly due to hidden costs of FPE soon after, as indicated by the parents' responses (11.0%) in table 4.19 on drop out rates. Poverty was the major cause cited by the head teachers (100%) in table 4.20.

Further 73.2% of the parents indicated that FPE's hidden costs were high for parents, hence one of the contributing factors towards negative deviations as indicated in table 4.14.

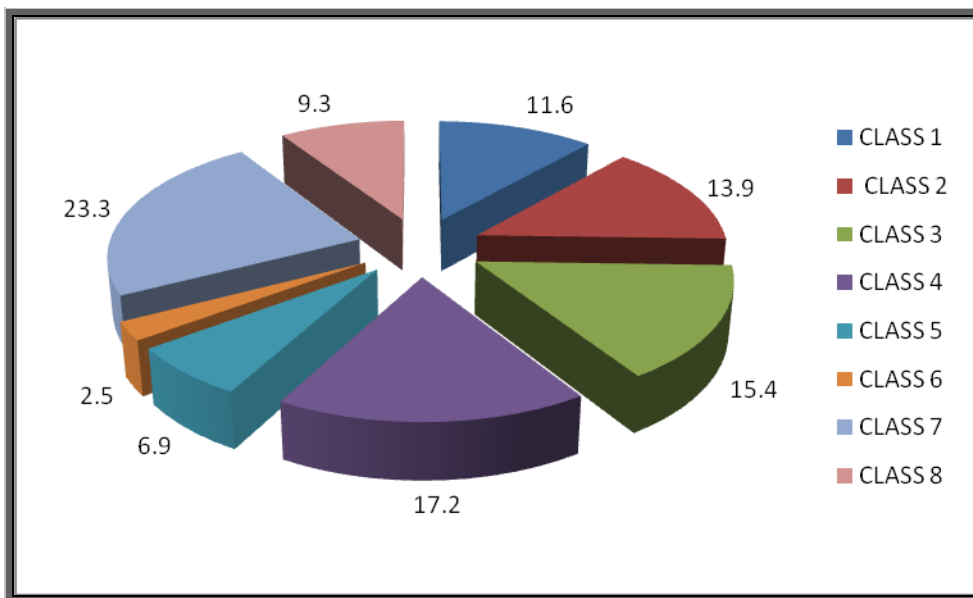
The findings concur with Wambua (2006), who established in his study that decline in pupils enrolment in primary schools was due to hidden costs of FPE. He asserts that there still exists financial loopholes which parents had to seal for efficient and effective educational system as discussed in the literature review.

A report of the ministerial task force on January 10<sup>th</sup> 2003 by the Minister of Education, Science and Technology on the implementation of Free Primary School Education programme indicated that 1.5 million school going children were out of school mainly because of the numerous levies.

Further data from 2009 National Census Report, as discussed in the literature review indicates that about 4 million primary school age children are still out of school (Standard, 2010, Sep. 26<sup>th</sup> p.18). The Economic Survey of 2011 indicated that more than 400,000 pupils enrolled in 2003 did not complete class eight in 2010 due to either forced repetition or drop outs. The report further established that only 59 % of the beneficiaries who enrolled in 2003 completed class eight in the year 2010. This causes concern on the high level of wastage (Daily Nation, 2011, May, 19<sup>th</sup> p.9 ).

Other factors such as child labour, early marriages and parental negligence were stated superficially as factors contributing to decline in enrollment in this study.

Njeru (2005), also underscored the socio-economic factors of households which affected enrolment of Primary pupils in Mbeere District. He also established problems such as: Child labour, Peer influence, Parental ignorance, Poverty and sickness of parents. The issues raised by these previous studies concur with this study. The studies revealed that drop out rates were on the increase in the sampled schools despite the FPE initiative by the government as shown in table 4.14.



**Figure 4.3: Drop out rates in the sampled schools in Kisii Central.**

As indicated in table 4.14 and figure 4.3 the highest drop out rates were realized in class seven (23.3%) and four (17.2%). In terms of gender, girls registered the highest drop-out rates (60%) in class seven. This rate was attributed to early pregnancies and marriages and high poverty which made it impossible for parents to meet the hidden costs of FPE. Poor parents saw no problem withdrawing their children from school so that they could contribute to the family income. As the levels of poverty rose, child labor had also become crucial for family survival. Table 4.15 indicates that the majority of children who dropped out of school (82.8%) were engaged as casual laborers while 17.2% were self-employed.

**Table 4.15: Engagement of children who have dropped out of school**

<b>Type of Employment</b>	<b>N</b>	<b>%</b>
Self employed	15	17.2
Casual laborers	72	82.8
White collar jobs	0	0
<b>Totals</b>	<b>87</b>	<b>100</b>

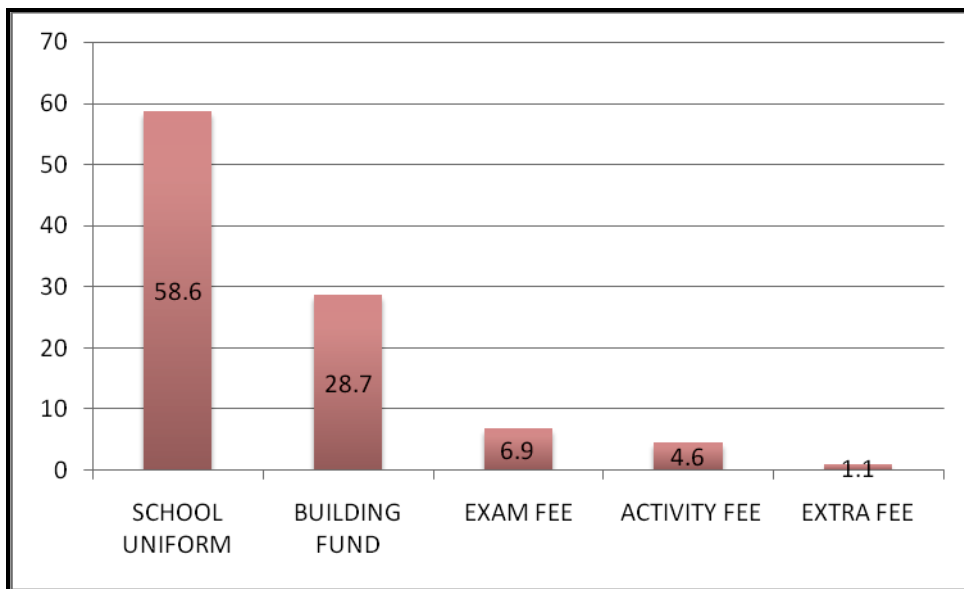
The researcher also sought to know from the sampled parents if they had any pupil who dropped from school due to hidden costs of FPE. Table 4.16 showed that eighty seven parents (11.0%) indicated that they had children who had dropped from school while 89.0% did not. They stated various reasons for the drop-outs as; school uniform 58.6%, Building fund 28.7%, Examination fee 6.9%, Activity fee 4.6% and Extra tuition 1.1% as indicated in table 4.16 below.

**Table 4.16: parents whose children have dropped out of school.**

<b>Has any of your child dropped out of school?</b>	<b>N</b>	<b>%</b>
YES	87	11.0
NO	698	89.0
<b>Total</b>	<b>785</b>	<b>100.0</b>
<b>Reason for dropping</b>	<b>N</b>	<b>%</b>
School Uniforms	51	58.6
Building fund	25	28.7
Examination fee	06	6.9
Activity fee	04	4.6
Extra tuition	01	1.1
<b>Total</b>	<b>87</b>	<b>100.0</b>

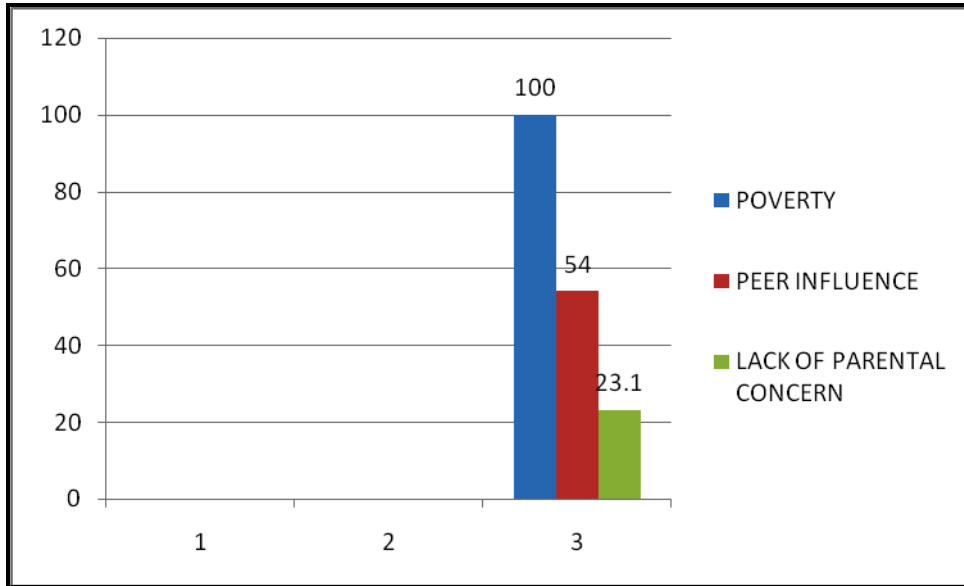
It should be noted from the presented data in table 4.16 that parents interviewed confirmed themselves that their children had dropped out of school due to fore-mentioned factors. The funds for infrastructural development, co-curricular activities were inadequate as provided by the government. Parents had to register their children for KCPE exams. If they were unable it implied that they dropped out of school.

Oumer (2008), reiterates the same view that although many African countries have decided to abolish school fees, challenges remain and there are also consequences and hidden costs (the persistence of some kind of fees and other private costs of schooling) remains a worldwide phenomenon, even when some African countries have officially and regally abolished fees. Oumer remarks that school fees abolition is not a magic word but a very complex process with no quick fix solutions. He argues that abolishing school fees is not just about tuition fees, which do not necessary constitute the bulk of fees. It must take into consideration a wide range of costs. This means any direct and indirect costs or charges (such as tuition fees, costs of textbooks, supplies and uniforms, PTA contributions, costs related to sports and other school activities and transportation costs) as well as opportunity costs (such as money that the children could be earning if not in school) and other burdens on poor families.



**Figure 4.4: Reasons for pupils' drop-outs as cited by parents.**

According to figure 4.4 above school uniform (58.6%), building fund (28.7%), examination fee (6.9%), activity fee (4.6%) and extra tuition were cited by parents as the main reasons behind drop out rates as already discussed.



**Figure 4.5: Reasons behind Current Drop-out Situation as cited by parents.**

On the other hand information from head teachers in figure 45 above underscored the main reason behind current drop out as poverty (100%), which hinders parents from meeting the hidden costs of FPE other factors included peer influence (54%) and lack of parental concern (23.1%). This implied that apart from the hidden costs other factors such as the aforementioned impact negatively on enrollment.

The findings imply that apart from the hidden costs of FPE other factors such as peer influence and lack of parental concern contributed to drop-outs.

#### **4.5.2 Impact of the Hidden Costs of FPE on Parents' Ability to Educate their Children.**

The findings on the impact of the hidden costs of FPE on parents' ability to educate their children are presented in this sub-section. Table 4.17 summarizes the economic problems which affect parents' ability in meeting the hidden costs of FPE. According to the results

in Table 4.17 the main economic challenges that hinder parents' ability in meeting the hidden costs of FPE are; high cost of living (61.5%), lack of employment opportunities (23.1%), unreliable sources of income (8% ) and large families (8%).

**Table 4.17: Economic Problems affecting Parents Ability in meeting the costs of FPE.**

<b>Problems</b>	<b>N</b>	<b>%</b>
High cost of living	8	61.5
Lack of employment opportunities	3	23.1
Unreliable sources of income	1	8.0
Large families	1	8.0
<b>Total</b>	<b>13</b>	<b>100.0</b>

While the main school based factors behind the drop out rates as reported by parents in table 4.18 were burdened curricular (73%), many levies and mismanagement of funds by school administration. Current rate of absenteeism was due to parents' inability to meet financial obligations of the FPE as seen in figure 4.5. However the implication is that mismanagement of funds by school administrators, poor planning by Head teachers coupled with high cost of living contributed though minimally to pupil dropping out of school.

Table 4.18 presents school-based factors which affected parents' ability in meeting the costs of FPE they ranged from burdened curricular (73.2%) to poor planning by the Head teachers. Burdened curricular and too many levies took lead in terms of affecting parents ability in meeting the indirect costs of FPE consequently affecting enrollment negatively as stated by the parents in table 4.18.

**Table 4.18: School-based Problems Affecting Parents’ Ability in Meeting the Costs of FPE.**

<b>Challenges</b>	<b>N</b>	<b>%</b>
Burdened Curricular	575	73.2
Too many levies	188	23.9
Mismanagement of funds	18	2.3
Poor relationship between teachers and parents	02	0.3
Poor planning by Head teachers	02	0.3
<b>Total</b>	<b>785</b>	<b>100.0</b>

The study also sought to establish the frequency of children being sent home due to lack of the required items which constituted to hidden costs of FPE. The responses ranged from regularly (73.2%) to rarely (27.8%) as shown in Table 4.19. The implication is that children missed school as they were sent home to collect the required items which constitute to hidden costs of FPE as established prior; some may decide to drop out of school all together hence affecting enrollment negatively.

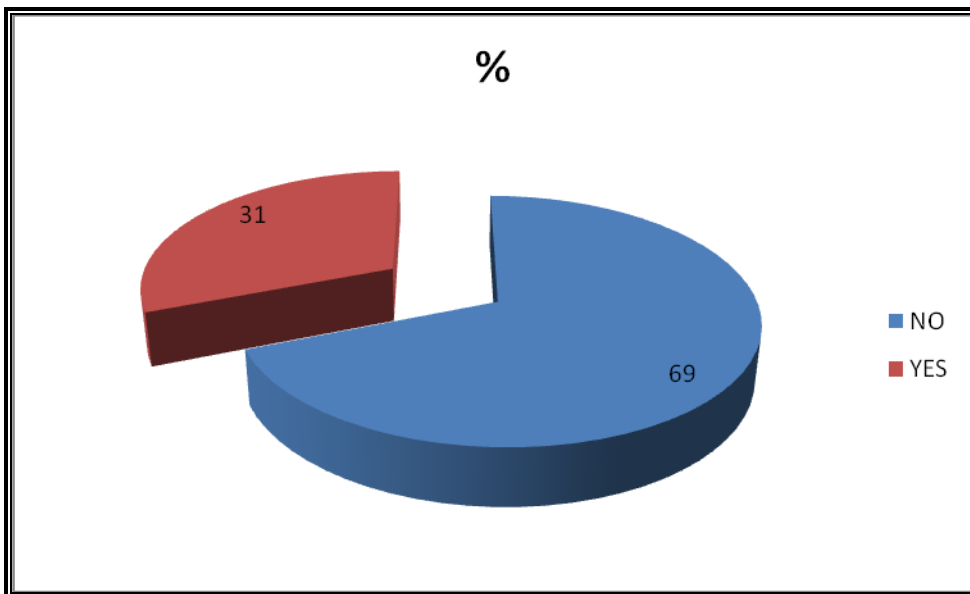
**Table 4.19: Frequency of children sent Home due to lack of Required Items as stated by parents.**

<b>Frequency</b>	<b>N</b>	<b>%</b>
Very regularly	0	0.0
Regularly	575	73.2
Rarely	210	27.8
<b>Total</b>	<b>785</b>	<b>100.0</b>

As part of the hidden cost, the research sought to find out whether the sampled schools offered paid tuition (remedial teaching) to pupils and what was done to pupils who were unable to pay the remedial fee. The results in the previously discussed figure 4.6 showed

that most schools did not offer extra-paid tuition (69%) due to the fact that it was illegal, but it was established that schools offered it silently, owing to the fact that the head teachers feared that they might be sacked. The schools that offered paid tuition (31%) used tactics like; not allowing defaulters to attend, letting parents performing manual labor for free, supplying some items to school like milk for teachers' tea and some head teachers reported that at times they conducted tuition for free.

The findings presented in figure 4.6 imply that extra-paid tuition though not offered by many schools still existed and majority of parents cited it as an indirect cost which they had to incur consequently. It adds up to hidden costs to parents which leads to decline in enrollment.



**Figure 4.6: On Extra Tuition in the sampled school.**

#### **4.5.3 Perception of head-teachers and parents on the Hidden Costs of FPE.**

The study also sought to find out the head-teachers' and parents' perception on the hidden costs of FPE. The results in Table 4.20 below revealed that at least 46.2% of head-teachers felt that the hidden costs of FPE were high for parents and 73% of the parents felt that the hidden costs were high for them as presented in Table 4.20.

**Table 4.20: Perception of the hidden cost of FPE by parents and head teachers.**

Perception	Head teachers		Parents	
	N	%	N	%
Extremely high for parents	0	1.0	0	0.0
Very high for parents	0	0.0	0	0.0
High for parents	6	46.2	575	73.2
Low for parents	4	30.8	200	25.5
Very low for parents	3	23.0	10	1.3
<b>Total</b>	13	100.0	785	100.0

The head teachers' views were sought on their perception on the success of FPE in regards to attracting pupils to schools, retention, improved quality education and improved teaching learning materials.

The findings in table 4.21 below showed that all head teachers sampled (100%) indicated that FPE had achieved in attracting pupils to schools based on improved pupil enrolment in schools. 85% of the head teachers felt that FPE had achieved in retaining pupils in schools while 58% of the head teachers expressed their disappointment on the decline of the quality of FPE in schools due to high enrolments. While 46.1% head teachers indicated that teaching learning facilities were not improved and they were over-stretched due to over enrolment which was likely to undo the gains of FPE as shown in table 4.21.

**Table 4.21: Head teachers' perception on the success of FPE.**

Success	Response			
	Yes	%	No	%
Attracting pupils to schools	13	100.0	-	0.0
Retaining pupils in schools	11	85.0	2	15.4
Improved teaching/learning materials	7	54.6	6	46.1
Improved quality of education	5	38.5	8	62.0

#### 4.5.4 Suggestions on how to improve FPE.

The study finally sought to establish from the respondents, their suggestions on how to improve the FPE especially on the cost. The findings of the suggestions are summarized and presented in table 4.22.

**Table 4.22: How FPE can be improved.**

<b>What Needs to be Done</b>	<b>N</b>	<b>%</b>
Increase budgetary allocation on FPE (GoK)	600	76.1
Increase and improve the instructional facilities	584	74.4
Seek support from donors to supplement FPE funds	578	73.6
Employ more teachers and non-teaching staff	573	73.0
Supplement from CDF	283	36.1
Penalize parents who fail to take children to school	181	23.1

Among the suggestions on how to improve FPE were; increase in budgetary allocation for the FPE funds by the government (76.1%), increase and improve the instructional facilities (74.4%), seek support to supplement FPE funds from donors (74.1%), employ more teachers and non-teaching staff (73.0%) to ease the cost met by parents on this staff, supplement from CDF (36.1%) and penalizing parents who fail to take their children to school (23.1%). The suggestions were postulated as the possible solutions towards boosting the declining enrolment in schools. Oumer (2008), in his study he recommended for budgetary increase by the government to FPE Programme to match the current rates of inflation. Similarly Okoth (2004), in his study he advocated for increase of teaching learning resources for effective FPE programme.

## **CHAPTER FIVE**

### **SUMMARY OF FINDINGS, CONCLUSION AND RECOMMENDATIONS.**

#### **5.0 Introduction**

The study set out objectively to explore the hidden costs of FPE to parents and their impact on enrolment in Kisii Central District. The basic research questions were:

- i) What costs are met by the government in the provision of FPE and its limitations?
- ii) What are the hidden costs in the provision of FPE?
- iii) How do parents meet the hidden costs of FPE?
- iv) What is the impact of the hidden costs on pupils' enrolment?

Descriptive survey design was used in conducting this study. The sample selected for the study consisted of 785 parents and 13 head teachers. Of the 785 parents 404 (51.5%) were male and 381 (48.5%) were female. Of the 13 head teachers, 10 were male and 3 were female, 8 were P1 holders, 2 ATS, 1 S1 and 2 degree holders. They were head teachers for 13 public primary schools which benefited from FPE programme.

The instruments used in the study were the head teachers' questionnaires to gather information from the head teachers and parents interview schedules to collect information from parents. In analyzing the data percentages and mean were used. In this chapter the major findings of the study are summarized, conclusion drawn and recommendations made based on the findings established.

#### **5.1 Summary of the major findings.**

The summary of the major findings were guided by the research objectives as follows:

##### **5.1.1 Cost of Primary Education met by the Government and its limitation**

The first objective of the study was to establish the cost of primary school education that is met by the government and its limitation the study established that the current cost of FPE is mainly met by the government, that is, Kshs.1020 per child per year through the Ministry of Education and the Kenya School Equipment Scheme.

However, in all the sampled schools the funds disbursed were reported to be inadequate in meeting the needs of education in the schools. The funds were also characterized by late disbursement which contributed to delays in acquiring learning and teaching materials as well as in undertaking development of various projects in the schools.

Further some of the schools cited bureaucratic procedures in accessing the FPE funds as the challenge. The highest amount disbursed for example among the sampled school was Kshs 3,719,560 while the lowest was Kshs 2,962,316 in account 1 and 2 respectively per year.

Considering that school enrolment had risen from 5.2 million in 2003 to around 8.3 million in 2010 (MoE, 2010). Such amount of money is a mere drop in the ocean. Its impact can hardly be felt. The most unfortunate thing according to the results is that majority of the head teachers had no any other source as a supplement, a part from waiting patiently for the next disbursement by the government few depended on income generating activities and well-wishers.

According to the findings, most schools had mainly acquired textbooks and stationery since the inception of FPE. Little had been done on the development of physical facilities like classrooms repair furniture and electricity. This was mainly due to inadequacy of the funds that made it difficult for the school administration to focus on such kind of development hence impacted negatively on pupils' enrolment.

### **5.1.2. Cost of Primary Education met by the parents**

The second research objective was to establish the hidden costs met by parents in the provision of FPE from the results presented in the previous chapter the major costs met by parents under the FPE are; uniforms, Examination fee, Development fee, Activity fee, Registration fee' Lunch, School Committee teachers' salary, Transport and *Harambee* contributions in schools. This expenditure remains a hidden cost as it is not quantified and budgeted for by the government in its annual national education budget.

However most head teachers argued that parents majorly provided uniforms and lunch for their children as the cost met by parents due to fear for victimization by the relevant authorities. Unfortunately many of these parents had unreliable sources of income which were hardly enough to meet the basic needs of their families and have something to spare for meeting the hidden costs of FPE hence this had negative implication on enrollment.

### **5.1.3. How parents meet the hidden costs of FPE.**

The third research objective was to find out how the parents meet the hidden costs; the study revealed that most parents depended on small scale farming, odd jobs, small scale business activities and white collar jobs to meet the hidden cost of FPE. However, majority of the parents reported that the income was not reliable to enable them meet the hidden costs of FPE due to inflation or high cost of living this contributed to unstable enrollment rates in primary schools.

### **5.1.4 Impact of the hidden costs of FPE on pupils' enrolment.**

The forth research objective was to analyze the impact of the hidden costs on pupils enrolment the findings revealed decline in pupil enrolment on the sampled schools with class seven taking the lead and class four. Results revealed an upward trend in enrolment in the sampled divisions between 2003 to 2004 but these was followed by a downward trend in the subsequent years.

The year 2007/2008 recorded the highest negative deviation percentage in enrolment while year 2003/2004 recorded the lowest negative deviation. The decline on enrolment was attributed to the hidden cost of FPE which parents failed to meet. Majority of the parents perceived the hidden costs of FPE as high for them. All the head teachers in the sampled schools indicated poverty as the major reason behind most of the Drop-out rates as most parents were unable to meet the hidden costs of FPE.

Some of the head teachers underscored peer influence as another reason for current drop-out rates resulting into early pregnancies and marriages in addition to lack of parental concern. The children who dropped from school resorted to odd jobs as casual labourers to supplement to family income due to soaring poverty levels in the region.

However, the changes in the administrative boundaries resulting to a creation of a new district known as Marani District, was cited by head teachers as another contributing factor to decline in enrolment. Some schools which were initially under Kisii Central District as from 2009 were grouped under Marani District.

The hidden costs of FPE according to head teachers had got minimum effect on absenteeism. Majority of head teachers reported that the rate of absenteeism was very low. They attributed this to the introduction of FPE programme and the government's position that has made it clear that pupils should not be sent away from school for any reason.

However the head teachers' claims were contradicted with parents views on the frequency of children sent home an indication that hidden costs contributed to absenteeism and consequently to pupils dropping out of schools.

### **5.3 CONCLUSION**

The study has clearly established that indeed there were hidden costs on FPE which affect the effective implementation of FPE Programme especially enrolment in Kisii Central District hence educational wastage. Such costs included: Development fee, School uniforms, activity fee, extra tuition, lunch, transport, supplementary textbooks, exercise books for homework among others.

Secondly, in addition to inadequacy of the funds, the study has established that the government funds have been characterized by delays in disbursement and receipts. Most of the schools in the study sample did not benefit from other possible sources, hence had no option other than waiting for the next disbursement. The few schools which benefited from other sources like well-wishers and income generating activities indicated that these sources were not reliable for supplementing the parents' and government's efforts in meeting the costs of FPE.

Thirdly the study has revealed that there are many hidden costs met by parents as fore-mentioned under the FPE programme yet many parents have unreliable sources of

income, consequently these hidden costs are a big burden to them. Majority of the parents and head teachers in the study sample perceived the hidden costs of FPE as too high for parents to afford.

Finally, the hidden costs as indicated by head teachers have got minimum effect on absenteeism though contradicted by parents who felt that their children were sent home regularly due to indirect costs of FPE. The overall analysis indicates that there is evidence of educational wastage.

The study established increase in enrolment in all schools immediately after the inception of FPE but a decline in enrolment in the subsequent years. This was attributed to hidden costs of FPE and the creation of new administrative boundaries as fore-mentioned.

In a nutshell, though FPE programme has attracted more pupils in terms of enrolment, there is still evidence of wastage though not so much mainly due to hidden costs of FPE as revealed in chapter four of this study. This raises a serious and pertinent question as fore mentioned on “how free is Free Primary Education?” The literal sense of the concept FPE is an education programme that is fee-free and does not involve much financial burden to parents which may hinder any pupil from benefiting from it. The concept FPE embraces inclusiveness in terms of access of all potential learners regardless of their social, political, spiritual or economical inclinations. This has been reinforced by the newly promulgated Kenya Constitution in article 53 (1b) which states that every child has the right to free and compulsory basic education of whose provision shall be the government (ROK,2010).

As stated prior in the background information in chapter one of this study; literate, numerate, skilled and knowledgeable human capital is significant to economic, social and political development of a country (Abagi, 1999).

Conclusively the educational sector in Kenya is faced with challenges such as the hidden among others resulting into wastage in terms of drop outs as revealed in chapter four of this study hence recommendations given in this chapter will serve as a panacea if

implemented towards improving the situation if as a country we have to make strides economically, socially and politically.

Significantly as fore-mentioned the study findings underscored the impact of hidden costs on the provision of FPE with direct reference on enrollment, which will enable education policy-makers, planners, administrators, managers and other stakeholders to cope with strategies recommended to ease parents' cost-burden and find ways of mobilizing funds to meet the cost of FPE programme to ensure its sustainability to avoid wastage in terms of human and material resources as outlined in the recommendations.

Conclusively the study has provided information that could form the basis for further critical assessment and evaluation of the FPE situation by future researchers to facilitate more concrete and valid solutions to the problem.

#### **5.4 RECOMMENDATIONS.**

Based on the results presented, the researcher recommends the following measures to make FPE more effective:

- 1) The government should increase the budgetary allocation for FPE programme.
- 2) The CDF allocation should be increased to cater for the provision of physical infrastructure in schools to reduce the burden on poor parents.
- 3) Funds sent to schools should be timely to enable head teachers to avoid incurring huge debts.
- 4) Primary schools should initiate income- generating activities like utilizing the big idle land in the schools in farming activities to supplement the government funding on FPE and avoid over-reliance on the government and parents.
- 5) The Ministry of Education in collaboration with school managers should explore the practicability of double multi-shift use of facilities and all-year utilization of facilities in some situations as options in enhancing efficiency and effectiveness in schools and same to help reduce the burden on poor parents for the provision of physical infrastructure in schools as an hidden cost.
- 6) The Ministry of Education and schools managers should mobilize and encourage greater participation from various stakeholders and development partners, including local and international communities, to support the FPE programme to ensure its sustainability.
- 7) The Ministry of Education through its agents should strengthen guidance and counseling in schools and teaching of sex education in the curriculum to curb the few school dropouts cases partially attributed to early pregnancies and marriages though the higher percentage was due to hidden costs of FPE.

- 8) The government should construct extra schools in the district to ease congestion in the available schools and employ more TSC teachers to assist cutting down expenses spent on employing teachers by the school Management Committees.
- 9) The Ministry of Education in collaboration with school administrators and managers should institute systematic and continuous monitoring mechanisms for the FPE programme in its entirety, so as to consolidate the gains made so far in the programme since its inception.
- 10) The study recommends that policy makers, managers and other educational stakeholders should embark on rigorous context-specific cost-benefit and social analysis on fee abolition policy options that are feasible and could yield results for different regions/counties as problems experienced by parents on indirect costs of FPE are context/regional based.

## **5.5 SUGGESTIONS FOR FURTHER RESEARCH.**

- i) This study was conducted in only one district therefore findings cannot be generalized to other areas in the Republic. Future study could be extended to other districts to enhance generalizability of the findings or to validate them.
- ii) This study considered 785 parents in Kisii Central District and most schools sampled were in urban population. A similar study needs to be conducted with a large sample of rural and urban population, given that the hidden costs of FPE are likely to vary by geographical location or socio-economic status.
- iii) Further research should be conducted on the hidden costs of FPE in public-boarding schools which are not fully financed by FPE programme as the current research focused on public primary day schools in Kisii Central District.
- iv) Studies should be undertaken on the cost of Primary Education in low cost private schools, which are not financed by the government under FPE Programme but also attended by children from poor backgrounds, to determine the unit cost of non-subsidized primary education provision consequently determining the possibility of government involvement financially in future to relieve the parents who are equally strained but sacrifice for the sake of their children.
- v) The findings also emphasized the unreliability of other possible sources of raising funds to meet costs of FPE. Further research should be conducted on how these possible other sources can be effectively tapped to raise more funds to supplement the parents and government's abilities in meeting the costs of Free Primary Education.

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**APPENDIX 1: LETTER OF INTRODUCTION**

**Ngwacho George Areba,  
Kenyatta university,  
P.o box 43844,  
Nairobi.**

**The Head Teacher,  
..... primary school,  
Kisii.**

*Dear sir / Madam,*

**RE: RESEARCH IN YOUR SCHOOL.**

I am a Master of Education student of Kenyatta University, currently carrying out a research on the hidden costs of free primary education to parents and their implication on enrolment in Kisii Central District.

Your school has been selected to take part in the study. Thus, I would like to request for your permission and support to interview you through questionnaires.

The information given will be treated with utmost confidentiality. Your assistance and support will be highly appreciated.

Thanks in advance.

Yours faithfully,

George A. N.

**APPENDIX 2: LETTER TO RESPONDENT**

**Ngwacho George Areba ,  
Kenyatta University,  
P.O Box 43844,  
Nairobi.**

..... 2011.

**The respondent,  
..... Primary school,  
Kisii.**

*Dear Respondent,*

**RE: QUESTIONNAIRE ON THE HIDDEN COSTS OF FREE PRIMARY  
EDUCATION AND THEIR IMPLICATIONS ON ENROLMENT.**

I am a Master of Education student from Kenyatta University carrying out a research on the above mentioned topic in Kisii central District.

It is my humble request that you assist me by filling in the questionnaire correctly and honestly. The study will go along way towards improving the education programme. Do not write your name or any kind of identification. Your responses will be treated with utmost confidentiality.

Thank you in anticipation.

Yours faithfully,

George A.N.



**Part B: Information on costs met by the government, facilities and resources school posses, which are already met by parents.**

4 a) Does your school have adequate facilities and resources required for learning?

- i. Adequate facilities [     ]
- ii. Inadequate facilities [     ]

b) Which source has your school benefited from in providing the above facilities?

- i Ministry of education [     ]
- ii Kenya school equipment scheme [     ]
- iii. Fundraising [     ]
- iv. School fees [     ]
- v. Community bodies [     ]
- vi. Income generating projects [     ]
- vii. Church organizations [     ]
- viii. Other; specify .....

5a) Are there any problems associated with these sources?

- i) Yes [     ]
- ii) No [     ]
- iii) If yes; Explain .....

6a) FPE Grants Disbursement to the school.

YEAR	AMOUNT (KSHS)	DATE RECEIVED	REMARKS
2003			
2004			
2005			
2006			
2007			
2008			
2009			
2010			

b) Are the grants enough?

i) Yes [ ]

ii) No [ ]

d) If the answer is no; how do you meet the deficit? .....

7a) what learning facilities have you acquired since the introduction of FPE?

i) .....

ii) .....

iii) .....

iv) .....

v) .....

b) What challenges are you encountering in obtaining the school supplies under the FPE programme?

i) Inadequate funds [ ]

ii) Delayed disbursement of funds [ ]

iii) Bureaucratic procedures [ ]

iv) Others specify .....

Hidden cost met by parents

8a (i) what are the expected and actual expenditure per the following cost per parent?

1000	2000	3000	4000	5000	other	
[ ]	[ ]	[ ]	[ ]	[ ]	[ ]	Development fund
[ ]	[ ]	[ ]	[ ]	[ ]	[ ]	Harambee contribution
[ ]	[ ]	[ ]	[ ]	[ ]	[ ]	Examination fee
[ ]	[ ]	[ ]	[ ]	[ ]	[ ]	Accommodation
[ ]	[ ]	[ ]	[ ]	[ ]	[ ]	Transport
[ ]	[ ]	[ ]	[ ]	[ ]	[ ]	feeding programme
[ ]	[ ]	[ ]	[ ]	[ ]	[ ]	Activity fees
[ ]	[ ]	[ ]	[ ]	[ ]	[ ]	Uniform
[ ]	[ ]	[ ]	[ ]	[ ]	[ ]	Registration

(ii) What other role do parents play in your school?

.....  
.....

a) How do you collect money from parents who are unwilling to pay voluntarily?

.....  
.....

b) What do you do with children from extremely poor background or orphans who cannot afford to pay these levies?

.....  
.....

9a) Is there extra tuition / coaching in your school?

- i) Yes [     ]
- ii) No [     ]

b) If yes, how much do parents pay?.....

c) What happens to children whose parents don't pay?.....

**Part C: Impact of Hidden costs on FPE**

10 a) what is your perception on the costs of FPE to parents?

- i) Extremely high [     ]
- ii) Very high [     ]
- iii) High [     ]
- iv) Low [     ]
- v) Very low [     ]

b) In your own opinion, which of the following problems do parents face in meeting the hidden cost of FPE?

- i) Economic problems [     ]
- ii) Social problems [     ]
- iii) School based problems [     ]
- iv) Any other specify .....

c) Of the following economic problem. Which ones affect the ability of parents in meeting the hidden cost of FPE?

- i) Unreliable source of income [     ]
- ii) Large families [     ]
- iii) High cost of living [     ]
- iv) Inflation in the country [     ]
- v) Lack of reliable alternative source of income [     ]

d) Of the following school –based problems, which ones affect parent’s ability in meeting the cost of FPE?

- i) Burdened curriculum [     ]
- ii) Misappropriation of funds by school authorities [     ]
- iii) To many levies [     ]
- iv) Poor planning by school authority [     ]
- v) Lack of proper relationship between teachers and parents [     ]

11(a) Pupils enrolment in standard one for a period of eight years by gender

<b>Year</b>	<b>2003</b>	<b>2004</b>	<b>2005</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>
<b>Girls</b>								
<b>Boys</b>								
<b>Total</b>								

b) Pupils who proceeded to the next grade in 2004- 2010

<b>Year</b>	<b>Std 1</b>	<b>Std 2</b>	<b>Std 3</b>	<b>Std 4</b>	<b>Std 5</b>	<b>Std 6</b>	<b>Std 7</b>	<b>Std 8</b>
<b>2004</b>								
<b>2005</b>								
<b>2006</b>								
<b>2007</b>								
<b>2008</b>								
<b>2009</b>								
<b>2010</b>								

12. How many pupils dropped from school 2003- 2010?

Year	Std 1	Std 2	Std 3	Std 4	Std 5	Std 6	Std 7	Std 8
2004								
2005								
2006								
2007								
2008								
2009								
2010								

13a) Does the school participate in co- curricular activities?

i) Yes [     ]

ii) No [     ]

b) Is the funding adequate?

i) Yes [     ]

ii) No [     ]

c) If No, What do you do? .....

14a) what is average cost of the girl / boy school uniform?

.....

b) What do you do with pupils without school uniform?

.....

15 a) Generally how would you describe the rate of absenteeism among pupils because of their present failure to meet their financial obligations to the school?

.....

.....

b) What reasons are behind the current dropout rates in your school?

.....

.....

c) Do you think the hidden cost of FPE contributes to the drop our rates?

i) Yes [     ]

ii) No [     ]

d) If yes, give five examples of these costs.

- i) .....
- ii) .....
- iii) .....
- iv) .....
- v) .....

16a) Comment on the success of Free Primary Education with respect to

- i) Attracting pupils to school .....
- ii) Retaining pupils in school .....
- iii) Improved quality of education.....
- iv) Improved teaching/learning materials.....

**END:**

Thanks for taking your time to fill in this questionnaire.

**APPENDIX 4: INTERVIEW SCHEDULE FOR PARENTS**

The purpose of this interview is to find out the hidden costs of Free Primary Education to parents of Kisii Central District.

You are kindly required to give honest and correct information. The information you will give will be treated with utmost confidentiality and will only be used for research purpose only.

The interview schedule comprises of part A and B

**Part A: Background information on parents’ source of income to meet the expected expenditure on costs of FPE.**

- 1. a) School name.....
- b) Educational Zone.....
- c) Gender
  - i) Male [    ]
  - ii) Female [    ]
- d) Marital Status
  - i)Married [    ]
  - ii)Single [    ]
- 2. a) How many children do you have in primary school?
  - Gender
    - i) Male.....
    - ii) Female.....
    - iii) Class 1- 4.....
    - Class 5- 8.....
  - b) How many have dropped out of school?  
.....  
.....
- c) Specify the number of children who have dropped their sex and class.
  - i. Number.....
  - ii. Sex.....
  - iii. Class.....

3. a) Why has / have your child / children dropped from school?

.....  
.....

b) Incase of your children who have dropped out, what kind of employment are they engaged in now?

.....  
.....

c) What is their average annual income per child from the employment activities?

.....

d) To what extent does the income of your children supplement in the family income?

.....  
.....

4. a) What kind of employment are you engaged in?

.....  
.....

b) How much income per month do you derive from your employment?

.....

**Part B: Parents' perception on FPE, economic challenges, school based factors affecting FPE & suggestions on how to reduce the cost on FPE.**

5. What is your perception as parent to the hidden costs of FPE?

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

b) Which economic challenge affect your ability to meet the hidden cost of FPE?

.....  
.....

6) Of the following school –based problems, which ones affect your ability in meeting the cost of FPE?

- i) Burdened curriculum [     ]
- ii) Misappropriation of funds by school authorities [     ]
- iii) To many levies [     ]
- iv) Poor planning by school authority [     ]
- iv) Lack of proper relationship between teachers and parents [     ]

7 a) Do you think your child’s education would be affected in any way if you failed to meet the cost?

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

b) Please suggest any way in which the cost of free primary education can be reduced.

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

**END:**

Thanks for taking your time to respond to the questions.

**APPENDIX 5: TABLE ON PRIMARY SCHOOL GROSS ENROLMENT RATE  
BY PROVINCE IN THOUSANDS AND MILLIONS 2003-2007.**

PROVINCE	2003		2004		2005		2006		2007	
	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls
Coast	251,196	208,089	285,454	241,184	289,578	247,318	293,628	257,280	304,379	277,183
Central	429,366	420,106	430,668	420,679	424,254	409,148	409,853	401,637	406,961	395,961
Eastern	652,555	636,123	685,810	663,128	692,376	665,141	686,842	668,753	669,919	666,768
Nairobi	96,366	96,466	101,044	102,017	97,622	99,037	95,508	97,701	100,640	100,360
Rift Valley	889,003	834,884	920,176	853,705	968,980	899,101	986,985	927,307	1,015,501	959,679
Western	527,502	518,897	557,690	537,525	559,25	545,299	544,750	537,965	580,144	571,047
Nyanza	654,576	626,788	651,152	607,738	658,066	605,794	651,840	621,774	667,953	635,305
North Eastern	43,243	21,195	46,188	21,249	49,700	23,558	52,849	25,446	58,614	30,542
Subtotal	<b>3,543,807</b>	<b>3,362,548</b>	<b>3,678,182</b>	<b>3,447,225</b>	<b>3,739,802</b>	<b>3,494,397</b>	<b>3,722,255</b>	<b>3,537,863</b>	<b>3,804,111</b>	<b>3,636,845</b>
TOTAL		<b>6,906,355</b>		<b>7,122,407</b>		<b>7,234,199</b>		<b>7,260,118</b>		<b>7,440,956</b>

Source: MOE (2003-2007)

**APPENDIX 6: TABLE ON PRIMARY SCHOOL ENROLMENT RATES IN KISII  
CENTRAL**

Year	2002	2003	2004	2005	2006	2007	2008
Enrolment	111,213	137,746	135,246	130,243	122,708	135,987	103,406

**Source: Statistical Abstract 2008**

## APPENDIX 7: RESEARCH BUDGET

No	Item	Cost
1	Computer and secretarial services	
	a) Typing and proposal writing	10,000
	b) Typing and printing final copy	4,000
	c) Typing, printing and photocopying questionnaires	7,000
2	Stationary	
	a) Writing Material	1,500
	b) Duplicating papers	1,000
	c) Pens	200
3	Traveling expenses	
	a) Pre-testing questionnaires	5,000
	b) Administering questionnaires	7,000
	c) Collecting questionnaires	5,000
	d) Contacting supervisors	6,000
	e) Research assistants training and incentives	20,000
4	Mailing and Telephone expenses	3,000
5	Binding expenses	
	a) proposal	1,000
	b) final report	2,000
6	Data analysis	15,000
	<b>Total cost</b>	<b>87,700</b>

**APPENDIX 8: WORK PLAN 2010-2011**

Activity	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Proposal writing												
Development of instruments												
Piloting												
Data collection												
Data coding												
Computer data entry												
Report writing												
Submission of report												

**APPENDIX 9: PERMIT TO CONDUCT RESEARCH**

**PAGE 2** **PAGE 3**

**Research Permit No. NCST/RR/12/1/SS011/871**

**THIS IS TO CERTIFY THAT:**

**Prof./Dr./Mr./Mrs/Miss/Institution** **Date of issue** **5th July 2011**

**George Areba Ngwacho** **Fee received** **KSHS1000**

**of (Address) Kenyatta University**

**PO BOX 43884, Nairobi**

**has been permitted to conduct research in**

**Location**

**Kisii Central District**

**Nyanza Province**

**on the topic: The hidden coats of free**

**primary education and their implication**

**on enrolment in Kisii Central District Kenya.**

**Applicant's Signature** **Secretary**

**Signature** **National Council for**

**for a period ending 31st Dec, 2011** **Science and Technology**

