

**IMPLEMENTATION OF RE-ENTRY POLICY FOR
ADOLESCENT MOTHERS IN PUBLIC SECONDARY
SCHOOLS: A CASE OF NAKURU COUNTY, KENYA**

BY

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E55/5635/03

**A THESIS SUBMITTED TO THE SCHOOL OF EDUCATION IN
PARTIAL FULFILLMENT OF THE REQUIREMENT FOR AWARD
OF THE DEGREE OF MASTER OF EDUCATION OF KENYATTA
UNIVERSITY**

JUNE 2015

DECLARATION

I confirm that this research thesis is my original work and has not been presented in any other university/institution for certification. The thesis has been complemented by referenced works duly acknowledged. Where text, data, graphics, pictures or tables have been borrowed from other works - including the internet, the sources are specifically accredited through referencing in accordance with anti-plagiarism regulations.

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DEDICATION

I dedicate this work to my mother, the late Mrs. Winifred Mwenje your dream for me has finally come to pass.

To my family.... you have stood with, supported and encouraged me throughout this journey. You truly are 'the wind beneath my wings'.

ACKNOWLEDGEMENTS

All honour, praise and glory goes to my Heavenly Father; The Almighty God for giving me the strength, wisdom and understanding to undertake this research and to complete it.

My sincere gratitude goes to all individuals without whose support, guidance and cooperation this thesis would not have been completed.

To my present supervisors Dr Adino Onyango and Dr Jackline Nyerere and to my past supervisors Dr. Otieno and the late Dr. Gateru thank you for your devotion, tireless advice and guidance.

I extend profound gratitude to my father Mr. David Mureithi for financially and morally supporting and encouraging me. Special thanks go to my husband Mr. Samuel Macharia, and to Anne & Steve, Mureithi & Wairimu and Gladys Mureithi for standing with and encouraging me through it all.

A big thank you to all my friends, for your encouragement and prayers during the different seasons that this work has taken me through. To all the respondents who graciously participated in this study; I say thank you.

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ABBREVIATIONS AND ACRONYMS

AEO	Assistant Education Officer
AGM	Annual General Meeting
BOM	Board of Management
CBS	Central Bureau of Statistics
CSA	Centre for the Study of Adolescents
CDE	County Director of Education
DPP	Director, Education Policy and Planning
EFA	Education for All
FAWE	Forum for African Women Educationalists
FSE	Free Secondary Education
FPE	Free Primary Education
GER	Gross Enrollment Ratio
KCPE	Kenya Certificate of Primary Education
KNBS	Kenya National Bureau of Statistics
MDG	Millennium Development Goals
MOE	Ministry of Education
PTA	Parents Teachers Association
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund

ABSTRACT

Each year one in every three school girls drops out of schools in Kenya due to pregnancy. Majority of these adolescent mothers are not able to go back to school after delivery. To address this issue, the Ministry of Education in 1996 released re-entry policy guidelines to ensure the smooth readmission of adolescent mothers after delivery. Years later, it was established that a significant majority of the adolescent mothers were still not attending school. This pointed to a gap or missing link between the stipulated re-entry policy and the actual practice on the ground. Assessing the implementation of the re-entry policy could help understand this missing link between the policy and the practice. The purpose of this research was to assess the factors that influence the implementation of the re-entry policy. The objectives of the study were to investigate the level of awareness of the re-entry policy in secondary schools; identify the policy gaps; determine the factors that influence implementation of the re-entry policy and seek ways in which the re-entry policy can be improved to ensure successful implementation. The research was based on the rational system approaches and the functional process model. This was a descriptive research yielding both quantitative and qualitative data. The research was carried out in Nakuru County which had 43 mixed and purely girls' secondary schools. The study was involved 8 of these schools. A sample size of 225 respondents was obtained using the systematic and purposive sampling techniques. The participants included the County Director of Education, Assistant Education Officers, head teachers, teachers, parents and students. The data collection instruments used included survey questionnaires and key informant interviews. The quantitative data was analyzed and presented in frequencies, tables, percentages and graphs while the qualitative data was organized into thematic categories according to the objectives of the study. The research established that about half of the students were aware of the policy's existence while the others were not. Electronic media was found to be the most effective method of disseminating information on the policy. The policy was not clearly stated and it lacked resources to help in its implementation. Shame and stigma was the most common reason given why girls do not go back to school followed by lack of support by their parents. The study concluded that the policy was difficult to implement because it lacked objectives, implementation and monitoring strategies, intended outcomes and the financial, human and legal resources to do so. The research therefore recommended that the policy be formalized, legitimized and resourced to ensure successful implementation. Awareness campaigns using the media should also be held at school and national levels.

CHAPTER ONE

INTRODUCTION AND BACKGROUND TO THE STUDY

1.1 Introduction

This chapter looks at education in Kenya; the issue of teenage pregnancy and the resultant school dropout. It also describes the genesis of the re-entry policy in Kenya. The chapter includes the statement of the problem, purpose objectives and research questions. The justification, scope, limitations and delimitations of the research are also outlined. At the end of the chapter, is the theoretical framework based on the rational systems approach and the functional process model. The chapter also presents the conceptual framework of the study.

1.2 Background to the Study

The Universal Declaration on Human Rights, in 1948 by the United Nations Organization embraced education as a basic human right. Kenya subscribed to and still is a signatory to this declaration as well as to the International protocols that established Education for All (EFA) agenda in Jomtien, Thailand in 1990 and Dakar, Senegal in 2000. This right to education was also provided for in various Kenyan policy and legislative documents like the Basic Education Act (MOE 2013) where the Cabinet Secretary was to ensure the implementation of the right of every child to free and compulsory basic education.

The consequent Government of Kenya policy initiatives focused on the attainment of EFA by 2015. To further demonstrate its commitment, the Government

increased investment in education through the introduction of Free Primary Education (FPE). The FPE resulted in increased enrolments from 5.9 million children in 2002 to 7.5 million children in 2006 (Centre for the Study of Adolescents [CSA], 2008).

Secondary education is an important sector in national and individual development because it prepares students for vocational and professional training. This is the reason why the government made secondary education part of basic education and introduced Free Secondary Education (FSE) in 2008. During the launch of FSE, an initial Kshs 2.9 billion was released to get the Programme going, out of which, each secondary school student was allocated a yearly subsidy of Kshs 10,265 to cover tuition and administrative costs. The efforts in this sub-sector helped increase enrolment, retention and completion rates of both girls and boys. FSE opened doors to thousands of secondary school children countrywide to acquire education (Achoka et al., 2007; CSA, 2008; MOE, 2006).

Before 2008 there were low transition rates between primary and secondary schools with over 50% of the primary school pupils not proceeding to secondary. After the introduction of FSE and the building of more secondary schools the transition rate from primary to secondary recorded an upward trend increasing from 43.3% in 2000 to 73.3% in 2011. This in turn led to an increase in enrollment

at the secondary school level which was placed at 1.9 million in 2011 (Kobia, 2007; Ministry of Education [MOE], 2007; MOE, 2012).

In spite of the progress made, studies still revealed that girl's participation, retention and completion rates especially at secondary school education level were lower and still lagging behind that of the boys. Girls made up two thirds of the population that did not have access to basic education and their literacy rate was much lower than that of the boys. The studies also established that one major cause of this difference was the high dropout rate among girls. The dropout rate among girls in secondary school between the ages of 13-18 was estimated at 45% compared to 37% of boys (Central Bureau of Statistics [CBS], 2002; CSA, 2008; MOE 2007).

In countries where adolescent child bearing was common, one of the biggest causes of these dropouts was pregnancy. In Kenya for example, it was estimated that between 10,000 and 13,000 girls left schools each year due to pregnancy alone. According to a survey conducted by CSA (2008), among secondary school students, 13% had gotten pregnant by the time they were 14 years old. The survey also revealed that three in ten adolescents began childbearing by age 18.

The increase and subsequent dropout of school girls who became adolescent mothers was an issue of great concern. This was because once a pregnant girl left

school she rarely went back and as a result, her education was cut short. She also got affected economically and her future and that of her child was bleak. In Kenya, there were very few employment opportunities that paid salaries and benefits for those who neither completed high school nor acquired the “necessary papers”, which in most cases included the KCSE Certificate. This meant that for the adolescent mothers’, chances of getting a job or furthering her education were slim unless she completed her secondary education.

The statistics on teenage pregnancies and the subsequent drop out of the girls in Kenya revealed that the problem required urgent attention from the government and the society at large (CSA, 2008). In the Convention on the Elimination of Discrimination against Women (CEDAW), state parties were required to take all appropriate measures to address the issue of school dropouts. In Article 10 part (f) the Convention provided for “the reduction of female student drop-out rates and the organization of programs for girls and women who have left school prematurely”. The MDG 3 also called for the promotion of gender equality and empowerment of women by eliminating gender disparity in primary and secondary education preferably by 2005 (University of Minnesota, 1998).

1.2.1 The re-entry policy in Kenya.

In many countries re-entry into the school system was impossible and adolescent mothers had to change schools and even their names to re-enter. The general

perception was that girls who got pregnant in school were immoral, sinful, or reckless and they were expelled from school so as not to contaminate the others with bad ideas or wrong examples. Most of these countries have now come up with policies to help address issues of teenage pregnancy and re-entry. In Zanzibar, for example, members of parliament had adopted an Act of Parliament prohibiting girls who got pregnant from being admitted back in school. This Act was however repealed in January 2006 (Okungu, 2003).

The problem of adolescent pregnancy and the measures to address it, however, was not isolated. Malawi, for instance, was reported to have enacted one of the most pragmatic re-entry programmes for adolescent mothers (UNICEF, 2007). In Kenya the issue of re-entry changed when the MOE recognized that the dropouts due to teenage pregnancy contributed to the very disparities it sought to eliminate and was also a major cause of wastage in the education of girls.

In response to the issue the MOE, at a National Symposium on Education of Girls in March 1994, spelt out recommendations in favor of the continuing education of adolescent mothers. One recommendation was the adoption of a policy to permit adolescent mothers back to school after delivery. The policy required the pregnant girl to leave school and return one year after delivery. This initiative was aimed at improving access to education for those girls who became pregnant while in school. After the Conference, the Ministry openly declared full support for

adolescent mothers and officially started working on the process of re-entry (CSA, 2008; MOE, 2007; Mpesha, 2000).

In 1996 the MOE made several policy adjustments. One of the adjustments was that girls who dropped out of school due to pregnancy were to be re-admitted to continue their education after giving birth, if they made adequate arrangements for the care of their babies. The policy adjustment was intended to deal with the reality and to ensure that the girl child was not unduly disadvantaged by the social malaise that was teenage pregnancy (MOE, 1996).

The MOE also came up with proposed re-entry guidelines for adolescent mothers. Under the re-entry guidelines a pregnant girl was allowed in class during pregnancy, she then left to deliver when she was due and was allowed back to school a minimum 12 months after delivery. The proposed guidelines also provided, among other things, that the girls be re-admitted to the same/alternative school to reduce psychological and emotional trauma. The teachers, pupils and the whole school community were also to be sensitized to support the re-admitted girls (CSA, 2008; Gichaga, 2003; Mpesha, 2000).

Education officers were informed of the proposed guidelines and policy adjustments in a circular sent to the Province and District Education offices countrywide. The uproar against the circular was immediate, through letters to the press and interviews in the media, causing the guidelines to be shelved. Most of

the interpretations and decisions touching on the policy were then left to the discretion of the individual head teachers (CSA, 2008; Forum for African Women Educationalists [FAWE], 2004).

Following the shelving of the guidelines, the only document that specifically talked about the readmission of adolescent mothers was Article 4.19 xxi of Sessional Paper No. 1 of 2005 which stated that the government would “ensure the re-entry of girls who drop out of school due to pregnancy and early / forced marriage” (MOE, 2005). This however, was a statement and did not clearly state the objectives to be met or the implementation strategies to be employed.

1.3 Statement of the Problem

According to Kofi Annan, (2000) ensuring that girls are educated is a long-term investment that yields an exceptionally high return. It has immediate benefits for nutrition, health, savings and reinvestment at the family, community and ultimately country level. One of the most significant challenges to attaining the EFA goals, and which gravely affects the education achievement of girls is teenage pregnancy and subsequent dropouts. When these girls are unable to return to school, they lose their already low opportunity of continuing their education and eventually being gainfully employed. The dropouts also lead to great financial and material wastage with the nation losing billions of shillings annually in financial, policy and man power investment (MOE, 2005).

Several years after the introduction of the re-entry policy, a study by Taffa, et al (2003), established that a significant majority of the adolescent mothers were still not attending school. This pointed to a gap or missing link between the stipulated policy and the actual practice on the ground. It was believed that understanding the implementation of the re-entry policy could help understand this missing link between the policy and the practice. According to (FAWE News, 2004) it was evident that there were factors that were hindering the implementation of the re-entry policy. Previous studies pointed out that a policy's content and provisions; awareness of the policy and the stakeholders were factors that could influence the implementation of a policy. This study therefore sought to assess implementation of the re-entry policy to identify the factors that were influencing it as they were making it less likely that the re-entry policy's objectives would be achieved and adolescent mothers would realize their full rights to education.

1.3.1 Purpose of the study.

The purpose of this study was to assess the implementation of the re-entry policy in secondary schools so as to identify factors influencing and suggest ways in which the policy can be improved. Once the factors had been identified and addressed policy implementation could then be improved to help adolescent mothers continue with their education.

1.4 Objectives of the Study

The study intended:

1. To investigate the level of awareness of the re-entry policy in secondary schools .
2. To identify the gaps in the re-entry policy.
3. To determine the factors that influence the implementation of the re-entry policy.
4. To seek ways in which the re-entry policy can be improved to ensure successful implementation.

1.5 Research Questions

In order to achieve the above objectives this study was guided by the following research questions:

1. What is the level of awareness of the re- entry policy in secondary schools?
2. What are the gaps in the re- entry policy?
3. What factors influence the implementation of the re-entry policy?
4. What are the ways in which the re-entry policy could be improved to ensure successful implementation?

1.6 Assumptions of the Study

This research assumes that:

Adolescent mothers are keen to re-enter into the mainstream schools after delivery. This assumption was realistic, the study showed that it is reasons beyond their control that prevent them.

Some of the factors are not necessarily administrative, but relate to planning and policy processes. This was realistic as established in the research.

While some of the reasons for ineffective implementation may be known, the evidence so far is only anecdotal. This assumption was realistic as researches in this area were scarce.

1.7 Limitations of the Study

Teenage pregnancy, school dropout and re-entry are issues covered by a cloud of silence, stigma and shame. This might have been an impediment for respondents to give accurate information or to open up. In each case, the researcher assured the participants of anonymity and confidentiality. The researcher also omitted all the names of the participants in the final report.

Another limitation is that little research had been carried out in the area so comparative information was not available. To counter this, the researcher considered researches that had been done on this area in other countries.

1.8 Delimitations of the Study

This research was carried out in Nakuru County in the former Rift Valley Province. The research concentrated on mixed and girls secondary schools instead of primary schools. This was because more girls dropped out of school at secondary level rather than primary level and often in Form Three (CSA, 2008). The wastage at the secondary level was very high given the number of years spent in school, the amount of resources already spent on the student and the fact that the students risk not acquiring the necessary certification unless they return to complete school after delivery.

This research did not look into the causes and consequences of teenage pregnancy as these are very well documented in several studies (CSA, 2008; FAWE, 1994; 2004; Gachukia, 1992; Ministry of Health, 1987; Mpesha,2000). The study looked at the administrative and policy aspects that may hinder proper implementation of the re-entry policy. Re-entry to education is a wide area of study, which can be approached from the psychological, philosophical and sociological perspective among others. It is not possible to cover all the aspects of the discipline of this study, hence the need to delineate the forms of the study.

As the main implementing body of any policy, administrators can make or break a law or policy. There is therefore much accuracy in the view that ‘policy is at the mercy of administrators.’ This is because the effectiveness of a law or policy is

often blunted by non-enforcement, in many instances, by the administering agencies (Anderson, 1979). The research concentrated on the people charged with implementing this policy that is: the County Director of Education and Assistant Education Officers in Nakuru and the head teachers. Teachers, students, adolescent mothers and their parents were also included in the study.

1.9 Significance of the Study

The findings of this research added to the ongoing discussion on re-entry and it is hoped helped refocus debate on the re-entry of adolescent mothers as education is a fundamental right for all. The debate will reinvigorating commitment to and influence the implementation of the re-entry policy at all levels of the educational system. The research also revealed the views of the stakeholders toward re-entry and hopefully helped the Ministry of Education make decisions on how to improve its implementation.

This research intended to assess the policy's implementation so as to help make recommendations that were useful, effective and practical. Knowing the factors influencing implementation helps provide information to all stakeholders in the education sector on how to ensure successful implementation of the re-entry policy. It was the researchers' hope that policy makers would find this research useful as the country sought to achieve its goals especially the Vision 2030.

This research was useful because understanding and addressing barriers to policy implementation can improve program delivery and inform future programs geared towards increasing girls' participation in education. The re-entry of the adolescent mothers will help reduce wastage and the nation will reap the direct and indirect benefits of educating girls

1.10 Theoretical Framework

This research was based on the rational system approach and the functional process model. Elmore (1980) argues that a variety of frameworks should be deployed in analysis and implementation; and that policy making, if it is to be effective in implementation terms, must adopt multiple frameworks.

1.10.1 Rational system approaches.

Pressman and Wildavsky (1973), proposed the top-down rational system approach to policy implementation. According to them policy implementation is a process of interaction between the settings of goals and actions geared to achieve them. Policy implementation is therefore a series of actions to make operational a piece of written policy, and broken into a number of tasks to be undertaken by various actors and organizations.

The top-down perspective claims that the implementation process needs a clear start and a clear end. This view assumed a clear set of intended consequences and agreement on the outcomes. Using this model the research sought to establish if:

the goals of the re-entry policy had been clearly defined and understood; resources were made available; the chain of command was capable of assembling and controlling resources; system could communicate effectively and that there was coordination and control of those individuals and organizations involved in the performance of tasks. It also looked at the legal implementation structures in place to enhance the compliance of those charged with implementing the policy and of those groups who were targeted by the policy.

Critics of the model, Elmore (1980) and Sabatier, (1986) argued that too much emphasis was placed on the definition of goals by the top, rather than taking into account the role of other actors and levels in the implementation process. According to them, the top- down model failed to provide a mechanism for dealing with the power of actors and program recipients to influence and shape programs and policies. In order to address this problem, bottom-up frameworks incorporated these stakeholders into the implementation equation, arguing that to maximize resource distributional equity, the government not only needs to incorporate the views of target groups, but to involve them in the process of program implementation.

The bottom - up framework embraces the legitimacy of implementing agencies and target groups to influence not only implementation processes, but also the setting and redefining of policy objectives. Professionals play a key role in ensuring the performance of a policy as they all have opportunities and

responsibilities of control and delivery of a service and may make a choice among possible courses of action and inaction. They also have a necessarily high margin of discretion in how they apply policy. This research finds it necessary to analyze the people who are charged with the administration and implementation of the re-entry policy.

1.10.2 Functional process model.

Lasswell (1956) presented a scheme to focus on stakeholders using the functional activities that occur in the policy process. According to him, analysis should go beyond making a particular choice; it involves the course of action on some matter. The seven categories of the functional process are the intelligence phase, which includes the gathering, processing, and dissemination of information for decision making. The promotional phase, which involves changes in support from various groups for competing policy alternatives.

According to Lasswell (1956), the prescription phase, involves a consensus on rules to be enforced. In other words, a prescription is a decision or a policy. A prescription is explicit about goals to be achieved through the policy; rules intended to achieve those goals, and circumstances in which the rules apply. The invocation and application phases involve the implementation of the policy. The appraisal phase characterizes evaluation with respect to goals stated in the policy. Appraisal asks, "How have we done?" The termination phase involves the cancellation of a policy. Although there is a logical sequence to these activities, in

the real world they typically do not occur sequentially. Any of these activities can occur at any time in the temporal sequence of a policy debate.

The categories serve as guides for thinking about and understanding the actions of different actors in the policy process, for assessing what has been left out, and for identifying possible actions on behalf of the preferred policy alternatives. This research focused on those stakeholders who participate in prescribing the policy (i.e. the County Education Officer). As representatives of the MOE, they give the general rules about the policy alternatives and who does what. Those who enforce it (i.e. the Assistant Education Officers) who ensure that the policy rules are applied in the schools; they show where the focus rests and ensure compliance. Those who implement it (i.e the head teachers and teachers) who apply the rules and laws in the individual schools (Anderson, 1979; Mureithi, 2005).

1.11 Conceptual Framework

The success of the re-entry policy lies with its implementation. Implementation ensures that the objectives laid out are achieved with the help of inputs like the: awareness of the existence of the policy; actual provisions of the policy and other factors like the views and attitudes of stakeholders as shown in Figure 1.1. These inputs or factors interact to influence the implementation of the re-entry guidelines. How these factors are addressed determine whether or not the policy implementation will be successful.

This conceptual framework is informed by the assumption that some of the reasons for implementation success or failure are known, but the evidence so far is only anecdotal. This research intends to establish how true these are or the extent to which they hold.

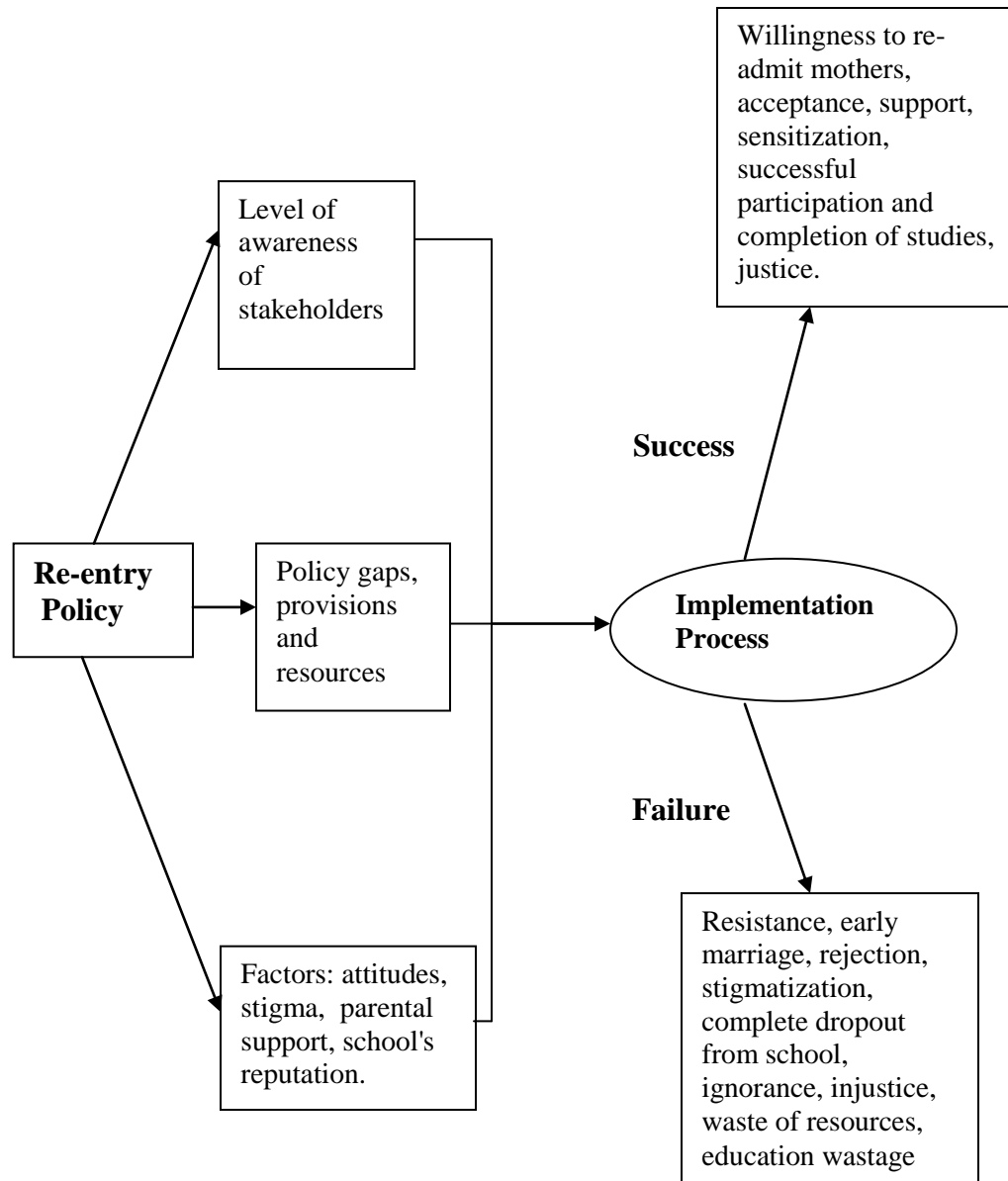


Figure 1.1. Conceptual Framework (Source, Researcher)

Awareness of the existence of the policy especially for those supposed to implement it and those for whom the policy has been formulated is crucial to its successful implementation. Creating awareness is the only way people will know that the policy is there and what it provides for them. One can create awareness in several ways, such as using the print and electronic media, in PTA and other school meetings, sending circulars and notices, holding seminars and workshops, door to door campaign, using chief's *barazaas* and use of ICE materials among others.

The actual gaps and provisions of the policy affect its implementation either positively or negatively. According to Sabatier (1986) one of the necessary conditions for the effective implementation of a legally stated policy are clear and consistent objectives. Such objectives help provide direction and a standard of legal evaluation and resource. The lack of comprehensive guidelines makes the policy difficult to implement and usually leaves the issue of expulsion from and re-entry to the school system at the discretion of the head teachers who may be influenced by other factors or may not want the adolescent mothers in their schools.

According to the rational systems approach (Pressman & Wildavsky, 1973), implementation of programs cannot start until policy has been formalized, legitimized and resourced by government process. Public policies and policy

decisions are for the most part, merely statements of government intent so we must be concerned with what the government does to enforce their intentions e.g. actual increases in expenditure and supervisors.

Effective implementation will not happen unless adequate human, financial, legal and structural resources are made available. A policy requires legal backing so as to give redress to those who are aggrieved. It also requires the structural resources like a clear chain of command and personnel to implement and monitor it. Successful policy implementation also involves co-ordination to ensure that all resources are available and prepared to work together (Parsons, 1996).

The successful implementation of the re-entry policy is largely dependent on the individuals who must implement it. The administrators in charge of implementation of the policy have their own ideas, values, beliefs and interests which they use to shape policy. Their views and attitudes influence implementation and determine whether or not the policy will be successful. They can choose to modify the policy on a personal level and context, or even ignore and never implement it. When implementers are skillful and they are committed to apply themselves to using their discretion, the policy objectives are realized and implementation is said to be successful (Parsons, 1996; Sabatier, 1986).

National policies are indeed the road maps of practices in education in any country. However, the degree to which they succeed will depend on certain variables; environment, resources, political, economic capacity and the implementation process. Successful implementation of the re-entry policy will lead to an increase in the re-admission, retention and completion rates of adolescent mothers. If effective the policy will ensure that the adolescent mother is able to go back to school, complete her secondary education and go as far in her education as she can or wants to. This way she can achieve her dreams and aspirations. It will also produce a more informed citizen, one who is financially stable, employable and easily trained. Re-entry also ensures that the private and national investments made on a girl's education is not be wasted (Boit, 2009).

A lack of proper implementation of the policy on the other hand results in educational wastage in regards to repetition and deferment or total withdrawal from the school system. The adolescent mothers in most cases become dependants, they have little educational opportunities, are rarely gainfully employed and eventually become financially unstable and the cycle continues with their children.

1.12 Operational Definition of Terms

Adolescent mother: A young girl between below the age of 19, who becomes pregnant, gives birth and is raising or chooses to raise the child.

Re-entry: The process where an adolescent mother is allowed to re-enroll into a secondary school after she has delivered and is ready to continue with her studies. Re-entry may be used interchangeably with re-admission.

Re-entry Policy: A course or plan of action, that was adopted by the government in order to prevent complete drop out of adolescent mothers from school and instead to promote their readmission into the secondary school system. It includes a government's expressed intentions and official enactments as well as its consistent patterns of activity and inactivity. The re-entry policy provides standardization and uniformity in the way adolescent mothers are to be handled in schools country wide therefore ensuring an unbiased treatment.

Wastage: Unprofitable or an uneconomical utilization of both human and economic resources by the education system. Student wastage embraces two main aspects; students who leave their respective institutions without graduating and who graduate after the normal period due to repeating years.

CHAPTER TWO

REVIEW OF RELATED LITERATURE

2.1 Introduction

This chapter starts with a look at the status of education across the world. The second part of this chapter looks at the issue of teenage pregnancy, dropout and cost in Kenya. The third section looks at literature related to the objectives. This is literature on awareness, gaps in the policy and explores the factors that influence education policy implementation in Kenya.

2.2 Status of Education across the World

Education is not just a necessary means of individual advancement but also a way to build a country. It plays a very important role in creating healthy and cohesive societies and spurs economic growth. Most governments recognize the link between the knowledge and skills with which young people enter the workforce and long –term economic competitiveness. This gives education great prominence among governments and policy makers and means that learning, acquiring knowledge and skills is the responsibility for all and not just the individual (EIU, 2012; UIS 2011).

In the best school systems in the world, like Finland and South Korea, the central objective of education was to provide all citizens with equal opportunities. In these countries one of the basic principles of education was that all people had equal access to high quality education and training. The same opportunities to education

were available to all citizens irrespective of their ethnic origin, age, wealth or where they live. In these school systems education was free at all levels from pre-primary to higher education. Even though the two school systems were very different one major similarity was that their societies were highly supportive of both the school system itself and of education in general. Finland and South Korea had both achieved universal primary and secondary education. In South Korea for example, nearly all adults born since the 1970s completed upper secondary education. (EIU, 2012; FNBE, 2012).

Borrowing a leaf from these countries the United Nations Millennium Summit in 2000 challenged countries to provide basic education for all by 2015. The countries responded by launching several policies to improve access to quality of education. One such policy was the Education For All (EFA). The driving force of the policy was to ensure that all children had 'free' access to education in spite of their gender, social, cultural or economic backgrounds (CGG, 2006).

The policy provided for the abolition of primary school tuition fees which was replaced with fee subsidy. With the introduction of fee subsidy in primary schools, many parents who previously were unable to pay school fees sent their children to school. The high enrollment rate in schools was unprecedented and was seen by many as an indicator of the success of the EFA Plan of Action (CGG, 2006).

Successful efforts in countries to achieve Universal Primary Education greatly reduced the number of out-of-school children and resulted in greater demand for secondary education. In 2009 for example, 88% of children enrolled in primary schools globally reached the last grade of this level of education. Secondary education was seen as critical because it not only linked initial education to higher education but also connected the school system to the labour market (FNBE, 2012; UIS 2010b; UIS 2011).

Governments responded to the increased demand for secondary education by expanding their secondary education systems capacity and making varying degrees of post-primary education compulsory. As a result secondary school systems were able to accommodate 531 million students in 2009. Enrolment in secondary schools worldwide rose to represent 68% of the targeted school-age population. In sub-Saharan Africa, the gross enrolment ratio (GER) rose to 36% and the total enrolment grew to 39 million in 2009. The biggest increase took place in Nigeria, where the number of students enrolled grew to more than 6 million in 2007. Secondary education systems also expanded significantly in several countries like Ethiopia, Kenya, and the United Republic of Tanzania (UIS 2011; UIS, 2010b).

One of the EFA goals was to achieve gender equality in education by 2015, with a focus on ensuring girls' full and equal access to and achievement in basic education of good quality. In the period between 1999 and 2009 participation of

girls improved globally with their total secondary enrolment growing from 43% to 48%. Although progress toward gender parity in education was particularly rapid in 2008 women still represented two-thirds of the world's 759 million illiterates and 60% of countries were still yet to attain gender parity – a goal that had been set for 2005. In Africa, the male GER increased from 22% - 31%, while the increase of the female GER was more modest (from 18% to 24%) in the period between 1999- 2009. This may have been due to the fact that in countries with limited access to education, more priority is given to men (Achoka et al., 2007; UIS 2010a; 2011).

In recognizing the vital role that education plays in society, Kenya, in 2000, participated in the World Education Forum in Dakar, Senegal. The Kenyan government in distinguishing that Kenya's main potential was in its people came up with the Vision 2030. The government's overarching goal was to turn the country into a globally competitive and a prosperous nation by 2030. The education sector was seen as having the major responsibility of facilitating the process of developing the manpower necessary for transforming Kenya (CSA, 2008; MOE, 2012.)

Since 2000, Kenya has made remarkable progress towards the achievement of all the EFA goals. According to the Ministry of Education (2012) the enrolment in the ECDE increased from 1.91 million in 2009 to 2.37 million in 2011. At the primary

school level the Free Primary Education Programme saw an increase in enrollment from 8.8 million in 2010 to 9.86 million in 2011. The pupil completion rate remained above 75% during the period, although it declined from a high of 83.2% in 2009 to 74.6% in 2011. The decline in completion rates was attributed to school dropouts and repetitions among other reasons.

Despite the commendable progress made, data shows that the world is still unlikely to fulfill one of the most modest commitments: to get every child in school by 2015. While access to education has been improving globally, there has been little progress in reducing the rate at which children leave school before completion. There were 131 million out of school children globally with 71 million adolescents of lower secondary school age, 26% of the total number of out of school children attended and dropped out of school (UIS 2013).

Mechanisms to ensure the retention of pupils in schools do not seem to be yielding much fruits and this has led to alarming drop-out rate in some schools. Currently the global early school leaving rate is at 25% - the same level as it was in 2000. In order to achieve EFA, new interventions will be required to reduce this rate and ensure that every child attains, at a minimum, basic education. It is essential to focus more attention on what's actually happening in schools and how this affects children's chances of staying in school and progressing through the system (CGG, 2006; UIS, 2010b; UIS, 2012; UIS 2013).

In Kenya the most common reasons advanced by parents and teachers for high drop-out rates in schools are: lack of money, truancy, early marriage, pregnancy, and child labour. Combined with poverty, the HIV and AIDS pandemic has also had a grave impact on education. Many students are denied access to education as they fall sick and/or are orphaned and/or drop out of school to take care of their sick loved ones. The high rate of absenteeism from classes by pupils and teachers, occasioned by various health issues, subsequently leads to a high dropout rate (Achoka et al., 2007; CGG, 2006; MOE, 2006; Saitoti, 2004).

The enrolment rate of the girl-child in schools is unprecedented and encouraging; however age-old cultural practices have perpetuated gender stereotypes and biases against women and continue to work against gender parity especially in more traditional societies. In particular, the cultural practice of early and forced marriage haunts many young girls as they are withdrawn from school and married to comparatively old men. Linked with these is the high dropout rate due to teenage pregnancies. The issues of early and forced marriage and teenage pregnancy are threats which (if not immediately and effectively addressed) could negate against girls chances of acquiring free basic education by 2015. The persistent expression of these issues highlights areas that public policy has yet to address in appropriate levels and forms (Achoka et al., 2007; CGG, 2006; FAWE, 2004; MOE, 2006; UIS, 2010b).

2.3 Issues of Teenage Pregnancies, Dropout and Cost in Kenya

The Kenya Demographic and Health Survey (KNBS, 1998) established that 44% of the women aged 15-19 years had sexual encounters. Of the adolescents aged between 15-19 years 70% engage in high risk unprotected sexual practices. At this age, students are in secondary school and are at a high risk of teenage pregnancy and school dropout. According to a survey by the Centre for the Study of Adolescents conducted among secondary school students revealed that three in 10 adolescents begin childbearing by age 18. Generally about 30% of all adolescent girls deal with issues of teenage pregnancy and school dropout. (Brown 2010; CSA, 2008). In a study by Murgor (1998), 93.2% of all respondents interviewed said that the pregnancy was not intended while only 6.3% were intended.

Young mothers also face serious challenges in reentry and reintegration due to their triple roles of daughter, student and mother. These roles shape the way they live their daily lives in the family as well as within the school and wider community and even in schools. These simultaneous roles usually co-exist, overlap and conflict as the young mother tries to balance them. As a young unmarried mother, living under the authority of her parents means that she will also have to fulfill her socially prescribed role of daughter which brings in the aspect of labour. In other cases she may have to play the additional roles of wife and daughter-in-law (Brown, 2010; Wekesa, 2010).

There is a close relationship between the occurrence of schoolgirl pregnancy and the incidence of female drop out. An assessment of the situation demonstrates that it is how society views and responds to the adolescent pregnancy rather than the pregnancy itself that push girls out of school and hampers their opportunities for educational and career development (FAWE, 1994). Unmarried student-mothers are usually seen as immoral and are assumed to be social threats. Those who advocate for the expulsion of pregnant girls argue that their retention can potentially set off an epidemic of immoral and promiscuous behavior within the student body. The girl who gets pregnant is usually then forced to drop out due to the ridicule, stigma and hostility faced in school. In some cases the girls seek marriage or are forced by their parents as a way of legitimizing the pregnancies and childbirth (Njau & Wamahiu, 1994; Okungu, 2003; UNICEF, 1998; Wekesa, 2010).

It is also generally, believed that schooling and reproduction are incompatible. Pregnant girls are usually seen as deviant students who were already performing poorly in school and therefore had low aspirations. It is assumed that pregnancy negatively affects academic performance, and the pregnant girls should drop out to avoid further wastage of scarce resources. When they do re-enter, this framing lowers the academic expectation on student-mothers. It also reduces the educational support that teachers are willing to extend to the mothers as they are deemed to be incapable (CSA, 2008; FAWE, 1994; Wesonga, 2010).

The babies' fathers are crucial to re-entry because if brought in they can help reduce the financial and social burden on the mothers. It was for this reason the Malawi's policy targeted both the fathers and the mothers. Unfortunately people rarely know who is responsible for the pregnancy. In Gachukia (1992), 60% of the girls refused to reveal the father of their child and those who did indicated that it was their age mate, a student and in other cases the schoolteachers (FAWE, 2004). While school boy fathers stayed on in school and irresponsible teachers continued to prey on children put in their care, the pregnant girl was left with the burden of the stigma, being ostracized by society, rearing the child, lack of finances and a lack of education, interrupted dreams, ambitions and goals in life. They were also continuously victimized by hostile policies and practices and they ended up being frustrated and trapped. (Brown, 2010; Murgor, 1997; Okungu, 2003).

According to Schiamberg, (1985) pregnancy causes a blockage of the developmental tasks of the adolescent. Many tasks are omitted in order for the teenage mother to fulfill parental responsibilities. These failures are heavy psychological burdens for both the adolescent and her family. The pregnancies also cause a wide range of psychosocial and economic disadvantages. As the Population Reference Bureau report (2001) noted many adolescent mothers confront greater challenges than married mothers. They receive less support and approval from their families and communities and have fewer resources for rearing and schooling children.

Statistics suggested that a teenage mother was more likely to drop out of school, to have low qualifications and to be semi-illiterate. Education, training and potential for economic development were likely to end abruptly for young unmarried mothers. By dropping out, girls remained entrapped in the vicious cycle of poverty, missing the transformative and liberative aspects of education that would open up a better future for them (FAWE, 1994). They ended up un-employed or with low pay and living in poor housing conditions. They faced food problems, psychological distress, inadequate nutrition, health problems and insufficient medical care, being more vulnerable to poverty they may engage in prostitution. Studies showed that most of these mothers ended up with repeat pregnancies before the age of 20. The child was also likely to become a victim of neglect or abuse. S/He was also likely to live in poverty, to grow up without a father, to do less well at school, to become involved in crime, to abuse drugs and alcohol and to become a teenage parent and begin the cycle all over again (Optimum Population, 2003; Schiamberg, 1985; TEMAK, 2003).

The pregnancy causes a crisis in the family systems. Other family members may view the pregnant teenager, as the individual who has caused a permanent crisis or strain in the family system. Family members view the pregnancy event as the symbol of failed aspirations for the whole family (Schiamberg, 1985). Majority of the parents also had to shoulder the responsibility of caring for their own children as well as their grandchildren.

The high attrition of the female children from the education system does in the end exact an immense development cost to the country. This is because it increases the number of people who are economically dependent and reduces the number who would have been independent and thus able to provide for themselves and their children. Teenage pregnancy also causes student wastage either by making the adolescent mother dropout of school completely therefore not graduating or dropping out and returning later on, therefore delaying the qualification. When a girl drops out in secondary school the amount lost is often higher than when she drops out in primary school due to the cumulative expenditure over the years (CSA, 2008). The re-entry policy however, ensures that at least even if it is delayed the adolescent mothers do get a chance of finishing school / graduating (FAWE, 2004) and society as a whole does not lose out too much.

The pregnancies are also a great health risk to the mother. According to the Centre for Study of Adolescents study (2008) complications of pregnancy and delivery are the main causes of death of girls aged 15 to 19 years. The risk of death during childbirth is 2-4 times higher among mothers aged 17 and 5 times higher among the girls age 14 and below. The regions with the highest teenage pregnancy rates also have the highest maternal mortality rates (KNBS, 2004).

Despite the wastage that is associated with the phenomenon of teenage pregnancy, a real and hard look at the costs to the individual, the household and the country has not been done (CSA, 2008). In light of the negative consequences of dropout for society and individuals, facilitating school completion for all students must be a priority for educators, administrators, and policymakers across the country (University of Minnesota, 2004)

2.4 Awareness of the Re-entry Policy in Secondary Schools

Successful policy implementation requires that the policy gains support from the very beginning. The best way to do this is to ensure that the policy is as visible as possible by creating awareness and disseminating it to all the stakeholders. Raising awareness is especially important in developing community support for the re-entry policy. Unfortunately studies revealed that awareness and perception of the re-entry policy varied within and across the regions. Many of the stakeholders were not aware of the policy's existence nor did they fully understand what the policy was all about. It was further revealed that many girls who dropped out of the school due to teenage pregnancies did not seek re-admission as they and their parents were not aware of the policy's existence ((Brynard, 2009; Kodek 2012;).

According to Bhuyan et al (2010), it is imperative for any policy that resulted in new programs, services, or operational guidelines to be circulated to and understood by the people responsible for implementing and using them. The public

needs to be made aware of the changes if they are going to draw any services or benefits brought about by the policy. For this reason, the Ministry of Education needed to embark on an awareness campaign of the policy guidelines to all stakeholders. This should have been a joint, deliberate and concerted effort to create awareness in schools and in the communities.

Literature shows that information including media coverage, campaigns and advocacy influences people's level of awareness. The individual's knowledge, awareness and understanding does eventually influence their behaviour and can help motivate changes in their attitude towards the re-entry policy. In Zambia for example, after a lot of campaigning there was an attitude change among the teachers towards the re-entry policy. In 2001, the percentage of teachers who were against the readmission of girls into school was 69% while those who were for it were just 31%. This changed drastically by 2004 where the number of the teachers who were against had dropped sharply to just 16% while the percentage of those who were for it had risen to 84% (FAWE, (2004, Ochieng 2014).

Campaigns can also help education officers, students, their parents and other community members better understand and deal with issues of premature sexual activity, teenage pregnancy and re-entry. In England for example, long-term cultural attitude changes as well as educational factors like community-level programs using social networks and institutions (such as the media) and providing

a supportive environment led to reductions in sexual risk behaviour as well as maintenance of low-risk behaviours over time (Macfarlane, 2005).

There are a variety of communication and information strategies and it is important to ensure that the strategy developed for the implementation reflects, and is consistent with, the broader communication strategies and actions. In particular, policy makers should give careful regard to the appropriate mix and cost-effectiveness of selected strategies. Before launching an awareness campaign there are several key components for an effective public awareness campaign that one needs to consider.

The first element is understanding the target group. One cannot plan strategies without first identifying and understanding the target group or the stakeholders. They are the key to the success of the campaign and more specifically the implementation. The campaigns should be specific to the target group so one needs to gather information on their education, employment, awareness, culture, religion, gender and age. Information gathered will help understand their how best to reach them, current attitudes and level of awareness and will help monitor whether their attitudes are changing. The information will also help one decide who should be targeted and on which level to base the campaign and messaging. Information should be gathered before, during and after the campaign. It is also extremely helpful to organize focus groups of the target audience as part of

messaging development and implementation. If they are involved, there is a far greater chance that the information will reach the intended groups (Florida State University, n.d.; Marcfarlane, 2005).

The second element is establishing a broad support system. The campaign must involve all stakeholders who should feel they “own” the campaign. Establishing a broad support helps garner and mobilize community support for a campaign. It is imperative that those engaging in public awareness campaigns develop partnerships with ethnic and community based organizations. These local groups will help ensure that the message is crafted in ways that can reach the target audiences (Florida State University, n.d.; Marcfarlane, 2005).

The third element is the use of diverse activities especially the media. Informing the public and motivating people to act remain a great challenge however the media has been an effective partner in disseminating messages. The education of the population, the duration over which the programmes are delivered and their intensity all appear to be important factors, as well as the credibility of the source of the information. There is however need to understand the medium and establish what works best. There is only anecdotal evidence that tells us what works best to make members of the public aware so that they change their behavior so the message should be relayed through a variety of means in an effort to reach the most people. Policy makers should leverage various media and opportunities such

as the traditional media (radio, TV, print), blogosphere, social media (twitter, facebook), interactive websites, educational events, public meetings, trainings, awareness events, concerts and dramas, research studies and personal testimonials (Florida State University, n.d.; Marcfarlane, 2005).

The fourth element is having an accurate and concise message. Raising public awareness involves creating a specific messaging campaign about a particular issue, the key focus being the message. This means that the messaging campaigns need to be accurate, reliable, clear and simple and sustained over time. The message of a campaign must be powerful to mobilize people to action and must leave a lasting impression on the intended audience. Public awareness campaigns should prioritize the message that adolescent mothers still have the right to education and should be backed up with examples of girls who have made it in life after being given a second chance to go to school. The campaign should form part of a larger coordinated strategy to address the problem that is premature sexual behaviour and teenage pregnancy (Obonyo & Thinguri, 2015).

2.5 The Gaps in the Re-entry Policy

According to Porter and Hicks (1995) (as cited in Kodek, 2012) the ultimate success of any policy depends largely on how it is formulated. This means that the starting point for any policy implementation assessment should, naturally, be the policy itself. It is necessary to examine the policy's content, formulation process,

and implementation strategies as they reveal whether the necessary groundwork is in place to support effective implementation (Bhuyan et al, 2010).

There are policies that specifically address the rights of the adolescent mothers to education. These policies are generally classified as either continuation or re- entry policies. According to Wekesa, (2010) continuation policies are those that allow pregnant schoolgirls to continue with school uninterrupted and to immediately return to school after delivery. These policies are thought to be more sensitive to the educational needs of pregnant schoolgirls. Re-entry policies on the other hand require disengagement with school and only allow for re-entry after a specified period after delivery. In 1994 Kenya put in place a re-entry policy for adolescent mothers within the education system. Since then key policy makers in the Ministry of Education have made statements that girls who dropped out of school due to pregnancy should be re-routed back to school (CSA, 2008).

Ministerial Consultations held in Dakar, Senegal 1997 and Nairobi, Kenya 2000 unfortunately noted that re-entry policies had not been effectively implemented and in some cases were unknown by communities and even schools. In 2004, most delegates in a Ministerial Policy Consultation Forum in Nairobi indicated that their countries were implementing the re-entry policy but there was still room for further campaign (FAWE Newsletters 8 & 12). According to Psacharopolous, (1994) actual policy outcomes and the expected outcomes rarely match, mainly

because of insufficient or no implementation. Some of the issues leading to this unfortunate state were to be found within the policy's content and provisions.

One of the issues was the role of the implementers. According to Brynard (2009), the implementers play a very critical role of in the implementation process. They influence how policies are experienced and how their impact is achieved due to their high margin of discretion. The implementers have their own ideas, values, beliefs and interests which they use re-interpret and reshape policy in unexpected ways. Even when a program's leadership supports a reform and desires its full implementation, the implementers may do so in ways that partially supplant the objectives of policy makers with their own. Studies suggested that policies with greater implementer influence in policy processes were more successfully implemented. Implementers needed to be engaged from the initial stage of the policy and the policy made very clear to them. This would help to create ownership of the process (Anderson, 1979; Obonyo & Thinguri, 2015).

The second issue was the policy content. Bhuyan et al (2010) states that attempting policy implementation is very challenging in the absence of written guidance and clear action plans. Policy objectives, work plans, procedures, guidelines and implementation strategies are often the missing link between policy formulation and actual implementation. Pressman and Wildavsky (1973), state that policy implementation is a process of interaction between the settings of goals and

actions geared to achieve them. For successful implementation the policy should therefore clearly frame the underlying problem area, the policy's goals and objectives, rationale and the population to be benefited, along with the broad actions, implementation, monitoring and evaluation strategies to address the problem. Many policies fail because there are no guidelines or outlined procedures to follow during implementation.

Third issue was the availability of resources. According Pressman & Wildavsky (1973), implementation of programs cannot start until policy has been formalized, legitimized and resourced by government process. In a survey by Economist Intelligence Unit (2010), 49% of the respondents indicated that their organisations devoted insufficient money or time to policy implementation. It was also noted that the failure to provide necessary resources was not always a result of overwhelming cost but because existing issues impeded it. Effective implementation of the policy requires planning and mobilization of sufficient resources. Once the strategies have been determined, policy makers need to estimate and mobilize the human, financial material, legal and structural resources required to effectively implement the policy. A policy for example, requires legal backing so as to give redress to those who are aggrieved. Successful policy implementation will also involve co-ordination to ensure that all resources are available and prepared to work together (Bhuyan et al 2010; Parsons, 1996).

Financial aid to the education sector in the recent years is declining due to financial crunches facing donor countries and International organizations. This unfortunately means that very many programs and policies will not be funded. Most of those that had started and relied on donor funding most likely stalled or closed down. New initiatives and programs became difficult to implement. easily implemented. Globally aid to secondary education declined by 11% from an already low level and yet secondary education was more costly per student than primary education. In Kenya government expenditure on education increased, unfortunately most of the money set aside in this sector went to recurrent expenditure like salaries and other operational costs and not to implementing new programs and policies (CGG, 2006; UIS, 2010b; UIS, 2013).

Connected with the issue of finances was the acute shortage of teachers. In Kenya, estimates put the teacher deficit to between 40,000 and 60,000 teachers. The classrooms were “bursting” with pupils studying in overcrowded classrooms and the teachers are swamped. The shortage of teachers coupled with the high enrollment of pupils in schools led to a very high student/teacher ratio which meant a heavy teaching load for the teachers. With such a shortage it was difficult to spare teachers to handle what were considered extra curricula activities. The focus was on providing adequate subject teachers and if the school needed extra teachers they would have to hire and pay them from funds internally generated in

schools. Most schools could only afford to add subject teachers which meant that every teacher in the school had a full load (CGG, 2006; Kobia, 2007; MOE, 2006).

A fourth issue is monitoring and evaluation. Every policy is supposed to be evaluated to see if it has achieved its objectives, problems faced and areas of improvement. Monitoring and evaluation is essential to the effective implementation of any policy; it also helps to take into account the emerging issues and trends. By receiving feedback and using information on how policy implementation is going, policymakers and implementers are better able to comprehend and measure the progress and make the necessary course corrections. Evaluation can help establish how effective the policy has been in ensuring that adolescent mothers return to school and thus curb great education wastage. The policy should include monitoring and evaluation strategies showing how it should be monitored or evaluated and within what time frame (Bhuyan et al 2010; Mureithi, 2005).

2.6 Factors that Influence the Implementation of the Re-entry Policy.

According to Psacharopolous (1994), educational policy is proclaimed not for its own sake, but in order to serve a particular purpose. That purpose may be pedagogical, political, economic, or any other cause according to the judgment of the policy maker. Since independence Kenyan education intentions and practices have been guided by policy guidelines. Despite the progress made in the sector

evidence shows that the practice is still far from reflecting the policies intentions. The question then remains: why is there such a gap between the national policy documents and objectives, and the reality and practice of education in Kenya? (Boit, 2009; Ngigi & Macharia, 2006). (Oduol 2006).

One of the biggest factors of policy implementation is political uncertainty due to political interference or a lack of political will. Political uncertainty is an endemic condition in policymaking and implementation. It refers to the bad political culture, political regime change and institutional inefficiency that plagues many policies. At independence, Kenya placed high stakes and great value on education. These premiums have unfortunately been systematically eroded as political directives influence trends and patterns of educational growth and policy formulation (IPAR, 2008)

Many educational policies have been made by presidential decrees while others have been part of election campaign promises. Many of this decisions have interfered with the running of education and have marginalized the role and contribution of professionals therefore impacting negatively on policy formulation and implementation. The directives have rarely been linked to any real tangible output, nor are they embedded in strategic priorities (Boit, 2009; Ward, Bourne, Penny & Poston, 2003).

Another factor is the lack of stakeholder involvement in policy formulation and implementation. The “targets” of the policies may fail to behave in the ways that were anticipated by policy makers and that are necessary if the policy is to achieve its objectives. This usually happens when a policy is designed without meaningful stakeholder engagement and it becomes difficult to implement because it did not consider the needs of nor create ownership from those who will implement or benefit from the policy. Bringing in those responsible for implementing policies earlier achieves greater results and is likely to improve practical knowledge of what may work on the ground. Policy “stakeholders” include groups or individuals with the greatest knowledge or understanding of the issue, people most affected by the policy’s implementation (or lack of implementation), those who have an interest in the workability of the solution and those responsible for its’ implementation (Bhuyan et al 2010; Kodek 2012).

The other cause of failure is the dearth of resources to implement the policies. Education has always been predominantly a government responsibility hence it has provided most of the resources required. Over the years, however, the resources have dwindled and the needs have increased exponentially. The test has been to keep up with the rapid population increase in a background of diminishing resources. A case in point is the FPE initiative that led to growth in schools while stretching the government’s capacity to provide education. FPE resource demands included an expanded teaching force, supply of textbooks and stationary, new

classrooms and building of more schools. The provision of resources is an enormous challenge to the government as questions of sustainability become ever more pointed (Boit, 2009).

Connected with this is poverty. In most cases the target group simply cannot afford to take their children to school. They then cannot access the benefits of the education programmes. Poverty limits the enrolment and retention of students in schools this is because in spite of the free basic education policy, parents still have to provide uniforms, bags, books, and shoes for their children to go to school. They also usually have to pay the exorbitant extra school charges and incur other costs of maintaining their children in school. In Kenya, costs at the secondary education level are really high, which when coupled with the fact that about 50% of Kenyans live below the poverty level, means that most people neither access nor afford this education (Achoka et al., 2007; CGG, 2006; MOE, 2006; Saitoti, 2004).

Another reason for failure is that evidence-based approach to policy is not always practiced. Reliable and relevant data is needed to judge whether an intervention should be instituted and whether it has been effective. The content of the policies is usually based on an empirically unsupported theoretical relationship between instruments and outcomes. This could be because the evidence may fail to address the needs of the policy maker, or it may be too close to concerns of the opposing

political side. On one hand the policy interpreters may fail to capture the spirit and relevance of current policy. While on the other, there may be a failure to achieve a critical mass among policy makers to effectively determine or establish relationships in policy. Another issue related to the genesis of the policy is that some policies are externally inspired and generated and not needs-based. They are usually not grounded or properly domesticated to the local scenario to help achieve the necessary support for growth and sustainability (Boit, 2009; Macfarlane 2009; Oduol (2006).

The implementation of educational policy is often hampered by many factors that include inadequate legal provision, which limits the enforcement of reports, inadequacies in requisite skills, lack of definite staff development policy, few disgruntled and disempowered staff and inadequate budgetary allocations and tools. To address and enhance education policy implementation processes we should promote the culture of education sector planning and policy formulation based on research findings rather than political pronouncements. The formulation of concrete, feasible and implementable policies should be based on documented cause-effect relationships (IPAR, 2008).

2.7 Summary

A review of relevant literature shows that one of the biggest challenges in the education sector is the lack of connection between the desired education practices

as promoted in policy and the actual education practices on the ground. Experience has shown that policies, once adopted, are not always implemented as envisioned and therefore do not necessarily achieve intended results. Understanding policy implementation can help understand this missing link between the policy and the practice. From the literature reviewed in this chapter, it is evident that the re-entry policy has not been successfully implemented and as a result majority of the adolescent mothers are not going back to school after delivery (IPAR, 2008; Bhuyan et al 2010).

The literature reviewed points to factors that could be hindering the successful implementation of the re-entry policy. One of these factors is the need to create awareness of the policy for successful implementation. Studies confirmed that raising awareness can help influence attitude change among stakeholders. Review of various literature also revealed that the level of awareness of the re-entry policy was varied, this makes it necessary to investigate the level of awareness and attitude towards the re-entry policy. It also emerged from the literature that stakeholders and implementers; policy content and gaps; provision of resources are some of the key factors in the successful implementation of the re-entry. The literature on these administrative and policy factors that influence the implementation of the re-entry policy is scarce hence creating a gap in knowledge. This study intends to fill this gap and hopefully create a deeper understanding of the factors that are influencing implementation of the re-entry policy.

CHAPTER THREE

RESEARCH DESIGN AND METHODOLOGY

3.1 Introduction

This chapter describes the methodology that was used to carry out the research on the implementation of the re-entry policy. It outlines the location of study, sample size and sampling procedure used, the research design in terms of the population, administration of research instruments, data collection procedure and how the data was be analyzed.

3.2 Research Design

The study used the descriptive design using a cross-sectional survey strategy. This is because a descriptive survey helps assess participants' attitudes or views towards individuals, organizations and procedures. The design also employs strategies of inquiry that involve collecting data either simultaneously or sequentially to best understand research problems. One of the main advantages of using this method was that using a combination of both qualitative and quantitative data types increased validity as the strengths of one approach compensated for the weaknesses of the other (Creswell, 2003; Mugenda & Mugenda, 2003).

The researcher asked questions to a representative group of people about the re-entry policy and its implementation. The aim was to find out among other things, their knowledge of its existence, their attitudes and views on the re-entry and also

to establish the factors that influencing the implementation of the re-entry policy. The data was collected through interviews and questionnaires.

3.3 Location of the Study

The research was carried out in Nakuru County, a County in the former Rift Valley Province. The CBS (2004), survey showed that Rift Valley Province had the highest percentage (31%) of teenage pregnancy and motherhood of all the provinces in the country (CSA, 2008). Nakuru County was cosmopolitan and had urban, peri-urban and rural centers within it, enabling the researcher to make a picture of both the urban and rural areas. It was also centrally placed as it was on the way to various parts of the country which represent a cross-section of the people.

Nakuru County was multi-ethnic with a diversity of people and cultures making it ideal for validity and representativeness of the country. This also meant that the cultural practices of one tribe were not a major cause of teenage pregnancies. The County was also chosen due to the researcher's interest in the area and the easy accessibility to secondary schools.

3.4 Population

The population of this study was the 43 purely girls and mixed public secondary schools as shown in Table 3.1. The table shows the number of girls and mixed schools in Nakuru County. It also shows the number of head teachers, students and

teachers in the schools. Every category of school was represented in the research and the sample had the greatest possible variety of schools making it more representative of the population. The population included different Ministry of Education Officers and parents in Nakuru County.

Table 3.1 *The Target Population.*

Category of schools	No. of schools / (population)
Girls Schools:	
National girls school	1
County Schools	1
District Schools	1
Mixed Schools:	
County Schools	6
District Schools	34
TOTAL	43
Student Population:	
Boys	8456
Girls	7451
Total	15907
Teachers population:	745
Head teachers	43

(Adapted from Nakuru County Status, 2009)

3.5 Sampling Techniques and Sample Size

3.5.1 Sampling techniques.

Gay (1992), states that when carrying out a descriptive survey, a minimum sample size of 10 % of the population yields an adequate sample. This percent meant that the study would have involved 4 schools. For a more representative sample, however, this research included eight girls and mixed secondary schools in Nakuru County.

The eight secondary schools that participated in the research were purposively selected. The schools were selected as they were deemed to have the required information or characteristics with respect to the objectives and research questions. In this case the research included three girls' schools and five mixed schools; two were County schools and three District schools.

The students who participated in each school were selected using systematic random sampling. Both girls and boys were selected to participate. This is because the researcher sought to establish knowledge of the re-entry policy and the attitude of fellow students towards teenage pregnancy and the adolescent mothers. School boys were included as some of them may be the fathers of the children born and if brought on board could go a long way in ensuring that adolescent mothers have the support and assistance they need to go back to school.

The formula $K=N/n$ was used.

Where; n = the sample size; N =the population and K = the sampling interval.

In this case if the school had student population of $N = 360$ and the sampling interval was $K = 20$. Then the sample size for that particular school was 18 students. This is because $360/20 = 18$. Using this method, every 20th student in the school was to be selected. The sample size in each school therefore was determined by the total number of students in that school. The total number of students who participated in the study was 188.

The 18 teachers were purposively selected. The guidance and counseling teacher and the teacher either in charge of the boarding section (for the boarding schools) or the class teacher (for the day schools) were selected from each school. In case the teachers are too few, only the guidance and counseling teacher was selected. In the schools that had many teachers a boarding teacher and a class teacher were included in the sample.

Adolescent mothers who have been able to go back to school and their parents were sampled through convenience sampling. There were few, if any, records of girls who have dropped out of school due to pregnancy so the adolescent mothers were selected as the researcher came across them. the second criteria was those who were willing to participate and whose parents also gave consent as they were minors.

Ministry of Education Officers i.e the County Director of Education (CDE) formerly the District Education Officer (DEO) and 4 AEO's were purposively sampled because they had crucial information that is relevant to this research. The head teacher in each of the eight schools was purposively sampled (Mugenda & Mugenda, 2003).

3.5.2 Sample size.

A total of 225 respondents participated in this study; they included head teachers, teachers, parents and students from eight selected schools and Ministry of Education officers. Table 3. shows how the sample was distributed.

Table 3.2 *The Sample Size*

Respondents	Population size	Sample size	Percentage
Schools	43	8	19%
CDE	1	1	100%
AEO	5	4	80%
Head teachers	43	8	19%
Teachers	745	18	2.5%
Students	15907	188	1.2%
Parents	-	2	-
Adolescent Mothers	-	4	-
TOTAL	-	225	-

3.6 Research Instruments

The various research instruments that were used are detailed below.

3.6.1 Re-entry policy questionnaires for students, teachers and AEOs.

The researcher choose to use questionnaires because they increased confidentiality and would allow respondents to answer truthfully. They were also chosen because they were easy to use in a large sample size (Creswell, 2003). Three sets of questionnaires were developed. One was given to students in secondary schools, the other to the teachers and the third one to the AEOs. The questionnaires had a combination of open and closed ended questions.

The student questionnaire (Appendix A) was divided into two sections; section A sought to establish personal data about the respondent, that is, their gender, age, form. The second section contained items and scales to look into students' awareness, attitudes and views of the re-entry policy. The questionnaire also sought to know if they knew anyone who has either dropped out due to pregnancy or anyone who has re-entered the education system after delivery.

The teachers' questionnaire (Appendix B) just like the students questionnaires it was divided into two sections. The first section sought the teachers' personal data like age, gender, years of experience among others. The second section looked at their knowledge, awareness, attitudes and views on the issue of re-entry.

The AEOs questionnaire (Appendix C) was divided into two sections. The first section sought the AEO's personal data like age, gender, years of experience among others. The second section looked at their knowledge, awareness, attitudes and views on the issue of re-entry. Since it is the AEO's work to ensure that the policy rules are applied or implemented in the schools they explained how they ensure compliance.

3.6.2 Re-entry policy key informant interview guides for the CDE, head teachers and adolescent mothers.

Semi-structured interview guides were prepared to assist the researcher interview key respondents like the CDE, head teachers, adolescent mothers and their parents. The researcher felt that this were that most appropriate as they left room for change of wording, explanations and adding or removing some questions. This method was also useful because it gave room for unclear issues to be clarified as well as participants to elaborate on their responses (Fraenkel and Wallen, 2009).

The head teachers are the key implementers of the policies in schools and therefore decisions are left to their discretion. The head teachers interview (Appendix D) sought to establish their attitudes and views on re-entry. The researcher also sought to establish how they implement the policy and problems they may have encountered.

The other interview guide (Appendix E) was for the CDE. The CDE is the Ministry of Education's representative at the County level. S/he provides leadership and enforces policy implementation. This means that as a stakeholder s/he holds crucial and relevant information on re-entry in the County. The CDE gave a clearer understanding of the policy, how it has been implemented, what it has achieved and any problems or hindrances they may have encountered. The CDE also gave information on the resources made available to implement and enforce the re-entry policy.

Interviews (Appendix F) were carried out to document the lived experiences of four adolescent mothers who have been able to go back to school. The girls were given a chance to tell their stories and experiences. This helped give a clear picture of what is actually happening on the ground, what they faced in the re-entry process and how they are coping with being both a young mother and a student. They also revealed the challenges that other adolescent mothers may be going through.

Another interview guide (Appendix G) was for the parents who according to the Children's Act (Republic of Kenya, 2001) have a duty to maintain the child especially by providing education and guidance. They were also required to protect the child from neglect, discrimination and abuse. The parents of the adolescent mothers were to be interviewed because without their willingness and

support it was next to impossible for the adolescent mother to go back to school or to remain in school. These parents were asked to share their experiences from the time their daughters got pregnant to the present. This helped shade light on the challenges that parents of adolescent mothers face. Due to time and logistical constraints the parents asked to be given questionnaires to fill instead of the interviews scheduled.

3.7 Pilot Study

To ensure validity and reliability of the instruments a pilot study was carried out. The researcher distributed the questionnaires in a school in the county which was not part of the sample. This school was selected because it was in the target area and had similarities with the other schools in the sample. The pilot study consisted of one head teacher, one guidance and counseling teacher, one class teacher and twelve students. They made suggestions, gave updated terms and sought clarification of items which were not easily understood. All the changes were be made and the instruments amended accordingly. Pilot study also assisted the researcher determine the appropriate statistical methods for data analysis.

3.7.1 Validity.

The questionnaires were tested for content or face validity to determine if they measured what they were intended to test. To carry this out expert opinion was sort from my supervisors and advice was obtained from educators on the suitability of the instruments. This was necessary in order to identify omissions or

commissions' that may have occurred in the construction of the questionnaires and planning interviews. This was in a bid to see if the instruments would get the information required. The resulting instruments were administered to the pilot group of students, teachers and head teacher.

3.7.2 Reliability.

To test the reliability of the questionnaires the researcher analyzed the teachers' and students' questionnaires using Cronbach's Alpha.

$$\alpha = \frac{n}{n-1} \left(1 - \frac{\sum Vi}{V_{test}} \right)$$

Where: n = number of questions

Vi = variance of scores on each question

V_{test} = total variance of overall scores (not %'s) on the entire test

The data from the pilot study was used to calculate the coefficient index. The coefficient index for the teachers' questionnaire was 0.75 and that of the students was 0.8 both of which were found to be acceptable. The minimum is usually 0.7.

3.8 Data Collection Procedures

When the research proposal was ready and approved the researcher obtained a research permit (Appendix H) from the National Commission for Science,

Technology and Innovation (NACOSTI). After that the researcher visited the CDE's office in Nakuru and was given a letter (Appendix D) authorizing the research in the County and also introducing the researcher to the various head teachers. The researcher then visited individual schools two weeks before the actual data collection. This was for familiarization purposes before the instruments were administered and was a time to book appointments with the relevant participants.

In each school the researcher with the help of the teachers picked out the students to fill in the questionnaires. The students were gathered in one classroom where the researcher explained the purpose of the study and their role in it. The researcher assured them of confidentiality and anonymity and emphasized the importance of providing honest information. The researcher personally administered the questionnaires in the classrooms. This was necessary in case there were any questions or something was not clear. It also ensured 100% recovery rate of the filled-in questionnaires. The participants were given adequate time to fill in the questionnaire.

The researcher also picked out a proportionate number of teachers in each school preferably a class teacher or dorm mistress (in the case of boarding schools) and the guidance and counseling teacher. In the large schools three teachers were involved while in the middle sized schools and small schools two teachers and one

teacher were included respectively. The teachers' questionnaires were distributed after the student questionnaires so as to give the researcher time to talk to respondents as they filled in the questionnaires. This way the researcher was able to get all the questionnaires back and was able to get more information and background on the matter. The researcher had also booked appointments with the respective head teachers to interview them on the day the questionnaires were being distributed in their schools.

During the visits to the schools, the researcher identified four adolescent mothers who had gone back to school. In-depth interviews with the four girls were carried out. Due to time constraints two of the parents asked to be given questionnaires to fill and return.

After the questionnaires and interviews, the researcher visited the Ministry of Education offices to give questionnaires to the AEOs and to interview the CDE. What had been gathered from the questionnaires and interviews further informed the interview guide with the CDE. In total the researcher managed to get 225 respondents from the target population.

3.9 Ethical Considerations

Before any data was collected the researcher addressed several ethical issues. First and foremost the researcher got permission to proceed with data collection from

Kenyatta University. The researcher also obtained a research permit from the National Commission for Science, Technology and Innovation. With the permit at hand the researcher then visited the County Director of Education's office to acquire a letter of introduction to the AEOs, head teachers and other participants.

All participants were given as much information as necessary regarding the study. This enabled the respondents to make an informed decision on whether to participate in the research. In the case of the adolescent mothers their parents consent was also sought so as to protect their daughters. To avoid any harm to the participants, the researcher handled all sensitive or difficult questions carefully. The researcher also ensured that personal biases and opinions did not get in the way of the research and gave all sides' fair consideration.

Due to the sensitivity of the research all information obtained was regarded as confidential and the participants including the schools were kept anonymous. The researcher reassured all the participants of this before any data was collected.

3.10 Data Analysis

The data collected was both qualitative and quantitative in nature. Quantitative data was analyzed using the SPSS because it incorporates all the popular analytical procedures for use in social sciences (Fraenkel & Wallen, 1993). The researcher used descriptive statistics namely, frequencies, percentages, means and correlation to assist in analyzing and determining the general attitudes, knowledge and views

on this issue of re-entry. The data was then presented in pie charts, tables, line and bar graphs for ease in understanding. The qualitative data that was obtained from the interview questions and prose responses in the questionnaires were analyzed thematically. Some of the things that were mentioned by the respondents were presented as direct quotes in the report.

CHAPTER FOUR

PRESENTATION OF FINDINGS, INTERPRETATION AND DISCUSSION

4:1 Introduction

This chapter presents, interprets and discusses the findings of the research. The findings of this study were discussed under the following four themes which were derived from the objectives and research questions

1. To investigate the level of awareness of the re-entry policy in secondary schools
2. To identify the gaps in the re-entry policy.
3. To determine the factors that influence the implementation of the re-entry policy.
4. To seek ways in which the re-entry policy can be improved to ensure successful implementation.

4:2 General and Demographic Information

4.2.1 General information.

Two mixed secondary schools from the initial sample declined to participate. One school was willing to participate but they were in the middle of exams and therefore could not. The other school simply said they did not have any issues of teenage pregnancy and therefore declined. The researcher then selected two other similar schools to replace them.

The researcher personally distributed the questionnaires to the students, teachers, and AEOs .There was 100% return rate on the student and teachers questionnaires. There were five AEOs in the County, one declined to participate in the study, the remaining four however agreed. The return rate of the AEOs questionnaire was also 100%.

The researcher then interviewed the CDE, 8 head teachers and four adolescent mothers who had gone back to school. Getting the adolescent mothers was difficult as most who had gone back did not want anyone in the school to know about them. Since the girls were still minors, the researcher also needed to get parental consent, which either came very late or not at all. This meant that the researcher was only able to interview four girls. Most parents explained that they were casual labourers and had to travel daily some long distances looking for work They were therefore not available to participate, two parents however agreed to fill in questionnaires

4.2.2 Demographic Profile of the Respondents.

The eight schools involved in the study were three purely girls' schools and five mixed schools; two County schools and three District schools. The researcher ensured that the different school categories/ characteristics were represented that is

girls and mixed schools, National, County and District schools; urban, peri-urban and rural schools; and boarding and day schools.

There were 188 students in the study; 104 were female and 84 were male. These students were evenly distributed within the four forms as is seen in Figure 4.1.

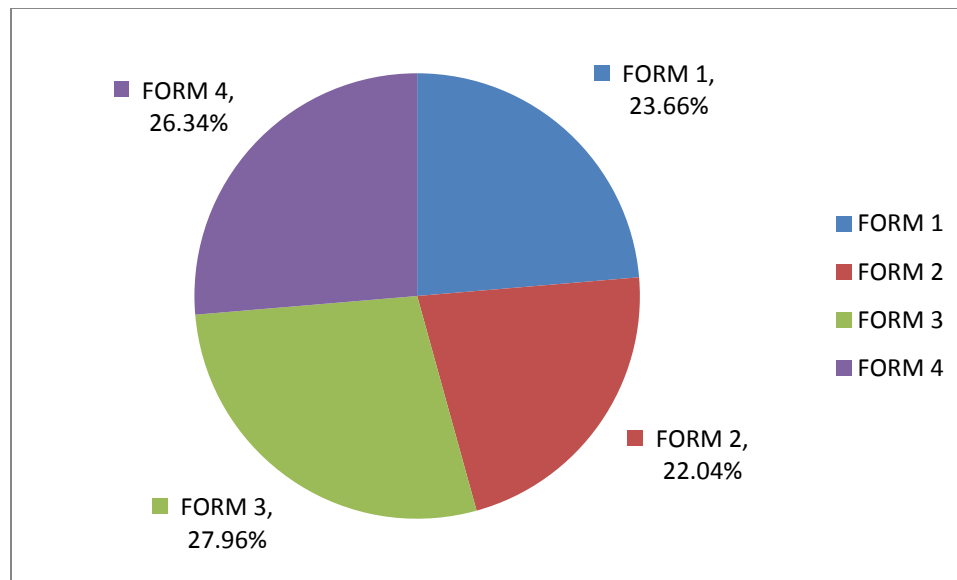


Figure 4.1. Distribution of students within the different classes

Majority (49%) of the students were aged between 17-18 years. The second largest group was those aged between 15 - 16 year who were 30.5% of the sample. The students aged 19 years and above were 15.2% and those who were 14 years and below were 4.9% of the sample.

The research involved 18 teachers; 12 women and 6 men. The teachers brought in their vast experience noting that the vast majority of the teachers had over 8 years of teaching experience with one teacher having taught for the last 27 years. Majority (29.4%) of the teachers had 19 years of teaching experience.

Questionnaires were given to 4 of the 5 AEOs in the County. All the AEOs in this study were male. Three of the four respondents were aged 45 years and above while one was aged between 35-40 years. Two of the four respondents had worked in the Ministry of Education for between 15-29 years, while the other two had worked for between 30-35 years. Eight head teachers were interviewed for this study. About 37.5 % of the respondents had worked as head teachers / principals for 5 years. A quarter (25%) had worked for 6 years while another 37.5% had either worked for 2 or 3 or 7 years.

Four adolescent mothers were interviewed in this study. Two of the girls' interviewed were 20 years and two were 19 years old. The girls had one child each, three of whom were two years old and one is an year old. Most of the girls were 18 years old and in Form 2 when they got pregnant. One girl was seventeen. All the adolescent mothers were in Form Four. Two parents; mothers of two of the adolescent mothers agreed to participate in the research. One mother was 45 years old while the other was 47 years old. Their highest level of education was C.P.E class 7.

4.3. Level of Awareness of the Re-entry Policy in Secondary Schools

The researcher sought to establish the level of awareness of the re-entry policy in secondary school. The first section looks at the drop-out and re-entry statistics to help situate the research. The researcher first got statistics on the dropouts and re-entry by asking the students, teachers and head teachers. The level of awareness in the secondary school is addressed in the second section.

4.3.1 Number of girls who dropped out and re-entered after delivery.

When the students were asked how many girls they knew who had dropped out of secondary school due to pregnancy, less than a quarter of the respondents mentioned 2 girls; about 19% mentioned 3 girls; 12 % mentioned 4 girls; 9% mentioned 1 girl; 6.9 % mentioned 5 girls and 6.4% mentioned 10 girls. On average each student knew about 4 girls who had dropped out of school. The numbers presented reveal that teenage pregnancy is prevalent with the vast majority saying they knew at least one girl who had dropped out. Some of the respondents said they knew as many as 10 girls who had dropped out which possibly means that the country has surpassed the previous estimates of 13,000 students (CSA, 2008; Gachukia, 1992)

As seen in Table 4.1 a vast majority of the students sampled knew between 0 and 2 girls who had returned to school after delivery. More significantly 39.9% of the student respondents knew no girl who had returned to school after delivery.

Table 4:1 *Students who returned to school after delivery*

Number	Frequency	Percentage
0-2	173	92
3-5	12	6.4
6-8	3	1.5
Total	188	100

On average the students knew only one girl each who had returned to school. If on average students know four girls dropping out and only one girl returning to school it would imply that only a quarter of the girls are able to return to school. This is consistent with what CSA (2008) established that about one girl in three goes back to school after delivery. These statistics confirm what a study by Bhuyan et al (2003), established that a significant majority of the adolescent mothers had not returned to school.

When the teachers were asked how many girls they knew who had dropped out of school, 61.2% mentioned between 0 and 5 girls as seen in Table 4:2. On average the teachers said they knew about 7 girls who had dropped out of school. When asked how many girls they knew who had gone back to school about 50.1% of the teachers mentioned between zero and three, 27.8% said four and 16.7% mentioned five, another 16.7% said 7. The number of girls on average that the teachers said had gone back to school was 3 girls. As was the case with the students, the

teachers barely knew a third of the adolescent mothers who were able to go back to school.

Table 4:2 *Number of pregnant girls' teachers knew who had dropped out of school*

Number	Frequency	Percentage
0 - 5	11	61.2
6 - 10	4	22.3
11 - 15	1	5.6
16 - 20	1	5.6
21 - 25	0	0.0
26 - 30	1	5.6
Total	18	100

When the head teachers were asked how many girls they knew had dropped out of secondary schools due to pregnancy, 37.5% of the head teachers mentioned 10 students, 25.0% mentioned 3; another 12.5% mentioned 5, 12.5% mentioned 7 while the last 12.5 % said 25. On average the head teachers knew 9 girls who had dropped out of secondary school due to pregnancy.

Regarding how many girls they knew who had returned to school, 37.5% of the head teachers mentioned five, 37.5% mentioned 2, 12.5% mentioned one while another 12.5% mentioned 20. The average number of girls that had returned to their previous schools was 5.25 girls. When the head teachers were asked how many girls they knew who had gone to other schools in the last five years, 37.5%

of the respondents said none, 25.0% mentioned three, while 12.5% mentioned 2, and another 12.5% mentioned 5 and the last 12.5% said 6. Asked how many girls had successfully completed their secondary school after delivery 40% of the respondents mentioned only one, 20% said none and 20% mentioned six.

According to the CDE the occurrence of teenage pregnancy in schools in the County had generally dropped in the urban areas. However it was still an issue in the rural schools with one school experiencing up to 4 girls dropping out each year. The CDE estimated the figures ranged between 0 in some schools and as many as 22 girls in others. He also estimated that those who had returned to school after delivery were between 0 and 13 girls in the different schools. There were no records kept in schools and at the County Director of Education's office of the number of girls had dropped out of school due to pregnancy. As a matter of fact this research prompted the CDE's office to carry out a quick survey of teenage pregnancy and re-entry in schools. They used the interview schedules to come up with a questionnaire to send out to schools. A copy of one of the filled in and returned questionnaires is attached in Appendix J.

4.3.2 Awareness of the re- entry policy in the school community.

The researcher sought to establish the level of awareness of the re-entry policy by first finding out if respondents had heard of the policy. The findings are portrayed in Figure 4.2.

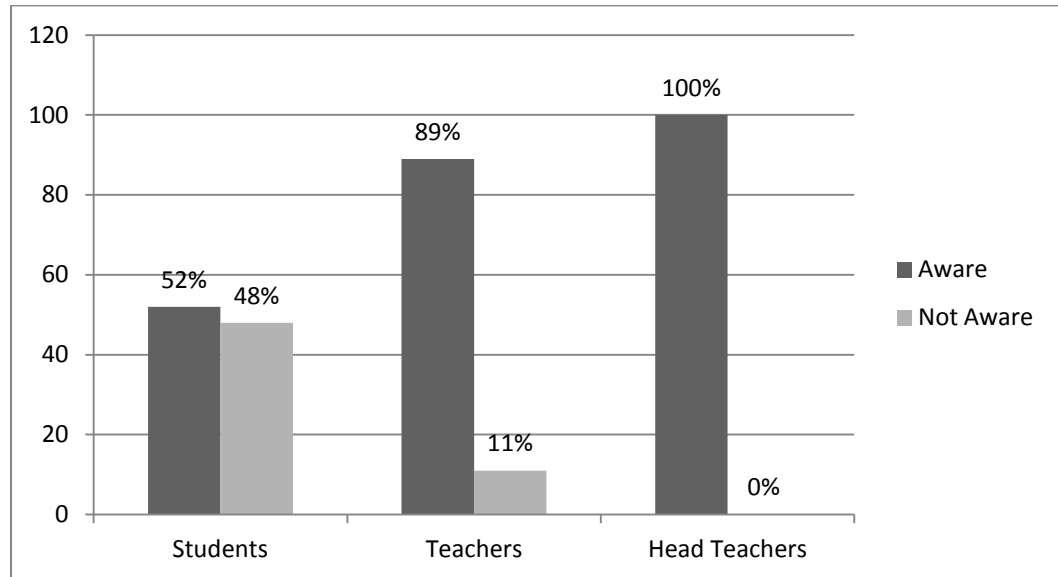


Figure 4.2 Percentage of those who had heard of the policy.

While roughly a half of the students said they had heard about the re-entry policy that allows adolescent mothers to return to school, the other half said that they were not aware of the policy (See Figure 4.2). While this results may be taken to mean that half of the students are aware of the policy, this is however does not reflect the real picture. This is because when those who had heard of the policy were prodded further 28% could not correctly say what it was about or what it provided for. The students especially adolescent mothers are the major stakeholders in the policy. If they do not know about the policy allowing them to go back to school or what it provides for they can easily miss out on the opportunity to return to school or be denied re-entry and have their rights violated. This was confirmed by Obonyo & Thinguri (2015), who posited that very many

of the girls who dropped out did not seek re-admission because they were not aware that the policy was there to protect them.

As seen in Figure 4.2 the vast majority of the teachers had heard about the re-entry policy. All the head teachers had heard about the re-entry policy but none of them had seen the circular with the guidelines. It was good to note that the vast majority of the head teachers and teachers had heard of the re-entry policy. This was because when it came to the implementation of educational policies, teachers were indispensable stakeholders who needed to be involved in the formulation and implementation of the policies. In fact, research had established that the actual level of teachers' awareness and attitude towards the adolescent mothers and re-entry did influence the implementation of the policy (FAWE, 2004).

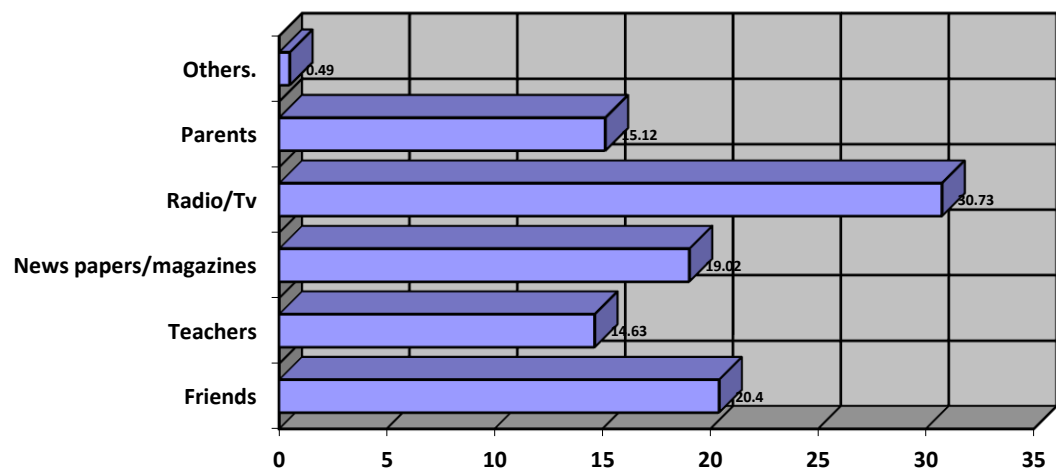


Figure 4.3 How students came to know about the re-entry policy

Majority (30.7%) of the students said they got to know about the re-entry policy through the radio and television. This was followed by 20% who said friends, while 19.0% mentioned newspapers and magazines as the Figure 4.2 shows. About 21.4 % of the teachers, mentioned that they knew about the re-entry policy from either seminars, fellow teachers , reading about it or radio and television. The remaining 14.3% mentioned that they heard about the policy from their head teachers. The electronic and print media were the top way in which the respondents learnt about the policy. Ochieng (2010), concluded that people who either read newspapers and other related prints, listen to radios, watch TVs, or have access to the internet are more likely to be familiar with certain policies than those who do not have access. It would therefore be prudent to engage these mediums to create awareness of the policy.

Twenty five percent of the head teachers knew about the policy through a directive from the Ministry of Education. About 17% of the head teachers knew about the re-entry policy through the media while 8.3% heard rumors about it. Half of the head teachers mentioned that they heard about the policy in seminars, conferences, head teachers workshops and other meetings. This concurs with the CDE's assertion that he created awareness of the existence of the re-entry policy during meetings with the head teachers and also during PTA and other school functions.

All the adolescent mothers said that they heard of the re-entry policy through the media. One girl was also informed about it by her former primary school teachers. One parent said she heard about it through the radio while the other one was informed by a head teacher in a neighboring primary school. All the adolescent mothers said that they were encouraged to go back to school by their parents.

The AEOs said that they created awareness of the policy by addressing the Chief's *barazaas*, school AGMs, PTA and BOM meetings. They also addressed the issue during school visits and by following up school dropout cases during assessments. The CDE's confirmed that the AEO in charge of the division visited the schools weekly and also held monthly meetings with the head teachers. It was at these meetings that they were required to address the issues of dropout and re-entry.

The head teachers interviewed openly condemned sexual activity amongst the students. This was necessary and commendable because according to KNBS (1998) nearly 80% of the young people had sexual intercourse before the age of 20. However when the head teachers were asked how they created awareness of the existence of the policy, a significant majority (87.5%) said that they did not talk about re-entry in the school as they feared increasing the rate of pregnancy by doing so. Only one head teacher had addressed the issue during parents meetings and meetings with the girls. This was consistent with the small number of students

and teachers who actually said that they heard about the re-entry policy from the head teachers.

The head teachers believed that if they openly talked about re-entry, they would appear to be condoning premature sexual behaviour and teenage pregnancy. Obonyo & Thinguri (2015), found out that in some cases there is resistance from people who argue that re-entry would condone and encourage sexual promiscuity among adolescents. Contrary to these assertions, Macfarlane (2005), had earlier reported that a review of available research indicated that teaching or talking about sex including re-entry did not increase sexual activity or pregnancy rates. This technically means that the head teachers talking about re-entry would not increase teenage pregnancy.

4.4 Identifying the Gaps in the Re-entry Policy

The second task of the study was to identify the gaps in the re-entry policy's content and provisions. Since 1994 key policy makers in the Ministry of Education have made statements that girls who dropped out of school due to pregnancy should be re-routed back to school. In 1999 a circular was sent out to all education officers. The circular was meant to provide guidelines for dealing with cases of teenage pregnancy but it was shelved (CSA, 2008). During the process of carrying out this research, it was difficult to get a copy of the said circular in schools or even in the Ministry of Education Headquarters. This was because the document

had been shelved and was therefore no longer in circulation and as the CDE said, *"although I am familiar with the re-entry policy and guidelines, the said guidelines are silent."*

The guidelines in the 1999 circular were:

1. Girls who become pregnant while in school should be given the necessary administrative support for readmission back to school unconditionally.
2. It is required that District and Municipal Education Officers in collaboration with head – teachers assist such girls to join other schools to reduce psychological and emotional suffering.
3. The girls are to receive adequate guidance and counseling before being sent away from school so as to accept her prevailing condition.
4. Parents should be counseled and then allowed to take the pregnant girl home.
5. The school should be in regular touch with the girl and her parents in order to monitor the situation wherever possible.
6. The pregnant girl should stay at home for one year before readmission. However, if pregnancy is discovered late in the final year of the school cycle such a girl should be allowed to sit the final exam if possible.
7. The head teacher in collaboration with the District Education Office should inform the relevant authorities for possible action on the father of the baby so as to get maintenance of the mother and child.

8. The parents should be encouraged to seek readmission of their daughter to school and head teachers provide the necessary help.
9. Other girls in the school should be counseled on the consequences of irresponsible sexual behaviour, adolescent sexuality, boy/ girl relationships, negative peer influence, building confidence and self esteem.
10. The role of teacher counselors is crucial in these matters and they should receive moral and material support from head teachers (MOE, 1999).

Elmore (1980) and Sabatier (1986) stated that professionals play a key role in ensuring the performance of a policy as they all have opportunities and responsibilities of control and delivery of a service and may make a choice among possible courses of action and inaction. They also have a necessarily high margin of discretion in how they apply policy. The head teachers revealed that they all handled cases of pregnancy, dropout and re-entry differently and on a case by case basis. This was supported by the CSA (2008), study which established that implementation of the re-entry policy was usually at the discretion of the head teachers. This was partly due to the lack of standardized guidelines on how to handle re-entry.

The head teachers said that they confirmed the pregnancy by talking to the girl and / or carrying out a pregnancy test. However, since the re-entry guidelines were silent on how head teachers should confirm the pregnancy the procedure was left

to their discretion. Once the pregnancy was confirmed the girl's parents were called to the school and informed about it. It was also not clear who determined how long the girl stayed in school before delivery or whether there was any medical report necessary to ascertain that the pregnant school girl could no longer attend school. This meant that the decision was also left to head teachers, parents and the schoolgirl, who interpreted and implemented policy disparately. Some girls therefore left school as early as when three months pregnant and others stayed until the very last days of the pregnancy (Wekesa, 2010).

The head teachers handled issues of re-entry quietly. In most cases the head teachers would not tell the girl and her parents about the policy. They left it up to the parents. According to one head teacher, *"readmission depends on the parents. If the parents do not take the initiative to take the girls back to school the head teachers do not get involved."* In case the adolescent mothers returned after delivery, some of the head teachers would readmit them, while majority would recommend that they transfer to other schools. One head teacher revealed that *"the girls are re-admitted only if they really insist or are already registered to take the KCSE exam in the school."* Some of the head teachers said that they tried to facilitate the transfer to other schools. They however mentioned that sometimes other head teachers would refuse to admit or re-admit the adolescent mothers into their schools making re-entry difficult.

In the rational systems approach policy implementation was seen as a process of interaction between the setting of goals and actions geared to achieve them. This theory assumed that the goals of the policy had been clearly defined and understood and that there was a clear set of intended consequences and agreement on the outcomes (Pressman and Wildavsky,1973). FAWE (2004) emphasized the seriousness of having clear re-entry guidelines in place. One officer posited that, *"there is a lack of commitment from the Government on the issue of re-entry. This is evident in the fact that the Ministry of Education has not come up with a clearly stated policy on re-entry."* This became apparent when assessing the re-entry policy as there were no clearly defined or stated goals or objectives. The intended consequences were not outlined which made it unclear what the policy makers were planning would be the outcome and impact of the re-entry policy if implemented.

According to Pressman and Wildavsky (1973), for policy implementation to be successful, resources have to be taken into consideration and availed at the formulation stage. As understood from Boit (2009), one of the causes of failure to implement educational policy was the dearth of resources. Experts however point out that, simply pouring resources into a system is not enough: of greater importance are the processes which use these resources (EIU, 2012). Successful implementation of the re-entry policy meant that the process utilized the available

resources efficiently. The research looked at the financial, human and legal resources availed to the implementation of the policy.

Kodek (2012), established that there were serious financial constraints of being a student, daughter and an adolescent mother. In several cases the girl and her parents were willing for her to go back but their financial situation did not allow. Finances are a key resource in policy implementation and provision of financial assistance would help alleviate the burden. Usually the government shows its commitment through its budgetary allocation; unfortunately according to the CDE, AEOS and the head teachers there was no budgetary allocation provided to facilitate implementation of the re-entry policy or ensure readmission. Families, schools and communities were expected to absorb adolescent mothers with no funding and services to assist in the reintegration in education. Thankfully the adolescent mother could access the FSE yearly subsidy given to each student to help cover the tuition and administrative costs. However the amount allocated did not cover much and some parents were unable to meet the school fee deficit due to inflation and / or poverty.

Another resource of key importance in the implementation of the policy is human resource. The Economist Intelligence Unit (2012) concluded that having a good teacher had a profound influence on students' lives and was statistically linked to a higher income later in life and to a range of social results including reducing

chances of teenage pregnancy. In the case of re-entry the only human resource available were the guidance and counseling teachers in the schools. In general guidance and counseling teachers support, help and guide students so that they can perform as well as possible in their studies and be able to make correct and appropriate decisions concerning their education, careers and lives (FNBE, 2012).

Schools are supposed to offer counseling services to help the girls to accept and cope better with their current situation. They are also supposed to counsel the parents and other students. Most of the counseling departments were greatly understaffed. To try and explain the shortage one teacher remarked that, *"the counselors are few because the Teachers Service Commission (TSC) does not employ guidance and counseling teachers. They employ teachers and give them a full teaching load which leaves little time to counseling. It is up to the head teacher to reassign teachers to the guidance and counseling department."* Adolescent mothers need help to deal with the frustrations, changes and shame they are likely to face. The lack of counselors meant that the girls and their parents did not receive any help. Without professional help and support the girls and their parents might have succumbed to the pressures and helplessness of their situation and chosen not to pursue re-entry.

According to Pressman and Wildavsky (1973), legal implementation structures are supposed to be in place to enhance the compliance of those charged with the

implementing the policy and of those groups who are the target of the policy. The re-entry policy had not outlined any legal procedures nor put in place any structures to enhance compliance. There basically was no legal redress for any aggrieved person nor were there any punitive measures for those that did not comply. The re-entry policy's lack of legality made it possible for head teachers to refuse to implement it and lead to impunity amongst them. Clearly for re-entry to succeed there was need for more punitive measures to be put in place to ensure compliance of all concerned.

Policies should be evaluated every step of the way and at the end of the implementation stage. They should be evaluated to see how well the objectives have been achieved, the problems faced and areas of improvement (Mureithi, 2005). According to FAWE (2004) there was a need for a system to track and monitor the re-entry policy's implementation. This was because among those nations that had re-entry policies in place, many had failed to systematically monitor the impact of the policy. This was true of the re-entry policy in Kenya, because no review had ever been done to establish if the policy had achieved its intended outcomes. According to Obonyo & Thinguri (2015), the government had not designed a way to monitor the implementation of the policy and so it was difficult to know whether the schools are using the policy or not. Monitoring and evaluation of the implementation must be done systematically and regularly so that assessment is effective and the necessary changes can be executed along the way.

Monitoring and evaluation would also help address any emerging issues in this area so that the policy remains relevant and current.

Also related to the evaluation was the fact that no one actually followed up on the head teachers to see if they actually implemented the re-entry policy. The AEOs admitted that they did not specifically check to see that the re-entry policy was being implemented and that up to date records on dropouts due to pregnancy were being kept. This study established that there were no records kept in schools and the County Education office on girls who had dropped out due to pregnancy or re-entered to school. Studies by Obonyo (2015) and Wekesa (2010) also found out that there were no documented records of all school-girl pregnancy cases reported; neither were there any official records on the number of young mothers that had returned to school. A lack of records means that one cannot tell emerging trends of those who have dropped out and returned or (failed to return) to school. This in turn makes it difficult to monitor the situation.

In guideline number 10 the policy makers sought to prevent or reduce teenage pregnancy by encouraging school girls get counseled on the consequences of irresponsible sexual behaviour among other things. According to Macfarlane (2005), a review carried out in the United Kingdom concluded that providing sex education before young people become sexually active, with open attitudes and a positive approach to sexual health and relationships had an effect in reducing the

rate and negative consequences of teenage parenthood. In Kenya unfortunately sex education was a very sensitive subject in the public domain. As one teacher explained " *we cannot openly offer sex education. This means that the topic has to be 'sneaked' into or addressed in other subjects like biology, home science or social ethics.*" These subjects are optional in secondary school meaning that there is a great chance that some students may take none of the subjects and therefore miss out totally on the education.

The head teachers also explained that they organized forums or brought in speakers to discuss various topics and the issues of the sex, pregnancy and re-entry would occasionally be brought up. Unfortunately as we avoided the issue more and more students were involving themselves in premature and irresponsible sexual behaviour and exposing themselves to all its negative consequences

4.5 Factors that Influence Implementation of the Re-entry Policy

There were various factors that influenced the implementation of the re-entry policy which if addressed would lead to its successful implementation. This section first looks at the attitudes of various members of the school community towards the adolescent mothers and re-entry. The second part looks at other factors that influenced re-entry.

4.5.1 Attitudes of the school community towards adolescent mothers and re-entry.

When asked whether adolescent mothers should be allowed to go back to school after delivery almost all (95.2%) of students said yes, only 4.8% of the students said no. All the teachers said yes.

The main reason given by the students for allowing the adolescent mother back to school was that she had a right to education and should be allowed and enabled to exploit her full potential to ensure self reliance. The young mother was seen as a child who still needed to be taken care of and facilitated to rebuild her future and that of her child. According to one student, *"the adolescent mother was naive or innocent and she may have gotten pregnant from circumstances beyond her control, for example, rape. It would be unfair to keep her out of school"* Some students thought that this was the same as punishing the girl for being a victim. Others felt that the girl could have made a mistake, and this should not be used to condemn her for life. Instead she should be given a chance to finish her education, acquire a better life for herself and her child and become a useful member of the society.

When the students were asked to rate their attitude on adolescent mothers and re-admission to school, 39.6% of the students approved or strongly approved readmission, while 24% either disapproved or very disapproved. About 36.50% of the students were neutral on the matter as Table 4:3 shows.

Table 4:3 *Attitudes of students and teachers towards readmission*

Response	Strongly Approve	Approve	Neutral	Disapprove	Strongly Disapprove
Students	21.00%	18.60%	36.50%	17.40%	6.60%
Teachers	33.30%	33.30%	16.70%	5.60%	11.10%

According to the head teachers the positive attitude portrayed by the students was due to the fact that the other students did not know about the pregnancy since the girls were usually new students. In the vast majority of schools adolescent mothers were treated like any other new students. They were generally well received and accepted and the other students were very supportive and helped integrate them into the school community. Almost a quarter of the disapproved re-entry, this students would mosqt likely not be too welcoming of any girl whom they knew had returned after delivery.

In the three schools where the students knew about the pregnancies the story was different. In two schools the other students had a negative perception of the girls and looked down upon them. In one of these schools the students had even nicknamed their school, ‘the school of student mothers’. In the third school the reception was better because the school had a bigger problem of abortion. The head teacher said that the students who aborted were really mocked by their

colleagues. A few weeks before the study, the head teacher had to intervene in a case where a female student had been arrested for procuring an abortion. The boys in the school had also asked the head teacher to address the issue of abortion.

As seen in Table 4.3 when the teachers were asked to rate their attitude toward readmission 66.6% of the teachers were either very approving or approving, 16.7% were neutral while 16.7% were either disapproving or very disapproving. This concurs with the head teachers' assertions that about 66% of the teachers either were very approving or approving of adolescent mothers re-admission to school.

No head teacher out rightly said they thought the teachers were disapproving or very disapproving of re-entry. However when interviewed the head teachers said they kept the issue of re-entry confidential because some teachers developed negative attitudes towards the girls or talked and made comments about the girls which embarrassed and affected them psychologically. Generally, all that the teachers knew was that this was a new student and they were supposed to treat them as such and help integrate them into the school and class room. In some schools where the teachers are aware of the pregnancy they were said to scrutinize the girls more seriously and were keen on their behavior and studies. In other schools the teachers were very helpful and treated the girls with a lot of sympathy and support.

When head teachers were asked to rate their attitude on adolescent mothers' re-admission to school majority (80%) were either very approving or approving, while the remaining 20% said neutral. No head teacher said they disapproved or strongly disapproved re-entry. The CDE, AEOs and head teachers however raised the issue of unsupportive / uncooperative head teachers as a challenge to the implementation of the policy.

The head teachers said that even if the BOM and PTA had a problem with readmission they did not have a say because there was a policy in place which should be adhered to. As one head teacher put it *"They don't really have a say as they are not involved first hand in the running of the school, it is treated as a point of information only. The girls are usually re-admitted and then the BOM are informed."* Another head teacher explained that *"the head teacher is their [BOM] advisor so technically re-entry depends on the head teacher's willingness and acceptance."* The BOM may not encourage re-entry but usually dealt with the issue as it arose, so in most schools they had allowed it. The parents in the schools generally accepted the re-admission because they too were parents and would not want to be in that position. This was usually not because of the policy but out of empathy or sympathy in cases where the parent is genuine and open to the other parents. In a few schools however, the parents did not approve re-entry to help protect the school's name or reputation.

In some schools members of the community tried to discourage the head teachers from readmitting the girls, supposedly to protect the school. The community feared that having adolescent mothers would de-motivate potential clients / parents and ruin the school's reputation. One head teacher explained how members of the community boldly accused the administration and the teachers of ruining the school by readmitting adolescent mothers. According to another head teacher the male students in the school were also not comfortable being around adolescent mothers. Another head teacher complained that the school had been derogatively labeled '*ya Mothers*' by the local community because they admitted adolescent mothers. The rejection made the adolescent mothers unwilling to go back to school and the head teachers unwilling to readmit them.

4.5.2 Other factors that influence implementation of the re-entry policy.

According to the students (22%) and teachers (16.2%), shame and stigma were the leading reasons why adolescent mothers did not go back to school. The public and school community had a low opinion of the adolescent mothers. They thought the girls had poor morals and therefore ostracized them. In Wekesa (2010), the young mothers reported that the teasing and taunting from their peers left them with emotional scars. Obonyo & Thinguri (2015), also noted that the school community in most cases was not supportive and ridiculed the girls. The girls were subjected to a lot of mockery. The stigma, shame and fear negatively affected the adolescent mothers. The girls were unwilling to stay in or go back to school

because they were too ashamed or afraid to do so. In some cases the girls suffered from a low self esteem which made them shy away from their peers and the school.

All adolescent mothers said that they were encouraged to go back to school by their parents. On the other hand , (17.1%) students and (14.1%) teachers cited a lack of support by parents as the second reason why adolescent mothers did not return to school. The head teachers also viewed this as a major challenge as some parents simply refused to take their daughters back to school or to pay their fees. According to them the parents felt betrayed, and the dreams they had for their daughter may have been shattered. This was confirmed by Kodek (2004), where one reason given for girls not going back to school was that their parents did not want to use any more resources for their daughters after they got pregnant.

The parents saw no possibilities or hope and this discouraged them from taking their daughters back to school. The AEOs also felt that many parents gave up once the girl was pregnant because of the belief that when a girl gets pregnant, she was of a bad character or loose morals. In a study by Sulo et al (2014), three quarters of the head teachers agreed that unforgiving parents were to blame for the girls not returning to school. Parents are the key players in re-entry and they have a strong effect on the outcome. An adolescent mother's re-admission is strongly pegged on

her parent's attitude, support and ability. This simply means that if the parents are able and willing the girl will return to school if they are not then she will not.

In some cases the girl and her parents were willing to send her back to school but the financial situation did not allow. Some parents had to fend for the girl, her baby and other siblings and some simply could not afford to send the girl back to school. Others were not able to get someone to take care of the baby as the mother went to school. The students (13.2%) and teachers (13.1%) picked the fact that there was no one to take care of the child as a major reason why adolescent mothers don't go back to school. Sulo et al (2014), also revealed that the failure to seek readmission was caused by, among other factors, the lack of someone to take care of the baby. For some families life in the home became tough after the pregnancy considering that the parents had other children to take care of. One parent explained that she had to look after the baby (grandchild) and at the same time struggle to provide for the whole family and not to mention meet the basic school needs for all her children.

According to the head teachers another factor that influences re-entry was ignorance. One of the reasons why adolescent mothers did not return to school was simply because they did not know that they could, as was said by (12.1%) students and (12.1%) teachers. This was in line with what was established in this research that 48% of the students had not heard of the re-entry policy. Basically the parents

and adolescent mothers did not know that the girl could go back to school. In some cases they may know about the policy but may not know how to go about it. Some of the head teachers acknowledged that they usually did not inform the parents about re-entry and would leave the matter up to the parents.

One of the reasons given why the girls were unwilling to go back was that they didn't see the need or value for school or the appetite for education was not there. According to the head teachers *"the girls consider themselves too old to be in school or they simply lack interest in their education. This is especially so in families and communities that have not embraced education. They may not know the value of education or the certificates obtained at the end and may therefore not pursue re-entry."* This was also confirmed in Kodek (2004) who expounded that this was common in families and communities that had accepted the status quo as very few children ever proceeded beyond Form 4. This meant that when a girl dropped out of school it was no big deal, in fact she was more useful to the family out of school as she could cook and clean and possibly get married.

According to the AEOs and head teachers another hindrance was the unsupportive school principals, especially in "big" schools. Some head teachers were only concerned about mean grades and felt that readmitting these girls would lower the school grade. Other head teachers thought that the girls would set a bad example to the rest of the students. For these and other reasons the head teachers were

unwilling to accept the girls back, some even discouraged them from returning to their original schools.

This was contrary to the Basic Education Act (MOE, 2013), which states that no child shall be denied admission to a public school. Obonyo & Thinguri (2015), also noted that there is a section of education managers who were aware of the policy but they chose to ignore or fail completely to use it. Some of them did not want to use it and therefore defended their actions that the victims are bad example to the others. The girls are then forced to look for new schools to transfer to which can be very difficult as there are other students who waiting to fill the few vacant positions in the schools; most schools usually do not have vacancies in the upper classes. A case presented in the Hope for Teenage Mothers website (2009) underscored this point. In this case two girls had their registration cancelled by a secondary school in Muranga County, because they were pregnant. Their parents filed a lawsuit but the school authorities however did not overturn their decision even after the school lost the case.

Lack of resources and inability to follow up on the girls was another challenge. In general no-one followed up on the girls to ensure that they went back to school after delivery; in majority of the cases it was the parents who usually sought readmission. Most schools had no contact with the girls or their parents while they were away. The resources available in the schools were so tight, it was next to

impossible to spare any for follow up. According to Obonyo & Thinguri (2015) there is no mechanism to follow up the girls who have dropped out and especially those who for one reason or another have not gone back to school. In this study only one head teacher had followed up a student. The follow up was a team effort where other students were sent to check on the girl and take her homework in the evenings. According to the head teacher they did this because the girl was a good student and was in Form Four.

Connected to the issue of the lack of follow-up was the fact that in some schools the school administration did not even know about the pregnancy. As one head teacher explained "*it is difficult to know who has dropped out due to pregnancy. Majority of the girls just 'disappear' from school and when followed up give different reasons like schools fees, or distance*". This was confirmed by the four adolescent mothers who said that none of the head teachers in their previous schools knew about the pregnancy. As a matter of fact they all stayed in school until the third trimester of their pregnancies without any detection and when it was time to deliver they simply left. Three of the girls who had been in boarding schools far from home later transferred to other schools where none of the school administrators were informed of their status.

According to the CDE implementation of the re-entry policy had not been successful mainly because of interference of the culture especially when the

pregnant girl got married off to save the family from the shame and burden her pregnancy brought. This observation was supported by 12.9% of the students who gave getting married as reason for girls not going back to school. In some cases the pregnancy could have emanated from an early marriage. This was common in some rural areas and cultures where girls were seen to be of marriageable age from as early as eleven years. In other cases when the girl got pregnant, she was no longer a child in the eyes of society and there was therefore no need for her to continue with her education. Re-entry in such cases was usually left to the discretion of her husband and his family.

Another challenge was the fear and belief that other girls may think that getting pregnant at teenage was not bad after all. All the head teachers said that they were always hesitant to talk about re-entry as they felt the other girls would not see anything bad with getting pregnant while in school. The head teachers also thought that some girls were just “spoilt” and if allowed to re-entry they would wrongly influence others or continue being reckless in their sexuality. The head teachers felt that they were in a catch 22 situation, because how would they create awareness about the policy without appearing to be condoning sexual activity. This challenge had contributed to the lack of awareness of the policy’s existence. The head teachers also faced a problem as they went about their duties because they could not be strict disciplinarians while handling the issue of the adolescent mothers which was a contradiction.

Another challenge that was mentioned by the CDE was the health implications of early pregnancy. Some mothers may have suffered post – natal complications e.g. bleeding, backache and depression and may be unable physically, mentally or emotionally to return to school. This concern was proven in a 2008 study by the Centre for Study of Adolescents which showed that complications of pregnancy and delivery were the main causes of death of girls aged 15 to 19 years. The demands of motherhood may be too much for the adolescent mother to bear.

4.6. Ways in which the Re-entry Policy can be Improved

The final task of the study was to suggest ways in which the policy can be improved to ensure successful implementation. Respondents were asked to suggest ways that this can be done. As has been established in this research almost half of the students had not heard of the re-entry policy. Reducing teenage pregnancy and improving re-entry requires efforts on many fronts, but the key to success is increasing the public's understanding about the scope of the problem and the harm it inflicts. In the past, the great social-justice movements succeeded when a significant number of people recognized the need for change and acted on it. It is therefore necessary to educate the citizenry on the policy, practice and procedure so that they can have a more pragmatic approach to the issue. This should be done country wide through the all forms of media and all other public forums and meetings like churches and *barazaas*. Programs and workshops/ seminars should be organized for the entire school community to sensitize them on the existence of

the policy and importance of re-entry. Creating awareness and openly showing support of the re-entry policy in this way could help change the attitude of the school communities and public toward the adolescent mothers and re-entry and therefore improve implementation of the policy as it did in Zambia (FAWE, 2004).

The girls cannot go back to school without the help and support of their parents. All the adolescent mothers acknowledged that they were able to go back to school because their parents were willing to send them back and also to take care of them and their children. It is therefore necessary to sensitize the parents on the importance of re-entry. Educating and sensitizing the parents would enable them to be more understanding and willing to support their daughters. As one of the parents emphasized, "*parental support is crucial as the adolescent mother will need someone to take care of the child while she is in school.*" This view was reiterated by one head teacher who noted that "*the girls are able to relax and settle down in school if they know that their babies were being taken care off well.*"

Counseling programmes are the key to ensuring successful implementation of the re-entry policy. Twenty seven percent of the students gave counseling as the main solution to enable adolescent mothers to return to school. The parents were of the opinion that guilt feelings or feeling rejected by their parents could be hindering adolescent mothers from returning to school after delivery. They advised that the girls be given proper advice, counseling and full support. Counseling would help

the girls to accept their situation and new status and therefore be able to handle motherhood and student life better. It would help the parents to handle the change and also to be able to support their daughters in this time. The other students should be counseled so that they can accept the girls back and treat them positively. Sulo et al (2014), established that one factor that affected re-entry was the schools' failure to counsel students who were in school so as to be able to accept and accommodate teenage mothers when they were re-admitted.

There is a need to establish, strengthen and empower the guidance and counseling departments in the schools and to staff them adequately. As has been seen the guidance and counseling teachers play a key role in helping the entire school accept and deal with the pregnancy and the re-entry. Obonyo & Thinguri (2015), also concluded that the Ministry of Education should establish and emphasize having very strong guidance and counseling departments in schools to change the attitude of teachers, students and the parents on pregnant girls. According to one teacher, peer educators in the schools could also be trained in the issue of adolescent pregnancy since students tend to know more on what is going on amongst them.

There is an urgent need for a clearly stated policy on re-entry with properly outlined policy guidelines. Such a policy would have clear objectives and well outlined implementation strategies and clear monitoring and evaluation strategies.

Both the CEO and the head teachers agreed on the fact that the government should come out clearly and openly on the policy. This is because the policy's lack of clarity was making its implementation difficult. The government should show full support of the re-admission of the girls first and foremost by formulating rules and procedures that would govern schools on the issue. Secondly, it by addressing and removing the restrictions and prohibitive conditions on re-entry (Brown, 2010; Elmore, 1980; Sabatier, 1986).

As the government develops, implements, monitors and evaluates the policy, there is need to constantly involve all the stakeholders and incorporating their views. The head teachers, guidance and counselling teachers, students, adolescent mothers and the parents should be involved so as to make the policy more inclusive. One head teacher felt that *"student leaders' conferences should be organized to discuss such issues and the students allowed to openly air their views. The recommendations made should then be implemented so that they own the changes."* In Kodek (2012), respondents noted that the process of policy formulation and implementation was not inclusive of all stakeholders. They suggested that all stakeholders should have an opportunity to contribute towards the policy. The only time the policy implementation will become successful and relevant is when the target group are involved and are able to 'own' the policy and the process.

The government needs to urgently legalize, enforce and ensure implementation of the policy. Basically all adolescent mothers who are willing to go back to school should be facilitated to do so. According to the head teachers networking among the head teachers should be encouraged so that school transfers are handled easily and school administrators should be required to support adolescent mothers and allow them back to school. Sanctions and penalties should be outlined and imposed on head teachers who resist or refuse to re-admit the girls and on parents who refuse to take the girls back to school. Legal action should also be taken against those responsible for the pregnancies especially if they are teachers or other adults in the community.

Another solution was the CEO's recommendation that the girls be encouraged to seek re - admission in a different school to avoid stigmatization and help her rebuild her self esteem. Half of the head teachers concurred with the CDE and said that the girls should go to a different or alternative schools. As was established in the interviews with the head teachers and adolescent mothers the girls were usually received and treated better if the school community did not know that they were adolescent mothers. Wekesa (2010), found out that teachers usually do not have high academic expectations of the student- mothers in their schools. These tends to interfere with the girls' levels of social interaction leading to low self-esteem and consequently low academic achievement. Moving to other schools keeps the

baby secret and therefore helps the mother cope better, she therefore settles down faster than if she had gone back to her previous school.

Another way the government could ensure implementation of the re-entry policy is to provide enough funds for the policy during budgetary allocations. The finances could go to create awareness, fund prevention campaigns, ensure implementation or fund monitoring and evaluation exercises and strengthen guidance and counseling departments. All the respondents gave provision of financial and / or material assistance as a way of ensuring that the girls went back to school. This was because sometimes the girls and their parents might be willing for her to go back to school but may lack the finances to do so. The respondents felt that the government and NGO's could offer the funding needed. This could be done in a way that does not encourage or appear to condone teenage pregnancies for example loans.

The Government could come up with vocational schools / centers for such students. The centers should not only offer the normal 8.4.4 curriculum but also prepare the girls for motherhood and to earn a livelihood. The vocational studies would take into account individual needs and circumstances. In Finland vocational training has been very successful. Vocational studies are organized in modular form which is better suited for adolescent mothers instead of being tied to the traditional year classes. Another positive aspect of the system is that no matter

the option taken, completion of either general or vocational education, gives students eligibility to continue to higher education (FNBE, 2012).

The centers have another advantage of allowing the girl to continue with her education a few months after delivery as she could go to the centre with her baby. The vocational schools could have day-care programmes for the babies; this would address the problem of the adolescent mother not having anyone to take care of the baby while she is in school. They can offer a transitional programme that includes counseling, education and skills. The adolescent mothers said that they were able to cope with their studies because they did not miss much. This was because they stayed home for a short period of time between one and four months part of which was school holidays.

Every student who leaves the school for any reason, should be followed up. In the Basic Education Act (MOE, 2013) head teachers are obligated to investigate and establish reasons for a child's absence in school. Talking to the parents might shade light on the reasons of the drop out. The head teacher could then help them work through the issues, whatever they maybe. In the case of pregnancy the school could keep in touch with the student and ensure that after a specified time she has gone back to school. Re-entry should be made compulsory and the school be obligated to report on the student's re-entry or delayed re-entry.

According to majority of the teachers, sex education should be treated as an emerging issue and incorporated in the syllabus / curriculum. The topic of pregnancy and re-entry should be talked about openly but in conjunction with other topics under sex education. As the proverb goes “prevention is better than cure.” We should aim at preventing early pregnancies and delaying the onset of sexual activity until the students are much older, mature and out of school. The teachers also felt that the parents needed to step up and play their role as the first guardian and teacher to their children. This was supported by the parents of the adolescent mothers who said that parents should be open and teach their children conclusively about sex.

According to the students and teachers the babies’ fathers should be held responsible for the pregnancies and made to contribute to their baby’s upkeep. If more fathers were held responsible for their offspring, it would help reduce unplanned pregnancies and would also help take a load off the adolescent mother and her parents. The Government urgently needed to crack down on the rogue teachers who were having amorous relationships with their students.

CHAPTER FIVE

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

5.1 Introduction

This chapter provides a summary of the key findings of the research on the implementation of the re-entry policy. The researcher makes conclusions and recommendations based on the findings of the research.

5.2 Summary of the Research

The purpose of this study was to assess the factors that influence the implementation of the re-entry policy in secondary schools. Once the factors were addressed implementation of the re-entry policy would then be improved to help adolescent mothers continue with their education. The research was guided by the following objectives: investigate the level of awareness in secondary schools of the re-entry policy; identify the gaps in the re-entry policy; identify the factors that influence the effective implementation of the re-entry policy and suggest ways in which the re-entry policy can be improved to ensure successful implementation.

The research included the CDE, 4 AEOs, 8 head teachers, 18 teachers, 188 students, 4 adolescent mothers and 2 parents. The researcher used questionnaires and interview guides to gather the information

5.3 Summary of Research Findings

This section presents a summary of the research findings. The summary is presented following the objectives of the research.

5.3.1 Level of awareness of the re-entry policy in schools.

The CDE, AEOs, and head teachers were all aware of the policy. About half of the students said they had heard of the policy but a number of them could not correctly say what it was about or what it provided for. The other half of the students said they had not heard of it. Majority of the students and teachers, all adolescent mothers and their parents said they heard of the policy from radio and television and friends. A significant majority of the head teachers did not talk about re-entry in the schools. The head teachers believed that if they talked about re-entry openly, they would be encouraging and condoning the pre-mature sexual activity so some of them just quietly re-admitted the adolescent mothers.

5.3.2 Identifying the policy gaps in the re-entry policy.

An analysis of the policy revealed that there were no objectives or goals, or the implementation strategies stated. There were also no procedures or guidelines outlined which left implementation of the policy at the discretion and will of the head teachers. As revealed in the research every head teacher had a different approach to the way they handled the issue of pregnancy, dropout and readmission of the adolescent mother.

There were no financial or budgetary allocations to help implement the policy or to facilitate re-entry. This meant that there was no money available for implementation, follow up, awareness campaigns or monitoring and evaluation. The guidance and counselling departments were greatly understaffed. The few guidance and counseling teachers in the schools already had a full teaching load and were therefore spread thin. In addition, the policy did not provide any legal avenue for redress in case a girl was denied re-entry.

No monitoring or evaluation of the policy had been done. No one actually went out to establish if the head teachers actually implemented the re-entry policy. The AEOs did not check to see that the re-entry policy was being implemented despite the fact that they were required to follow up on school dropout cases during assessments or school visits. There were also no records kept in schools of those who specifically dropped out due to pregnancy and yet the head teachers were required to prepare monthly reports on the same.

5.3.3 Factors that influence implementation of the re-entry policy.

Shame and stigma was the leading reason why adolescent mothers did not go back to school. In some cases members of the school community and the public had negative attitudes towards the girls which stigmatized them and made them feel unaccepted. On the other hand the girls might have felt too guilty and / or ashamed to go back to school. According to the teachers a low self esteem or fear of their

peers may make the girls shy away or be unwilling to return to school, especially to the same school.

The second issue was a lack of support from parents. Some parents felt betrayed and their dreams were shattered, this discouraged them from taking their daughters back to school. Other parents may not have really valued their daughter's education and may use this as an excuse. Some parents simply refused to take the girl back to school, pay her fees or take care of the baby, which meant the girl did not have someone to take care of the baby as she went to school.

On the other hand the girl and her parents may have been willing for her to go back but they lacked the finances to do so. Usually the parents had to fend for the girl, her baby and other siblings and some simply were unable to send the girls back to school. They also may not have been able to get someone to stay home with the baby.

Another reason could be a lack of the necessary information. The adolescent mother and her parents may have been ignorant of the policy's existence; they did not know that they could take their daughters back to school or how to go about it. As already established the head teachers did not go out of the way to inform the girls or their parents about re-entry. The girl and her parents may have also lacked support from the school.

Resistance and negative attitudes of the school's stakeholders were other factors that interfered with the implementation. The head teachers may have been discouraged by the rest of the school community from readmitting the girls as they were believed to be bad characters. Some male students were not comfortable around the adolescent mothers and the community around heaped accusations on the administration and the teachers. This de-motivated potential clients / parents and ended up ruining the school's reputation.

Another reason could be the unsupportive school principals, especially those in "big" schools who were unwilling or reluctant to accept the girls. Some head teachers were only concerned about the mean grade and felt that readmitting the girls would lower it. Other head teachers thought that the girls were a bad example for the rest of the students. Due to these and other reasons the head teachers unwilling to accept the girls and therefore discouraged them from returning to their schools.

5.3.4 Ways to improve re-entry to ensure successful implementation.

To ensure successful implementation, re-entry would be improved by making the disseminating the policy since many people don't know about. We should create awareness or sensitize the students, parents, teachers and society at large through the media, seminars and workshops about the importance of re-entry and the existence of the policy. We could also create awareness by using public *barazaas* and other public forums and meetings eg churches. There is need to especially

sensitize the parents on the importance of re-entry because its' success really depends on their willingness and support.

Another way of improving re-entry is by providing schools with clear policy guidelines on the implementation. The government should come out clearly on the re-entry policy and ensure there are no conditions or bottlenecks for re-admission so the girls can get back to school after delivery. The policy should have objectives, goals and implementation and evaluation strategies clearly stipulated. We should not only come up with the policy but we should ensure that it is properly implemented and evaluated to ensure compliance. Re-entry could also be improved by treating it as an emerging issue and incorporating it in the syllabus / curriculum.

Since the Guidance and Counseling departments in the school play a key role in dropout and re-entry they should be strengthened and expanded. Adolescent mothers need a lot of support, and encouragement so they should be counseled, to help them cope with their new status and to handle stigma, shame and rejection. The parents should be counseled to handle the changes and to support their daughters. The rest of the school community should be counseled and sensitized on how to treat the adolescent mothers positively; this can help them change their attitudes towards the girls.

Finally, proper records on all drop outs should be kept by the schools and at the County Education office. All students should be required to apply for "leave of absence" from their schools and to inform the AEO's office before they leave the school. The school and AEOs should then follow up on the girls who drop out to check on their progress and ensure that they go back to school or facilitate them to transfer to other schools.

5.4 Conclusions

This research has come to the following conclusions. In order to achieve the purpose of this study the researcher was guided by the following objectives:

Based on the findings that half the students had not heard about the re-entry policy and that the head teachers did not talk about re-entry in the schools it is logical to conclude that there are adolescent mothers who have failed to go back to school because of ignorance. As the head teachers knowingly refuse to create awareness on the re-entry policy, there is a strong and urgent need to change strategy and instead launch nationwide awareness campaigns. This way the information can reach as many people as possible. This can be done through word of mouth; electronic and print media which were the main way through which respondents heard about the policy.

Secondly, the research concluded that the re-entry policy was going to be difficult to implement and monitor from the very beginning. This is based on the findings that the policy objectives were not clearly stated; there were no guidelines and procedures nor implementation strategies. The available financial or human resource is inadequate and not specific to the implementation of the policy. The policy did not provide any legal redress nor were there any resources directed towards its implementation, monitoring and evaluation. As seen in the study since there were no outlined procedures the head teachers handled pregnancy, drop-out and re-entry on a case by case basis. The procedures varied from one head teacher to another and which meant that re-entry was at the head teacher's discretion

Based on the findings that the lack of support from parents' and / or lacking someone to take care of their baby prevented the girl from going back to school, this research concludes that parents are the key to re-entry. It is they who 'make or break' the policy. Whether or not they have the means, they are the ones who determine if or not the girl will return to school or not. They are the key stakeholders in re-entry and they should therefore be sensitised on the policy and practise of re-entry.

The fourth conclusion is that the institutional environment is important in ensuring re-entry. The rights of the adolescent mothers are better in a different/ alternative school when they return to school. This is based on the findings that shame, stigma

and fear which were the leading reason why adolescent mothers did not go back to school. Findings also reveal that the girls face negative attitude and stigmatization by the teachers and fellow students if they know or find out about the child. In most cases members of the school community did not know about the pregnancy so treated the girls the way they would treat a new student. Their attitude towards the adolescent mothers was generally positive.

The findings reveal how crucial counselling is for the parties concerned. The guidance and counseling teachers play a major role in preventing school dropouts and in facilitating re-entry. Therefore this study concludes that in order to ensure successful implementation of the re-entry policy there is need to strengthen and expand the guidance and counseling departments in schools. There is also need to follow up and provide guidance and counseling for all parties concerned especially the adolescent mother and her parents.

Considering the circumstances, factors and challenges facing re-entry in the County a lot more, needs to be done so that, *“having a child does not automatically mean the end of one's education and dreams”* as one adolescent mother put it. The onus is on the MOE; the schools and school communities; the adolescent mothers and their parents to do all they can to resolve and reverse drop out trends and ensure re-entry into the schools not only in this County but in the entire nation as well (CSA 2008, Wekesa, 2010).

5.5 Recommendations

In the light of the findings and conclusions above the following recommendations were made that:

- i. The government needs to create awareness on the existence of the re- entry policy at a national level. The public at large needs to be sensitized on the issues of re-entry. This could be done through nationwide campaigns using the print and electronic media, chief's *barazaa*, seminars, parent /teacher conferences and all other public gatherings. The head teachers should also speak out on pregnancy and re- entry and facilitate such discourse in schools.
- ii. The government should strengthen and expand guidance and counseling departments in schools. Their teaching load and duties should be reduced and one or two teachers per school should be appointed solely to offer guidance and counseling. Schools should offer guidance and counseling services to all parties concerned. including the girl, her parents, the baby's father, the entire school community where possible.
- iii. The Government can set up alternative schools or centres that would help cater for the girls and their babies. The vocational schools could also be used to help them get their school certificates. The adolescent mothers may

also be better served if they are admitted in different schools from the ones they were in.

- iv. Schools should keep current records of the drop outs and re-entry need to be kept and all those who drop out should be followed up. The school should follow up any girl who drops out of the school especially. They should keep an eye on the situation especially in the case of pregnancy and encourage the adolescent mother to go back to school once the baby is old enough to be left behind.
- v. Parents, schools and the communities need to address the bigger issue of teenage sex. This behaviour not only leads to pregnancy but exposes them to other serious physical, emotional and physiological problems and diseases. Introducing sex education in schools would be a good place to begin.

5.5.1 Policy Recommendations

- i. Policy makers need to come up with a clear and straight forward re-entry policy, giving the guidelines and procedures of dropout and reentry. The objectives, purpose, implementation strategies, monitoring and evaluation strategies should be clearly stated and well established.

- ii. The government should provide the stated financial, legal and human resources required to ensure successful implementation. Finances should also be provided to implement and evaluate the policy and to fund the girls willing to return to school.
- iii. The government should ensure regular and systematic monitoring and evaluation of the policy to assess impact. The policy should also be enforced and legal action taken where necessary.

5.4.2 Areas of Further Research

- i. Some schools had really helped the girls it would be good to document such activity and present the best practices in the schools.
- ii. Investigate further the issue of stigma and counseling.
- iii. Carry out a tracer study on the adolescent mothers who managed to go back to school and complete their education.
- iv. Establish if talking about re-entry would actually increase sexual activity amongst the students.
- v. Carry out a nationwide survey to help capture the true picture of adolescent mothers and re-entry in the Country.

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APPENDICES

Appendix A:

Student's Re-Entry Questionnaire

Dear student,

You are invited to participate in this research that seeks to assess the factors influencing the implementation of the re-entry policy. The information will be used purely for the purpose of the study. Please fill in this questionnaire and feel free to express yourself as honestly as possible. **All information will be treated as strictly confidential.**

Thank you for your co-operation.

Please tick the appropriate number or fill in the appropriate information where necessary.

Section A: Personal Data

1. Gender Female [] Male []
2. Form 1 [] 2 [] 3 [] 4 []
3. Age

Section B: The Re-entry Policy

4. How many girls do you know who have gotten pregnant while in secondary school?
 None [] 1-5 [] 6-10 [] 11 and above []
5. How many girls do you know who have dropped out of secondary school due to pregnancy?
 None [] 1-5 [] 6-10 [] 11 and above []
6. Of those who dropped out how many have been able to go back to school after delivery?
 None [] 1-5 [] 6-10 [] 11 and above []
7. Have you heard of the re-entry policy that allows adolescent mothers to go back to school after delivery? Yes [] No []

8. If yes, how did you come to know about it?

- i) Friends [] ii) Parents [] iii) Newspaper / magazine []
 iv) Teachers [] v) Radio/TV [] vi) Other [] specify

9. What does the re-entry policy provide for?

10. Do you think adolescent / teenage mothers should be allowed to go back to school after delivery?

- Yes [] No []

11. Please explain your answer to question 10 above

12. How would you rate the attitude of the following people towards adolescent mothers and re-admission to school?

		Very approving	Approving	Neutral	Disapproving	Very disapproving
1.	Fellow students					
2.	Parents					
3.	Teachers					
4.	Head teachers					

13. What do you think are the reasons why those who dropped out have not gone back to school?

14. In your opinion what can be done to help adolescent mothers go back to school? (Tick those that apply)

- | | | | |
|---------------------------|--------------------------|-----------------------|--------------------------|
| Scholarship | <input type="checkbox"/> | Counseling | <input type="checkbox"/> |
| Bursary | <input type="checkbox"/> | Follow-up | <input type="checkbox"/> |
| Day scholars | <input type="checkbox"/> | Mentoring | <input type="checkbox"/> |
| Special schools | <input type="checkbox"/> | Fee exemption | <input type="checkbox"/> |
| Childcare | <input type="checkbox"/> | Rehabilitation | <input type="checkbox"/> |
| Mothers quarters | <input type="checkbox"/> | None | <input type="checkbox"/> |
| Enforcement of the policy | <input type="checkbox"/> | Other (specify) | |

15. How can re-entry be improved?

.....

.....

.....

Thank You

Appendix B:**Teacher's Re-Entry Policy Questionnaire**

Dear Teacher,

You are invited to participate in this research that seeks to assess the factors influencing the implementation of the re-entry policy. The outcome will be used purely for the purpose of the study. Please fill in this questionnaire and feel free to express yourself as honestly as possible. **All information will be treated as strictly confidential.**

Thank you for your co-operation.

Please tick the appropriate number or fill in the appropriate information where necessary.

Section A: Personal Data

1. Gender Female [] Male []
2. How many years have you taught?
3. Age: 25-30 [] 30-35 [] 35-40 [] 40-45 [] 45 and above []
4. Academic Background (Level of training)

Diploma	[<input type="checkbox"/>]
Bachelors Degree	[<input type="checkbox"/>]
Post graduate Diploma	[<input type="checkbox"/>]
Masters	[<input type="checkbox"/>]
Other (specify)	

Section B: The Re-entry Policy

5. How many girls do you know who have gotten pregnant while in secondary school?

None [<input type="checkbox"/>]	1-5 [<input type="checkbox"/>]	6-15 [<input type="checkbox"/>]	16-25 [<input type="checkbox"/>]	26 and above [<input type="checkbox"/>]
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6. How many girls do you know have dropped out of secondary school due to pregnancy?

None [<input type="checkbox"/>]	1-5 [<input type="checkbox"/>]	6-10 [<input type="checkbox"/>]	11 and above [<input type="checkbox"/>]
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7. Of those who dropped out, how many have been able to go back to school after delivery?

None [<input type="checkbox"/>]	1-5 [<input type="checkbox"/>]	6-10 [<input type="checkbox"/>]	11 -20 [<input type="checkbox"/>]	21 and above [<input type="checkbox"/>]
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Don't know that they can go back Community influence
Other (specify) _____

15. What can be done to ensure smooth readmission of adolescent mothers back to school?

16. What do you think has hindered the implementation of the re-entry policy?

17. In your opinion how can the re-entry policy be improved?

Thank You

Appendix C:**Re-entry policy AEO's questionnaire**

Dear AEO,

You are invited to participate in this research that seeks to assess the factors influencing the implementation of the re-entry policy. The outcome will be used purely for the purpose of the study. Please fill in this questionnaire and feel free to express yourself as honestly as possible. **All information will be treated as strictly confidential.**

Thank you for your co-operation.

Please tick the appropriate number or fill in the appropriate information where necessary.

Section A: Personal Data

1. Gender Female [] Male []

2. How many years have you worked in the Ministry of Education?
.....

3. Age: 25-30 [] 30-35 [] 35-40 [] 40-45 [] 45 and above []

4. Academic Background (Level of training)

Diploma	[<input type="checkbox"/>]
Bachelors Degree	[<input type="checkbox"/>]
Post graduate Diploma	[<input type="checkbox"/>]
Masters	[<input type="checkbox"/>]
Other (specify)	

5. How many secondary schools do you have in your division?
.....

Section B: The Re-entry Policy

6. How many girls in this division have dropped out of school due to pregnancy in the last five years (2005- 2009)?

None [<input type="checkbox"/>]	1-5 [<input type="checkbox"/>]	6-15 [<input type="checkbox"/>]	16-25 [<input type="checkbox"/>]	26 and above [<input type="checkbox"/>]
-----------------------------------	----------------------------------	-----------------------------------	------------------------------------	---

7. How many adolescent mothers have returned to their previous school in the last five years (2005 -2009)?

None [<input type="checkbox"/>]	1-5 [<input type="checkbox"/>]	6-10 [<input type="checkbox"/>]	11 and above [<input type="checkbox"/>]
-----------------------------------	----------------------------------	-----------------------------------	---

8. How many adolescent mothers have re-entered into other schools in the last five years (2005 -2009)?

None [] 1-5 [] 6-10 [] 11 -20 [] 21 and above []

9. What is the usual procedure followed in your division when a girl is discovered to be pregnant?

10. How do you create awareness of the existence of the re-entry policy?

11. What resources have been availed to you to assist in the implementation of the re-entry guidelines?

12. How do you ensure the implementation of the re-entry policy in the secondary schools

13. In your opinion what are the challenges facing the implementation the re-entry policy?

14. In what ways can the re-entry policy be improved to ensure successful implementation?

15. What is being done to curb teenage pregnancies and the subsequent dropout in schools in this division?

Appendix D:**Re-entry policy head teacher's interview guide**

1. For how many years have you worked as a Head teacher/ Principal?
2. Have you heard of the re-entry policy?
3. How did you hear about it?
4. In a nutshell, what does the re-entry policy provide for?
5. What is the procedure followed in your school during dropout and re-admission of an adolescent mother?
6. In your opinion should adolescent mothers be allowed back to their previous school? Please explain your answer.
7. From your experience, how do the adolescent mothers who are re-admitted fare in their academic and social life at school?
8. How does the school assist the adolescent mothers to settle down and cope with their academic and social status?
9. What are you doing to prevent the girls don't get pregnant again?
10. How would you rate the attitude of the following people on adolescent mothers being re-admitted to school?

		Very approving	Approving	Neutral	Disapproving	Very disapproving
1.	Students					
2.	Parents in the school					
3.	Teachers					
4.	Other Head teachers					

11. How does the school community treat the adolescent mothers who have being readmitted to school?
12. What is the school's BOM and PTA stand on pregnancy and re-entry of the adolescent mothers?

13. Are there any re-entry orientation programmes in the school and in the classroom?
14. How do you create awareness of the existence of the policy in the school?
15. What resources (financial, personnel, legal and structural) have been availed to you to assist in the implementation of the re-entry guidelines?
16. What are the challenges that you face during the implementation the re-entry policy?
17. In what ways can the re-entry policy be improved to ensure successful implementation?
18. In your opinion, what should be done to curb teenage pregnancies and the subsequent dropout in schools?
19. How many girls in this school do you know who have:
 - a) Dropped out due to pregnancy in the last five years (2005 -2009)
 - b) Returned to your school in the last five years (2005 -2009)
 - c) Re-entered from other schools in the last five years (2005 -2009)
 - d) Successfully completed their secondary school education in the last five years (2005 -2009)

Appendix E:**Re-entry policy CDE's interview guide**

1. What are the trends of teenage pregnancy incidences in this County?
2. How many secondary school girls in the County have:
 - a. Dropped out of school due to pregnancy in the last five years
 - b. Returned to school after delivery in the last five years
3. Are you familiar with the re-entry policy and the re-entry guidelines?
4. Given the fact that there are no implementation strategies or officially approved re-entry guidelines how do you ensure implementation of the re-entry policy in schools?
5. Do you at any time specifically check to see that the re-entry policy is being implemented and that up to date records are being kept?
6. How do you create awareness of the existence of the re-entry policy?
7. What human, financial, legal and structural resources are available to assist in the implementation of the re-entry policy?
8. Do you receive complaints from parents, students or teachers on the implementation of re-entry policy?
9. If yes, how frequent are the complaints?
10. How do you resolve such issues or complaints?
11. How do you address a case where a girl is willing to go back to school but for one reason or another is unable to?
12. What are the challenges of implementing the re-entry policy in this County?
13. In what ways can the re-entry policy be improved to ensure successful implementation?
14. What is being done to curb teenage pregnancies and the subsequent dropout in schools in this County?

Appendix F:**Re-entry Policy Adolescent Mothers Interview guide**

1. What is your age? _____ Form _____
2. How many children do you have? _____ Their ages _____
3. How old were you when you got your first child?
4. What class / form were you in?
5. Before you got pregnant, what had been your future aspirations in terms of education and career?
6. How did you feel and react when you discovered you were pregnant?
7. What happened after you discovered you were pregnant?
8. When did you go back to school?
9. Did you go back to the same school or to a different school?
10. Have you heard of the re-entry policy?
11. If yes, how did you hear about it?
12. How did you manage to go back to school?
13. Why did you go back to school?
14. How has your social and educational life changed since the pregnancy?
15. How do you cope with being both a mother and a student at the same time?
16. Who takes care of your child while you are away?
17. What could be hindering other girls from returning to school after delivery?
18. How can other adolescent mothers be assisted to go back to school after delivery?
19. What were the reactions of the following people to the pregnancy and to you returning to school:

Father of the child	The school administration
Fellow students	Teachers
Parents and other family members	Society in general Friends

Appendix G:

Re-entry Policy Parents Interview guide

1. What is your age? _____
2. What is your education level?
3. How many children do you have? _____
4. Before you daughter got pregnant, what had been your future aspirations for her in terms of education and career? Has that changed since?
5. How did you feel and react when you discovered that your daughter was pregnant?
6. What happened after you discovered you were pregnant?
7. How has your family life generally changed since the pregnancy?
8. How did you come to know about the re-entry policy for adolescent mothers?
9. How did you manage to get your daughter back to school?
10. Why did you allow her to go back to school?
11. What are you doing to help your daughter cope with being a mother and a student at the same time?
12. What were the reactions of the following people to the pregnancy and to your daughter returning to school:


Immediate family members	Extended family members
The school administration,	Neighbors
Your friends	The community
13. In your opinion what could be hindering other girls from returning to school after delivery?
14. How can other adolescent mothers be assisted to go back to school after delivery?
15. In your opinion, what should be done to curb teenage pregnancies and the subsequent dropout in schools?

**Appendix H:
The Permit**

PAGE 2 PAGE 3

THIS IS TO CERTIFY THAT:
Prof./Dr./Mr./Mrs./Miss. JANE
WANGUI MWENJE
of (Address) DAYSTAR UNIVERSITY
PO BOX 44400 NAIROBI
has been permitted to conduct research in
MOLO NJORO **Location,**
NAKURU NORTH & NAKURU **District,**
RIFT VALLEY **Province,**
on the topic IMPLEMENTATION OF THE
RE-ENTRY POLICY FOR ADOLSCENT
METHODS INTO SECONDARY
SCHOOLS; **RESEARCH IN NAKURU**
for a period ending 30TH JUNE 2010

Research Permit No. NCST/5/002/R/837
Date of issue 10.09.2009
Fee received SHS 5000



Jane Wangui Mwenje
**Applicant's
Signature**

D. Mwangi
**Secretary
National Council for
Science and Technology**

Appendix I:**Letter of Introduction to Schools**

Telegrams: "LEARNING"
Telephone: 2216529/2216563
When replying please quote



DISTRICT EDUCATION OFFICE
NAKURU DISTRICT
P.O. BOX 1028
NAKURU

REF: NKU/ED/ 156/VOL II/20

24th September, 2009

**To All:-
PRINCIPALS,
SECONDARY SCHOOLS,
NAKURU DISTRICT.**

RE: RESEARCH AUTHORIZATION – JANE WANGUI MWENJE

This is to inform you that the officer named under reference has permission to visit your learning Institution to carry out a **research on Implementation of the Re-Entry for Adolescent Mothers into Secondary schools** amongst Students.

This is further to inform you that she has authority from the Secretary National Council for Science and Technology. Vide a letter dated 10th September, 2009 ref: No NCST/5/002/R/837/5.

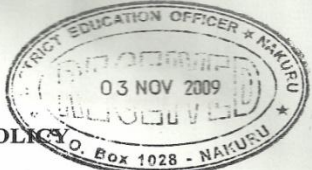
Kindly give her the assistance she needs.

E.N. KHAEMBA
DISTRICT EDUCATION OFFICER
NAKURU

CC
The Provincial Director of Education,
Rift Valley
P.O. Bo 259,
NAKURU.

Appendix J:

Sample of CEO's Questionnaire to Schools



NAKURU DISTRICT

QUESTIONNAIRE ON RETURN TO SCHOOL POLICY

Please, answer all the questions correctly.

- 1) What are the trends of teenage pregnancy incidences in your school?
 High

- 2) How many girls in your school have:
 - (a) Dropped out of school due to pregnancy in the last five years (2004 – 2009)
 12 (Twelve)

 - (b) Returned to school after delivery in the last five years (2004 - 2009)
 4 (four)

- 3) Are you familiar with the re-entry policy and the re-entry guidelines?
 Yes - But they are not official - They are silent

- 4) Given the fact that there are no implementation strategies or officially approved re-entry guidelines, how do you ensure implementation of the re-entry policy in your school?
 I call the student and parent and advise that the student ^{goes} home and after delivery & the student is strong, both the parent & student should come so that we talk about re-entry either in same school or elsewhere with my assistance

- 5) What human, financial, legal and structural resources are available to assist in the implementation of the re-entry policy?

Nil

- 6) How do you address a case where a girl is willing to go back to school but for one reason or another is unable to?

- I source for financial assistance if money is the problem
- I invite parent for counselling if the parent is the problem.

- 7) What are the challenges of implementing the re-entry policy in your school?

- Other students don't see anything bad to get pregnant
- Girls who get pregnant feel ashamed to go back to school - They feel they are mothers
- Many parents give up once the girl is pregnant
- Age - Some girls feel they are too old to go back to school
- Taking care of the baby is another challenge.

- 8) In what ways can re-entry policy be improved to ensure successful implementation?

- Let the girls choose themselves whether to go back to school or not.
- Sensitize parent
- Policy should be made public. Many don't know

- 9) What is being done to curb teenage pregnancies and the subsequent dropout?

Nothing for one, girls are counselled but there is too much peer pressure and sex-related movies on tv, pornographic materials on the streets. Drugs & drug substance is another very big contributing factor ~~and~~ parents not playing their role.

Appendix K:
Work Plan

Month/ Activity	June 2009	July 2009	Aug 2009	Sept 2009	Oct 2009	Nov 2009	Dec 2009	Jan 2010	Feb 2010	Mar 2010
Proposal Writing										
Develop and sharpen research tools interview (guide, questionnaire)										
Pre-testing questionnaires										
Data Collection										
Data entry and analysis										
Thesis writing										
Final write up										

Appendix L :**Budget**

Specific Activity	Estimated cost (Kshs)
Proposal Writing	10,000
Develop and sharpen research tools (survey questionnaire, interview guide, checklist for FGD)	
Pre-testing questionnaires	2,000
Data Collection (15 days)	20,000
Data entry and analysis	5,000
Thesis writing	5,000
Seminar Presentation	5,000
Final write up	5,000
Transport	10,000
Communication	10,000
Stationery	10,000
Contingency	4,000
TOTAL	86,000