

**CONSTRAINTS IN THE IMPLEMENTATION OF
GOVERNMENT POLICIES IN PUBLIC BOARDING
SECONDARY SCHOOLS IN MURANG'A DISTRICT.**

BY

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KENYATTA UNIVERSITY.**

AUGUST 2005

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DECLARATION

This project report is my original work and has not been presented for any of the study programmes in any other university.



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This project report has been submitted with my approval as the university supervisor.



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Dedication

This project report is dedicated to my dear wife Lucy and my two sons Kim and Michael for their encouragement and support in this study and other endeavours in life.

Acknowledgement

I wish to express my gratitude to my supervisor Dr. Orodho John Aluko who has patiently guided me through this study. His continued encouragement and commitment gave me the courage to move on.

My thanks also go to my colleagues for their positive criticism and encouragement. Special thanks go to Mr. Kanyeki and my niece, Mercy for the many hours they spent typing and editing the project report. I am grateful to my principal Mr. Kiwara for his support.

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I am also grateful to all the B.O.G members, principals, and teachers involved in the study. Similarly I appreciate the data and support from the D.E.O's office Murang'a District.

Above all I am grateful to God for giving me the courage and conviction to continue and finally present the project report successfully.

ABSTRACT

At independence and the period preceding independence Public Boarding Secondary Schools were preferred and viewed as ideal for quality education. However, in the 1970s, the government started shifting responsibility of schools expansion and maintenance to parents and local communities. The schools found themselves unable to maintain some facilities which had been in use with government grants. Recent government policies, for example fees guidelines and health and safety standards in educational institutions and procurement procedures have been difficult to implement. FPE also required that secondary schools admit more students.

The purpose of the study was to investigate the constraints facing the implementation of government policies in public boarding secondary schools in Murang'a District. The specific objectives of the study was to identify the major constraints facing the implementation of government policies in Public Boarding Secondary Schools and come up with mechanisms on how to revitalise the management of Public Boarding Secondary Schools.

The descriptive survey design was used in the study. The study targeted forty-six Public Boarding Secondary Schools in Murang'a District. The purposive sampling technique was used to select the study sample. Eleven out of the 46 schools were selected using the criteria and type of school and status i.e. boys -boarding, Girls -boarding, Mixed- boarding and mixed boarding and day respectively. This yielded three Girls-boarding, two boys- boarding, two mixed- boarding and four mixed- day and boarding schools. The simple random technique was used to select the schools in each category.

The respondents were purposively selected. The said group were assumed to be involved in implementation of the government policies.

The DEO, Head teachers, BOG members, Head of departments-counselling, boarding and discipline were respondents. There were a total of 89 respondents.

The DEO's interview schedule, the head teachers' interview schedule, teachers questionnaires, Focus Group Discussion schedule for BOG members, as well as observation schedule were used as instruments of data collection. The instruments were piloted in two schools not included in the study sample. The test re-test technique was used to estimate the degree of reliability and validity of the instruments of data collection. The reliability of measurement concerns the degree to which a particular measuring instrument give similar results over a number of repeated trials. Validity refers to the degree to which the empirical measure or several measures of the concept accurately measure the concept. The researcher personally collected data from the field. The data was analysed by use of basic descriptive statistics using frequencies, percentiles, median, means and modes presented using tables, charts and graphs.

The study established that public boarding secondary schools are faced with certain constraints in the implementation of government policies. The major constraints are related to financial problems and insufficient facilities. Based on the findings, there is need for the government to carry out policy analysis before the enforcement of a policy, subsidise the boarding section, induct all school managers and motivate them.

The findings of the study were to assist policy makers in the M.O.E.S&T. and educational managers to develop appropriate strategies to tackle the constraints.

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ABBREVIATIONS AND ACRONYMS

ASAL:	Arid and semi arid lands
CAP:	Chapter
DEB:	District education board
DEO:	District education officer
DNA:	Daily nation
EFA:	Education for all
FGD:	Focus Group Discussion
FPE:	Free primary education
GDP:	Gross domestic product
GER:	Gross enrolment rate
JKF:	Jomo Kenyatta foundation
KANU:	Kenya African national union
KCPE:	Kenya certificate of primary education.
KCSE:	Kenya certificate of secondary education.
LDCs:	Least developed countries.
MOEST:	Ministry of education science and technology.
MOH:	Ministry of health
NO.:	Number
OP:	Office of the president
PE:	Personal emoluments
REF:	Reference
TOR:	Terms of reference
USSR:	Union of Soviet Socialist Republics

CHAPTER ONE

1.0 INTRODUCTION

1.1 BACKGROUND TO THE PROBLEM

The problem of access and retention has been major issues in the world. Countries have sort ways to deal with the issues. Following the 1948 universal declaration on human rights (U.P.E) was highlighted. UNESCO organised a series of international meetings – Karachi 1960, Addis Ababa 1961, Santiago 1962 and Tripoli – 1966. Delegates at these meetings declared their intention to achieve U.P.E as soon as possible. During the 1990s many countries including LDCs started devoting over 20% of the government budget to education alone.

In Kenya the vision of U.P.E has been elusive for years. However, with FPE in place, most school going children are in primary school.

However, the vision of U.P.E in Kenya would be an anti climax if the primary school graduates are not accommodated in secondary schools. It would be worthwhile if the students are also accommodated in secondary schools of their choice, that is either boarding or day schools.

At independence in 1963, Kenya inherited an education system from the colonial government whose objectives were not consonant with the aspirations of the newly independent country. The education sector was faced with the problem of inadequate infrastructure, equipment and instructional materials. The number of institutions available could not meet the needs of eligible school age population.

In response to these challenges, the government appointed the Kenya education commission of 1964- the Ominde commission that emphasized secondary and higher education. This galvanised community action through the harambee spirit resulting in the establishment of more educational institutions and the expansion of learning facilities.

The Gachathi committee (1976) recommended support to community secondary schools. However, the presidential working party on education and manpower training for the next decade and beyond (kamunge report) – 1988 emphasized the need for cost sharing between the government, parents and communities in the provision of education services.

In 1990, all secondary schools were categorised by the government as public schools except the private ones. Schools were to be provided with teachers, key textbooks and science equipments and grants from time to time while parents provided physical facilities. The policy initiative was

intended to enhance quality and equity in the former harambee secondary schools most of which were financially disadvantaged. However, this impacted negatively on boarding schools, which had to struggle in maintaining their facilities. Furthermore, even the equipments, books and grants promised were not forthcoming. The government later began the policy of providing teachers while parents and communities catered for other costs.

Transition rates from primary to secondary schools have therefore remained below 50%. This indicates a lot of inefficiency and wastage in the system. In 1990 for example the candidates who enrolled in standard eight were 384,500 while only 171,600 entered secondary schools. This trend is repeated throughout the period.

Table 1. 1: Primary to secondary school transition rates by sex 1990-2000

Year in Std 8	Year in Form 1	Enrolment in Std 8 (1000)			Enrolment in Form 1 (000)			% transiting to Form 1		
		Boys	Girls	Total	Boys	Girls	Boys	Boys	Girls	Total
1990	1991	210.4	174.1	384.5	95.5	76.1	171.6	45.4%	43.7%	44.6%
1991	1992	207.3	173.7	381.0	97.3	78.1	175.4	46.9%	45.0%	46.0%
1992	1993	195.0	198.8	393.8	81.5	69.6	151.1%	41.8%	35.0%	38.4%
1993	1994	210.4	185.3	395.7	90.8	78.1	168.9	43.2%	42.1%	42.7%
1994	1995	212.5	190.3	402.8	96.4	83.6	180.0	45.4%	43.9%	44.7%
1995	1996	211.6	194.0	405.6	97.4	85.9	183.3	46.0%	44.3%	45.2%
1996	1997	217.3	199.0	416.3	98.5	88.6	187.1	45.3%	44.5%	44.9%
1997	1998	224.6	209.3	433.9	102.4	92.8	195.3	45.6%	44.3%	45.0%
1998	1999	221.0	215.3	436.3	89.6	84.3	173.9	40.5%	39.1%	39.9%
1999	2000	228.6	216.6	445.2	93.6	84.8	174.4	40.9%	39.2%	40.1%

Source: MOEST, Statistics Section

One of the main reasons for low transition is the high cost at the secondary level especially occasioned by the boarding element.

Households are expected to shoulder the entire burden of the cost of schooling except teacher salaries. An analysis of the fees structure for secondary schools indicates that the boarding elements accounts for over 50% of the total cost. The ministry of education fees guidelines stipulates that day scholars pay KSh. 10,500 while boarders pay KSh. 22,900.

Table 1. 2: Secondary school fee schedule 2002

Vote head	National schools ksh.	Other schools ksh.	Day Schools ksh.	Average Cost ksh.
Tuition	3,600	3,600	3,600	3,600
Boarding (BES)	10,000	9,000	-	6,333
Repairs	1,500	800	500	933
Transported (LT & T)	1,500	1000	400	967
Electricity water and conservancy (EWC)	2,000	1,000	500	1,167
Contingencies	800	700	400	633
Medical	500	400	200	367
Activity	1000	900	900	933
Personal emoluments (P.E)	6000	3500	2,000	3,833
D.E.B (approved) development projects	2,000	2,000	2,000	2,000
TOTAL	28,900	22,900	10,500	20,767

Source: Ministerial Fee Guidelines, MOEST

The same fees schedule is still in force.

The rise of secondary schools from 151 in 1963 to 3891 in 2003 has not kept pace with the enrolment. The enrolments rose from 30,000 to

840,000 during the same period. Whereas the figures indicate much has been achieved, the GER has been declining as shown in table 1.3 below.

Table 1. 3: Secondary school gross enrolment rates by sex 1990-2000

Year	Enrolment (000)			Population aged 14-17 years (000)			Gross enrolment rate		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
1990	353.7	264.8	618.5	1,057.8	1048.9	2100.7	33.6%	25.2%	29.4%
1991	345.8	268.4	614.2	1156.0	1157.0	2313.0	29.9%	23.2%	26.6%
1992	353.4	275.7	629.1	1221.0	1221.0	2442.0	28.9%	22.6%	25.8%
1993	295.2	236.1	531.3	1288.0	286	2574	22.9%	18.4%	20.6%
1994	336.4	283.4	619.8	1356.0	1352.0	2708.0	24.8%	25.0%	22.9%
1995	341.8	290.6	632.4	1426.0	1420.0	2846.0	24.0%	20.5%	22.2%
1996	352.9	305.36	58.3	1457.0	1449.0	2906.0	24.2%	21.1%	22.7%
1997	363.9	323.6	687.5	1488.0	1478	2966.0	24.5%	21.9%	23.2%
1998	373.4	327.1	700.5	1518.0	1505.0	3023.0	24.6%	21.7%	23.2%
1999	348.1	313.7	661.8	1438.5	1434.0	2872.4	24.2%	21.9%	23.0%
2000	350.3	310.6	660.9	1487.7	1483.6	2971.3	23.5%	20.9%	22.2%

Source: MOEST

In addition there are many youths out of secondary school. From the 1999 census data, there were a total of 1,438,500 and 1,433,000 boys and girls respectively aged between 14-17 years who should have been in secondary schools in 2000. however, only 348,100 boys (24.2%) and 313,700 girls (21.9%) were enrolled.

During the period 1990 to 2000 secondary school enrolment rate declined from 29.4% to 22.2% with the worst being 20.6 recorded in 1993. Out of the total 3.3 million school going age children reported to be out of school, those eligible for secondary school level account for 62% of the total. This implies that Kenya needs to intensify efforts at this level to realise its EFA goals. The actions required are more urgent than ever in the light of the fact that this population group will soon be transiting into the country's labour force. It is imperative that this group is equipped with the requisite knowledge and skills for the place of work.

The introduction of FPE has resulted in increased primary school enrolment which calls for expansion of secondary schools to cater for the large numbers completing the primary school cycle. The cost sharing policy has constrained schooling at the secondary level. This should therefore be addressed in order to enhance transition.

According to the recent EFA survey by MOES&T it is possible to establish 3 day streams per school. However, the assumption that day schools could be a solution to low enrolments and drop outs in secondary school could be far fetched. Removing the boarding section in some schools may not solve the problem. Some students and their parents still prefer boarding schools and will struggle with constrained resources. Furthermore, there are special cases where boarding schools are

necessary e.g. in ASAL areas, schools catering for special needs for example orphans and girls rescued from early marriages.

Government policies for example fees guidelines, withdrawal of support staff salaries, Health and safety standards in educational institutions, control of development fund by DEB, Schools purchasing rules and anti-drugs abuse billboards in schools have been difficult to implement in Public Boarding Secondary Schools. FPE has put pressure on facilities especially boarding.

FPE

More students are expected to join secondary schools. The government has directed secondary schools to admit five extra students per class of forty students. Therefore a normal class should now have forty-five students. This policy will be difficult to implement in schools with several streams. A school with four streams for example is expected to admit twenty more students in form one. This number will eventually add up to eighty in four years time. Such a large number will require an extra dormitory. Given constrained resources, such an endeavour may fail.

Fees Guidelines

Fees guidelines are frequently flouted. Extra fees is paid disguised as PTA fund to top up certain vote heads whose allocation is considered

inadequate for example PE vote. Fluctuations of prices of food stuffs may also lead to flouting of the guidelines.

Health and Safety Standards in Educational Institutions

The Health and safety standards have also been flouted. The government requires especially boarding schools to put in place safety measures so that in case of an accident such as fire casualties could be minimised. By a circular, MGA/GEN/15/VOL.VI/3. All principals of secondary schools and all heads of boarding primary schools in Murang'a district were expected to implement the health and safety standards. Factors such as size of classes and dormitories were specified. Other factors included boarding sanitation, first aid and safety education. However, some of these measures have not been implemented especially due to the cost involved. Students usually complain over poor living conditions. Available resources do not match the needs of the students. The complains may lead to protests, destruction of property and sometimes loss of life. A lot of time is also wasted as students riot.

Schools Purchasing Rules

The new purchasing rules are not usually adhered to. This could be due to vested interest. Some heads of schools could also choose the less

complicated direct procurement without following the conditions of the new rules. The issue can also be complicated in situations where parents request to pay fees in kind for example foodstuffs.

Declaration of No Smoking Zones in all Schools.

The schools were directed to erect billboards that prohibit smoking in and around the schools. This was through a circular Ref No. OP 138/004 OF 17TH October 2002. However idlers and visitors around school compounds may not respect the notices. Kiosks around schools could also be sources of drugs.

Control of Development Fund by DEB.

Schools have been allowed to charge a maximum of two thousand shillings per year for development projects. The schools are also required to undertake one development project at any one given time. However schools have been charging more than the given amount. Parents are used to rubber stamp the excess amount. The control and authority of the DEB has therefore been watered down.

Withdrawal of Support Staff Salaries

The government was paying support staff for Schools until a notice in the Kenya gazette supplement No. 56 dated 3rd September 1993 (legislative

supplement No. 45) legal notice No. 262-The Education Act cap 211 withdrew the support. The government by this notice directed the board of governors of schools to take up the responsibility of paying their workers. The problem of paying workers is especially acute in boarding schools where more workers are required. The schools have to contend with PE vote, which school managers claim that it is not enough to pay the workers.

The government should not only formulate policies but they should be implemented. The policies are meant to enhance sound management practices in the schools. The policies should also help improve living standards in boarding secondary schools. The policies should therefore not be in paper but they should be implemented so that the set goals can be achieved.

1.2 STATEMENT OF THE PROBLEM

Problems affecting public boarding schools should be identified and addressed through effective and efficient government policies. Effective management should be emphasized to ensure efficiency in running the schools. However, the policies can only be of any significance if they are implemented.

The government can only achieve anticipated educational goals for its citizens through implementation or review of the policies. The implication of a policy should be considered and necessary measures put in place. For example with the recent introduction of free primary education, more students are expected to join the public secondary schools. A total of 657,000 candidates sat for KCPE in November 2004, about 70,000 more than year 2003 (Daily Nation November 9, 2004). It's therefore expected that public secondary schools including boarding schools have to admit more students. The public boarding schools will therefore be expected to provide both quantitative and qualitative education. This can only be possible if the government ensures an efficient and effective mechanism to improve the management of the schools.

Some of the boarding schools that enjoyed government subsidies and grants are struggling to maintain their facilities after the government withdrew its support. The government also left the burden of paying

workers to the schools. It has not been possible to consistently pay and review workers salaries. This is considering the fact that boarding schools needs more workers especially cooks and watchmen. A caretaker or matron is also necessary in a boarding school. The inability to pay these workers has caused tension in schools.

Students have also rioted over deteriorating living conditions in boarding schools. The worst cases of riot and arson have been reported in boarding schools. For example Kyanguli secondary school, Bombolulu girls secondary school, Nyeri high school and Lelmokwo secondary school. In these cases property and lives have been lost. The government disciplinary machinery and process has been unable to control the situation. Health and safety standards in educational institutions, which could have helped improve the living standards, have been difficult to implement. Although the government has directed that anti-drugs notice boards be erected in schools drugs abuse and general insecurity still persist in boarding schools.

Since most of the students who perform well in primary schools eventually join public boarding schools, its therefore in order to say that top students in the country are or should be in these schools. Such students should be exposed to a conducive environment that would support their intellectual social and physical development. Government

policies should be implemented to enhance positive social and academic development of the students.

Since government policies are expected to improve the management of the schools, the constraint to implementation should be identified and addressed.

The vision of the Koech commission was to make secondary education part of basic education. This can only be achieved if effective and efficient government policies are not only formulated but also implemented.

1.3 PURPOSE OF THE STUDY

The purpose of the study was to investigate the constraints in the implementation of government policies in public secondary boarding schools in Murang'a district.

1.4 OBJECTIVES OF THE STUDY

1. Identify the major constraints in the implementation of government policies related to FPE , fees guidelines, school purchasing rules, withdrawal of support staff salaries, health and safety standards, control of development fund by DEB and anti-drugs billboards in Public Boarding Secondary Schools in Murang'a district.
2. To find out the perception of school managers about government policies related to FPE , fees guidelines, school purchasing rules,

withdrawal of support staff salaries, health and safety standards, control of development fund by DEB and anti-drugs billboards in Public Boarding Secondary Schools in Murang'a district.

3. To come up with mechanisms on how to revitalise the management of Public Boarding Secondary Schools.

1.5 RESEARCH QUESTIONS

The following questions have been generated to guide the study

- I. Are principals in Public Boarding Secondary Schools inducted in implementation of government policies in the management of their institutions?
- II. What is the opinion of principals about government policies in the management of their schools?
- III. Are teachers involved in the implementation of government policies in Public Boarding Secondary Schools?
- IV. What are some of the government policies, which have been difficult to implement in public secondary boarding schools?
- V. What reasons do heads of schools give for not implementing some of the policies?

1.6 SIGNIFICANCE OF THE STUDY

- Help policy makers to understand the challenges facing the management of boarding schools.
- Help policy makers in the implementation of new policies and reviewing of the existing policies.
- Help policy makers to come up with policies relevant to boarding schools.
- Help new managers of boarding schools understand the challenges that may confront them.
- Help new and old managers of boarding schools to come up with solutions on the problems that confront them.

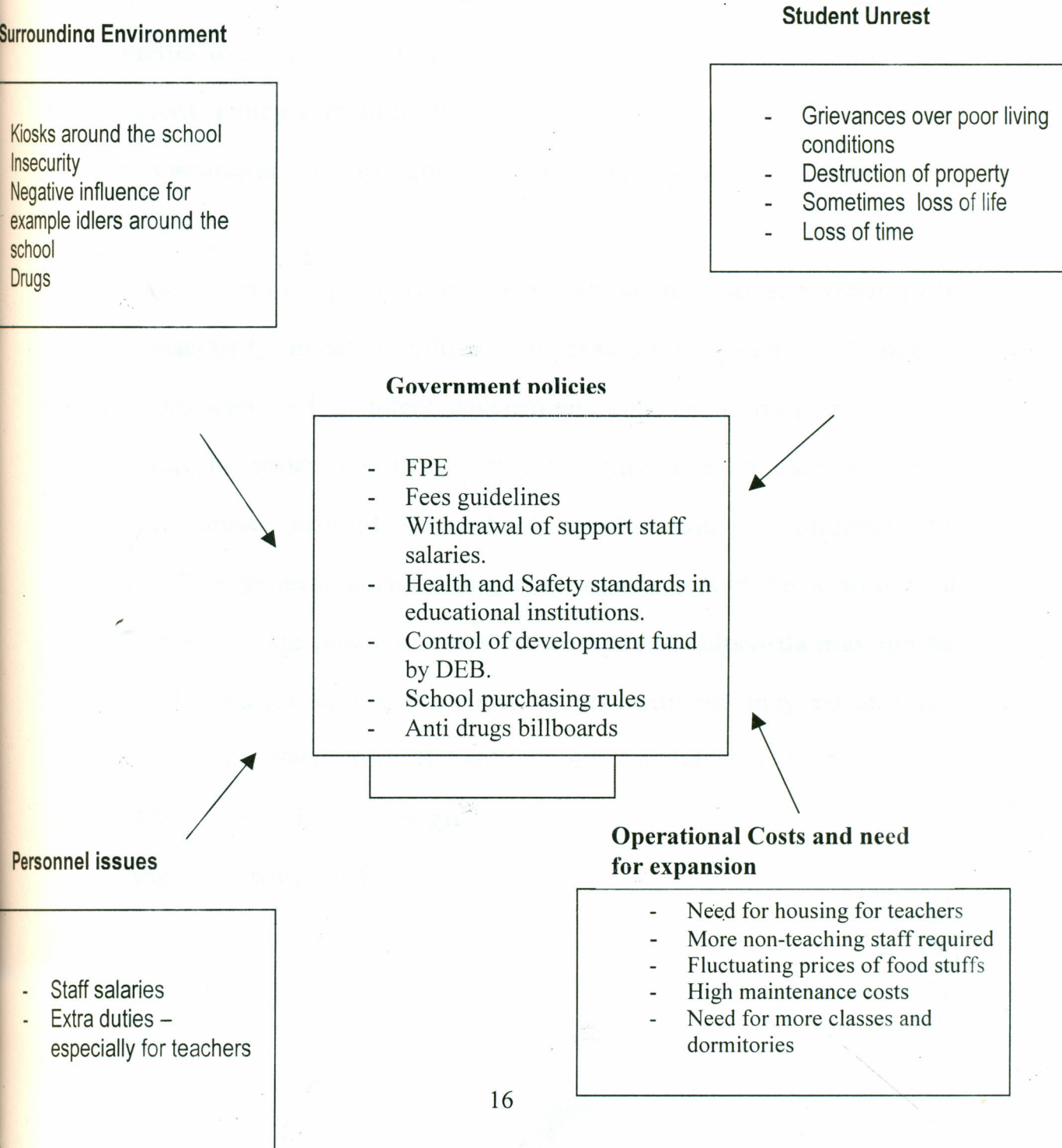
1.7 BASIC ASSUMPTIONS

- a. That the respondents contacted will freely provide the information as requested.
- b. That implementation of government policies in Public Boarding Secondary Schools has been hindered by certain factors.
- c. That implementation of the policies has not been adequately addressed.

1.8 CONCEPTUAL FRAMEWORK

The conceptual framework adopted for the study relied on the assumption that there are certain factors that make the implementation of government policies in public secondary boarding schools difficult.

The following is an illustration of the various factors that affect the implementation of government policies in public secondary boarding schools.



Government policies considered under the conceptual framework include FPE, fees guidelines, support staff salaries, health and safety standards in educational institutions, control of development fund by DEB, school purchasing rules and anti-drugs billboards in schools.

These policies were assumed to be affected by various factors that affect implementation. The factors that affect the implementation of government policies include the surrounding environment, personnel issues, operational cost and need for expansion and students' unrest.

Under the surrounding environment, issues such as kiosks around the school, insecurity, negative influence for example by idlers in school and drugs were assumed to affect government policies. Kiosks around the school may be sources of drugs. Negative influence for example idlers who may smoke around the school could negatively influence the students. The general surrounding environment could be a source of drugs. Therefore the policy to erect the anti-drugs billboards may not be effective. Insecurity in the surrounding environment may require the Public Boarding Secondary Schools to employ more watchmen. This would affect the policy of fees guidelines, as more funds will be required to pay the extra watchmen.

Under personnel issues factors such as staff salaries and extra duties especially for teachers were assumed to affect government policies. More staffs are required for Public Boarding Secondary Schools. These include personnel such as a matron, cateress and cooks. Therefore this will affect the policy of fees guidelines. The issue of staff salaries is also related to the policy of withdrawal of support staff salaries since these workers were previously paid by the government. Teachers in Public Boarding Secondary Schools are expected to perform extra duties even during late hours during the night and during weekends. Therefore housing for the teachers is mandatory in Public Boarding Secondary Schools. This will affect the policy on the development fund as more money may be needed to urgently build houses for teachers especially in new Public Boarding Secondary Schools.

Under operational cost and need for expansion issues such as housing for teachers, more non-teaching staff required, fluctuating prices of foodstuffs, high maintenance cost and need for more classes and dormitories were assumed to affect implementation of government policies. Need for housing for teachers and more non-teaching staff require more funds. These affect the policies of control of development fund by DEB and fees guidelines respectively. Fluctuating prices of foodstuffs could affect the policy of school purchasing rules as suppliers hike the prices or delay to supply forcing schools to seek other

alternatives unprocedurally. High maintenance costs and need for more classes and dormitories could affect the policy of Health and Safety Standards in educational institutions. Standards are compromised due to lack of adequate funds.

Under students' unrest issues, factors such as grievances of poor living conditions, destruction of property, sometime loss of life and loss of time are related to implementation of government policies. Students complain of poor living conditions. The conditions are worsened by inadequate funds. The policy of fees guidelines may limit the ability of the Public Boarding Secondary Schools to improve living standards. Grievances over the poor living conditions may lead to riots that may cause destruction of property sometimes loss of life and loss of time.

1.9 LIMITATIONS OF THE STUDY

- I. The study covered Murang'a district due to limitation of time and resources.
- II. The study focused on public secondary boarding schools only.
- III. Facts established were from Murang'a district and may not be representative of all similar schools in Kenya.
- IV. The study did not address all policies but only those perceived to affect Public Boarding Secondary Schools.

1.10 DELIMITATION OF THE STUDY.

The study focused on public secondary boarding schools only. It did not address all government policies but only those perceived to affect the management of Public Boarding Secondary Schools.

1.11 OPERATIONAL DEFINITION OF CENTRAL TERMS.

For the purpose of this study the following terms were used as explained below;

Harambee refers to pooling of resources together.

Harambee schools are community secondary schools.

Boarding schools are those that cater for its students as residents.

National schools mean a school whose catchment area is the whole country. Such schools are given first priority in admission of students. They therefore pick the best students.

Provincial schools have their catchment area in a given province. Such schools are given second priority in admission of students.

District schools mean schools whose catchment area is a certain district. Usually admits students after provincial schools. Most of these schools were started by local communities.

Public schools refer to any secondary school started by the government or the local community. Management of such schools is under the government and the community.

Local community is the community surrounding a certain school.

Support staff are other workers in schools apart from teachers.

Kiosk denotes a makeshift or semi permanent structure around schools which act as shops but are sometimes used by drug traffickers to sell drugs to students or even hide stolen property from schools.

Unaided schools refers to schools which did not receive any support from the government.

CHAPTER TWO

REVIEW OF RELATED LITERATURE

2.1 INTRODUCTION

This chapter examines literature related either directly or indirectly to the study. The literature review will focus on the missionaries' contribution to the development of boarding schools in Kenya. Reasons for the development of boarding schools in other parts of the world will also be discussed.

The implementation of policies in boarding schools in other parts of the world will be discussed. A general overview of the constraints in the implementation of government policies in Kenya which can be related to boarding schools will be brought to focus. Relevant information from development plans, the various commissions of enquiry and reports on education and government policies will be examined.

A summary of the literature review will then be made.

2.2 GENERAL OVERVIEW OF THE INSTITUTION OF BOARDING

SCHOOLS.

The practise of boarding schools was begun by missionary groups in Kenya.

The practise of most of these missionary groups was to create new communities of those who had been converted.(Makulu page, 8, 1971.)

The reason for this was to move them out of a heathen environment into a homogenous community of Christians. Mission stations and compounds were created; the church and the schools were also built. In most cases these schools would be boarding schools supervised by the missionary educationist or the missionary wife.

The missionaries attempt to use boarding schools to convert African children can be compared to the B.I.A policy of forced assimilation that relied heavily on boarding schools to civilise native American children by eradicating residues of tribal culture.

Through the highly controlled boarding schools, native Americans were to be pushed quickly up the civilisation ladder. In the schools, youngsters were removed from their tribal cultures. (Ornstein 1977, page 161.)

Governed by strict military discipline, they were forbidden to speak their native languages and were forced to speak English. Native American

youngsters resisted passively, accepted or accommodated to the ideology and regimen imposed by the boarding schools. Active resistance could be seen for example in the lonely children who repeatedly ran away from the schools.

Boarding schools in Russia existed before the revolution of 1917, both as private ventures attempting to follow the new schools movement whose impulse was the emulation of Abbot Sholme and Bidales, and as fashionable naval and military academics training the sons of the aristocracy and the well to do.

This elitist element was also entrenched in Kenya by giving special status to mission and other elite schools patronised by the rich. The elevation of such schools as Alliance and Lenana to national schools set them apart from the rest and were much later to remain unaffordable to the common man as the sons and daughters of the elite dominated in enrolments and subsequently formed the greater pool of university entrants.

The academies in Russia survived, shorn of course of their upper class associations and to them were added the various colonies and boarding establishments designed to rehabilitate orphaned and vagrant young people and to overcome the distance from home that put rural youth at an advantage. In 1956 the decision was taken to expand the number of

boarding schools and this expansion took place in the context of a law passed two years later to extend the period of schooling from ten to eleven. The schools were also given the task of improving the behaviour of young people and of strengthening or awakening their enthusiasm for building a communist society.

However, the boarding schools in Russia were faced with several challenges. Already in the 1960s visitors to Russian boarding schools were surprised to find that teaching staff did not live in the schools and that the number of supervisory staff on duty at night was very small.

Another impediment was that teachers gave priority to the timetable of instruction so that class teachers could arrive in the morning and depart in the afternoon at the normal times as in a day school.

Another challenge to expansion was cost.

It was four times as expensive in the USSR to provide a place for a boarder than for a day pupil. Teachers and premises had to be provided for the pupils who stayed in the school.(Fraser page 71, 1968)

The need for boarding schools gradually waned with improvements in housing conditions the alleviation of which was openly mentioned as one of the benefits to be expected from the school reforms of 1958. The

increase of prolonged day schools where children could have all meals and supervised study and recreation also reduced demand for boarding schools. Boarding schools were now looked upon as provision for students with special needs.

Passow noted that there was concern in Britain as to whether boarding institutions were suitable for all social classes. He especially noted the difficulties of poorer boys adjusting to boarding schools.

The problem of adapting an institution to its environment has been explored by Rice with regard to industrial enterprises but his model may be illuminatingly valid or partially valid for other sorts of institution in which relationships between persons and between groups are important. Rice postulates both an internal and external environment.

The internal environment of the group is made up of the interpersonal relations of its members their interventions with each other and with their overlapping images of the group. The group's external environment includes other individual groups and institutions with which a group and individual members of it make relationships.

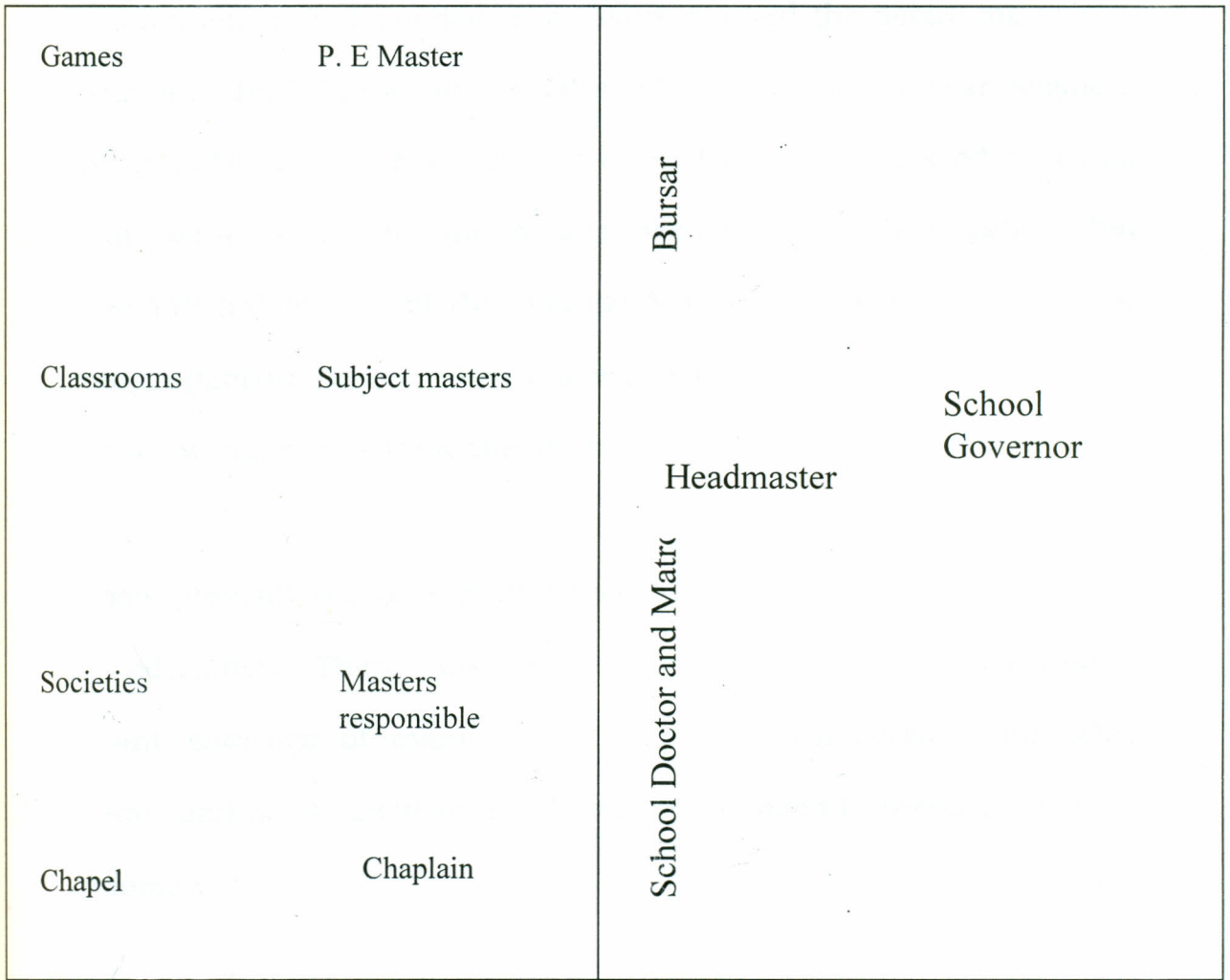
An institution is made up of individuals who are grouped informally in various ways. It has both an interpersonal and an intergroup life and its

leadership controls transactions across the boundary between the institution and the environment in which it operates.

Rice also postulates for each whole or part of an institution its own primary task – the task it must perform to survive. The definition of the task obviously sets a criterion by which the efficiency of the institutions performance may be measured. A schools performance cannot be solely evaluated on examination results. The primary task of heads of institutions should involve equipping the school and designing buildings.

Adapting Rice's model of an organisation of an enterprise to fit the operation of a boarding school we might illustrate these diagrammatically in this way.

Figure 2.1: Operations of a Boarding School



Source: Fraser, 1968 page 101

There will be other functions in some schools, in which case the number of compartments is increased compartments call for a greater number staff and consequently greater responsibility.

2.3 EMERGING CONSTRAINTS IN KENYA.

The attainment of independence in Kenya marked the beginning of new government: that of providing social services which the African segment of the population had been denied or at least not accessed in equal measure with Europeans and Asians given the racial segregation that was an integral feature of the colonial Kenya. The pressure to provide learning opportunities for Africans was so compelling that the KANU government made education one of its top priority in its first manifesto.

The new government gave prominence to higher education more than basic education. There was expected exodus of Europeans and a resultant shortage of manpower to run the civil service and other economic and social institutions. Therefore the need to prepare a greater work force.

However, at the time of the Ominde commission 1964 the cost of boarding schools was already an issue of concern. Most new secondary schools were expected to be day schools. However the boarding schools remained popular and the choice of many students and parents.

The National Committee on Educational Objectives and Policies (1976) – the Gachathi report was the second major national commission after the Ominde commission of 1964. The committee recommended the

integration of the Harambee schools into the national education system to improve the quality of education offered in these schools.

The Presidential Working Party on the Establishment of a Second University (Mackey report 1981) recommended an overhaul of the education system replacing the 7-4-2-3 system of education with a new 8-4-4. The system was much criticised not least for the burden it placed on parents and the government in terms of the high costs associated with putting up workshops, homescience rooms, laboratories, maintaining school gardens especially for those in ASAL areas.

The Presidential Working Party on Education and Manpower Training for the Next Decade and Beyond, (Kamunge report 1988), institutionalised cost sharing in education, ostensibly to reduce the proportion of government funds taken by education. The government accepted the recommendations of the working party in its sessional paper number 6 on education and training for the next decade and beyond (republic of Kenya 1988b).

Under the new framework, the government was to meet salaries of teachers and education administration as well as fund some limited school facilities while parents were to provide for tuition, textbooks activity and examination fees. The communities on the other hand were

to be responsible for putting up physical structures and ensuring their maintenance.

The Presidential Committee on Student Unrest and Indiscipline in Kenyan Secondary Schools (the Sagini committee) was launched in 1991 to investigate the frequent occurrence of strikes and unrests in secondary schools and report on the causes and measures needed to prevent their occurrence. The results of the investigation were not made public.

In the meantime strikes continued unabated especially in Public Boarding Secondary Schools.

The government in 1991 appointed yet another committee to look into the same problems with almost the same TOR. Some of the main reasons for unrest as pointed out by this committee were inadequate facilities, poverty and cost of education.

The enactment of the children's Act 2002 legally bound the government to ensuring access to education for every child. The act also bound parents to ensuring that their children are in school.

The free primary education (FPE) policy, 2003 raises concern over provision of secondary education for children who graduate from primary schools.

In the 1980s early and 1990s the government introduced a policy of construction of boarding schools in targeted ASAL areas. This was discontinued shortly afterwards in the mid 1990s mainly due to the high costs involved. It would have particularly been important in addressing the special needs of girls in the marginal areas.

All national development plans in Kenya have had to use education as a strategy for realising certain development projections. At independence for instance, there was need to develop, through secondary and tertiary education an indigenous man power for public and private sectors of the economy.

The national development plan of 1966-1969 declared education and national development as closely related in developing the country, such that it was impossible to speak of one without the other. Education was seen as crucial in developing human resources. Education was also seen as an important ingredient in the enhancement of the potential earning power of citizens. Education during these early days was therefore seen more as an economic asset than a social service.

The second development plan (1970-1974) emphasized expansion of enrolment at all levels to meet social and economic needs of society for its general development. It was found necessary to expand programmes of secondary education within the planned period.

The need for expansion of secondary education continued. By the fourth development plan (1979-1983) it was expected that the Africans would meet 95% of high and middle level man power requirements.

The fifth development plan encouraged development of harambee and private schools. The burden of the development of physical facilities and boarding costs was left in the hands of local communities and parents.

The sixth development plan also encouraged local communities to start unaided schools to meet the need which the government did not have the capacity to meet.

The 8th development plan, 1997-2002 still emphasized the issue of cost sharing in education while still focusing on completion rates. The plan envisaged that the government would boost enrolment at secondary level by reducing the cost of education and shifting subsidies away from the rich segments of the population to the poor.

Subsidies to boarding schools not directly related to education was to be removed. The government hoped to re-orient government support from school based to student based to ensure that talented students gain support commensurate with their educational achievements.

In the current development plan 2002-2007, the government hopes to improve access, quality, relevance and management of secondary schools. The government hopes to employ some of the following strategies to achieve the set out goals.

- Review and strengthen the implementation of bursary scheme.
- Encourage the establishment of more day secondary schools.
- Enhance school inspection and audit services.
- Expand and rehabilitate existing secondary schools.

2.4 GOVERNMENT ATTEMPT TO ENFORCE POLICIES.

The government in an attempt to stop smoking in public schools directed schools to erect billboards, which prohibits smoking in and around schools. This was through a circular sent through the district education offices.

The government through the provincial education office-central province in a circular Ref.CP/GA/30/12/VOL.V/177 implored heads of schools

to be knowledgeable and conversant with all aspects of school management and the ministerial policies of education.

The government through the district education office-Murang'a, outlined the requirement of the health and safety standards in educational institutions. This was contained in a circular MGA/GEN/15/VOL.VI/3 dated 4th May 2001. The circular outlined the basic specifications of buildings in schools including classes, laboratories, libraries, dining facilities and dormitories.

The Ministry of Education fees guidelines stipulates that boarders pay a maximum of Ksh. 22,900 in all public schools except national schools, which should charge Ksh. 28,900 per year.

However, this is not the situation on the ground; as many schools have been known to charge more than double this amount.

The government has also attempted to streamline the school procurement process through the new school purchasing rules and procedures. The government has directed schools to form tender committees to award contracts, to approve through open tender, for sale of school stores and to improve variations of contract conditions previously awarded by the committee.

The code of professional ethics in public procurement management has been laid down. However, the procurement process is still being abused. Vested interests for example, have rendered the process to be inadequate in dealing with corruption in schools as far as procurement of materials and equipments is concerned.

2.5 SUMMARY

Boarding schools in Kenya and even in other parts of the world have been faced by various challenges. Implementation of government policies have been difficult to implement.

In Kenya government policies have even encouraged the development of day schools as opposed to boarding schools. Subsidies related to boarding facilities have for example been removed.

However, government policy has not changed the fact that boarding schools have been the choice of many parents whose children perform well in KCPE. Facilities in boarding schools need to be maintained to cater for the academic social and even physical development of students who qualify or choose to join boarding schools.

It's therefore worthwhile to ensure that quality and quantitative education is offered in the schools. This could be done through

enactment of policies that support boarding schools and ensuring that current positive policies are implemented to ensure efficiency and effectiveness. Necessary follow up should be done to ensure that the policies are implemented. The current state of affairs where policies are formulated in quick succession without implementation should be addressed. This could be done by finding out the constraints facing the implementation of such policies. The factors that affect implementation of government policies should be identified and addressed.

Available literature has not revealed the reasons, why government policies have faced difficulties in their implementation in Public Boarding Secondary Schools.

This study addressed the factors that affect implementation of government policies. Government policies were identified and then related to factors that affect the implementation. In addressing the factors it will be possible to come up with solutions and consequently practical policies which will be effective and efficient tools in streamlining the management of Public Boarding Secondary Schools.

CHAPTER THREE

RESEARCH METHODOLOGY

3.1 INTRODUCTION

This chapter outlines the procedures used in the study. This includes the locale, the target population, research instruments, sample and sampling procedures, data collection and data analysis.

3.2 RESEARCH DESIGN

The descriptive survey design was used in the study. According to Wiersma (1985) and Orodho (2004) this kind of design is concerned with gathering facts and obtaining pertinent precise information concerning the current status of phenomenon and whenever possible, making conclusion from the facts discovered. It is concerned with generalised statistics that result when data is abstracted from a number of individual cases (Lovell and Lawson 1970).

The descriptive survey design was also considered to be appropriate for this study because it helped obtain information regarding the constraints faced in the implementation of government policies in secondary boarding schools in Murang'a district. The researcher gathered facts concerning the current status of the implementation of government policies and made conclusions from the facts discovered.

3.3 DESCRIPTION OF THE LOCALE OF THE STUDY.

The study was undertaken in Murang'a District, Central Province of the Republic of Kenya. The locale was appropriate considering the availability of all the categories of schools required for the study. The locale was also appropriate considering its proximity to the researchers place of work. It was therefore convenient in terms of time and finances.

The district has four divisions – Kiharu, Kahuro, Kangema and Mathioya. There were 84 registered public secondary schools in Muranga district by November year 2003. Kahuro Division has the highest numbers of public secondary schools – 28 (33%) Mathioya has 23 (27%), Kiharu 17 (20%) and Kangema 16 (19%).

3.4 THE TARGET POPULATION

The study targeted all the public boarding and boarding /day public secondary schools in Murang'a district. The schools targeted are found in four main categories.

- i. Girls boarding
- ii. Boys boarding
- iii. Mixed boarding
- iv. Mixed boarding and day

3.5 SAMPLE AND SAMPLING PROCEDURES

Slavin (1984) observed that a study can be carried out from a carefully selected sample to represent an entire population. A sample of 20% of the total population is considered a good representation. Moreover, the more a sample size approaches the population size, the more representative it is. The purposive sampling technique was used to select the study sample. This assisted the researcher to get specific categories of schools required for the study. In this study 24% in each of the categories in the target population was taken. This percentage constituted 11 schools out of the 46 public schools categorised as boys boarding, girl's boarding, mixed boarding and mixed day and boarding. The simple random technique was used to select the study sample in each category.

The head of the school and three heads of departments drawn from the department of guidance and counselling, discipline and boarding were included in the sample. Four BOG members were also sampled using convenient sampling according to their ease of availability during the study. Since this group of people is assumed to be involved in the day-to-day running of the school they are therefore assumed to be involved in the implementation of government policies more than any other group in the school. This yielded a total school sample of 88 drawn from the 11 schools.

The DEO was also included in the sample to represent the MOES&T population. This sampling strategy yielded a total sample size of 89.

Table 3. 1: Categories of schools constituting the sample

Category	Number of schools as per category	Number of schools constituting the sample	Percentage of the sample
Girls boarding	14	3	24%
Boys boarding	7	2	24%
Mixed boarding	7	2	24%
Mixed day and boarding	18	4	24%
Total	46	11	24%

3.6 RESEARCH INSTRUMENTS

Four research instruments were used to collect data in this study. These were; Interview Schedule for DEO, the Principals Interview Schedules, Questionnaires for HODs, Focus Group Discussion Guideline for BOG members and Observation Schedules.

3.6.1 DEO'S Interview Schedule.

The DEOs interview schedule covered the background information on the DEO and the implementation of government policies.

3.6.2 The Principals' Interview Schedule.

The principal interview schedule covered the following areas;

Background information on the principal, student enrolment, staffing issues, availability and state of resources and facilities , school relationship with the neighbouring community , financial challenges, government policies and principal's opinion about boarding school.

3.6.3 Teachers' Questionnaire.

The teachers' questionnaires had items that covered;

Background information on the teacher and opinion of the teacher about boarding school.

3.6.4 Focus Group Discussion. (FGD)

The focus Group Discussion guideline with the BOG members involved the implementation of government policies related to FPE, fees guidelines, school purchasing rules, health and safety standards in educational institutions, control of development funds by DEB, withdrawal of support staff salaries and erection of anti - drugs billboards. The BOG members were expected to give their opinion about the implementation of these policies.

3.6.5 Observation Schedule

The observation's schedules were filled in by the researcher during personal school visits. The schedules covered general resources and facilities – classrooms, laboratories, offices, libraries, ongoing physical development, playing fields and school neighbouring environment e.g. kiosks around the school, idlers around the school fences and student discipline. The observation schedule sought to find out whether facilities in the school comply with the policy of health and safety standards in educational institutions. The observation schedule also sought to establish the state of the neighbouring environment and how it can affect the government policy on control of drugs.

3.7 PILOTING.

Once the questionnaires were constructed they were tried out in the field. The questionnaires were pre-tested to a selected sample comprising two schools not included in the study sample. The procedures used in the pre-testing were identical to those that were used during the actual study.

The piloting determined the reliability and validity of the instruments. The reliability of measurement concerns the degree to which a particular measuring instrument give similar results over a number of repeated trials. The test re-test technique was used to estimate the degree of

reliability of the instruments. Validity refers to the degree to which the empirical measure or several measures of the concept accurately measure the concept. Validity of the instruments was determined by a panel of three judges competent in the area that was being investigated. The judges were requested to assess the relevance of the content used in the questionnaire developed. They examined the questionnaire individually and provided feedback to the researcher.

Pre-testing helped detect deficiencies in the questionnaires e.g. unclear directions, insufficient space to write the response, clustered questions and phrasing of the questions.

Piloting also helped detect vague questions. The questions detected to be vague were rephrased to convey the same meaning to all subjects. This enhanced validity of the instruments. The piloting also revealed the appropriateness of the anticipated analytical techniques

3.8. DATA COLLECTION PROCEDURES.

The researcher obtained a permit from the Permanent Secretary MOES&T to allow him to carry out the research. Permission was also sought from the DEO Murang'a to carry out the research in all Public Boarding Secondary Schools in the District. The questionnaires were personally issued to the principals. The researcher later visited the sampled schools to collect the completed questionnaires. The researcher

also sought audience with the principals to conduct the Interview. The principals were also requested to organise a panel of 4 BOG members for a focused group discussion.

The researcher also sought audience with the DEO to conduct the interview.

3.9 METHODS OF DATA ANALYSIS

After the data collection all the completed questionnaires were organised according to given responses. The data was analysed by use of descriptive statistics using frequencies, percentiles, median, modes and means presented using tables, charts and graphs.

CHAPTER FOUR

DATA ANALYSIS AND PRESENTATION

4.1 INTRODUCTION

The purpose of the study was to investigate the constraints facing the implementation of government policies in Murang'a District. Four instruments were used for data collection. These included the D.E.O's interview schedule, the principals' interview schedule, the H.O.D's questionnaire and the Focus Group Discussion (F.G.D) guideline with B.O.G members.

The respondents included the D.E.O, 11 principals, 33 H.O.Ds and 44 B.O.G members. The study was conducted in 11 Public Boarding Secondary Schools in the district.

In this chapter, the data collected will be presented focusing on the objectives of the study namely;

1. Identify the major constraints in the implementation of government policies related to FPE , fees guidelines, school purchasing rules, withdrawal of support staff salaries, health and safety standards, control of development fund by DEB and anti-drugs billboards in Public Boarding Secondary Schools in Murang'a district.

2. To find out the perception of school managers about government policies related to FPE, fees guidelines, school purchasing rules, withdrawal of support staff salaries, health and safety standards, control of development fund by DEB and anti-drugs billboards in Public Boarding Secondary Schools in Murang'a district.

3. To come up with mechanisms on how to revitalise the management of Public Boarding Secondary Schools.

4.2 MAJOR CONSTRAINTS IN THE IMPLEMENTATION OF GOVERNMENT POLICIES

Background information on the 11 principals interviewed revealed that;

Five (46%) were between ages 35 – 44

Six (54%) were between ages 45 – 55.

Seven (64 %) had served as principals for 5 years and above.

All the principals interviewed had served in the teaching profession for more than ten years.

Eight (73%) were inducted through management courses while 3 (27%) were not exposed through such courses.

Majority of the principals therefore were experienced to carry out their roles and implement government policies effectively. However the induction process should target 100% of the principals so that all school managers are trained to carry out their roles. The 27% who are not inducted could be a constraint in the implementation of government

policies in their current schools and even in other stations (schools) since they can be transferred.

Majority of principals (73%) as observed had served between 0 and 5 years. Half of principals in this group had served between 5 months and two years in their current stations. Within a few years therefore there had been changes in the management of the schools.

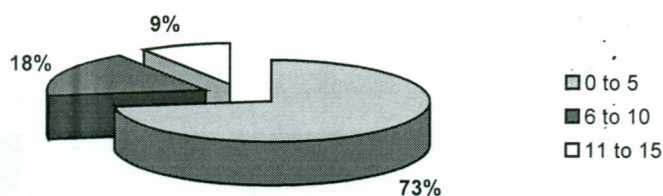


Figure 4.1: Years in service by principals in current schools

A total of 33 (100%) H.O.Ds responded to the H.O.Ds questionnaire. 16 (49%) were male and 17(51%) female.

Therefore there is balanced representation of the two genders in the departments.

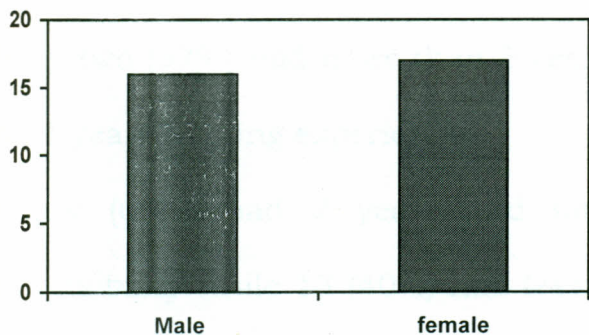


Figure 4.2: HODs by their sex.

Of the 33 HODs who responded to the questionnaires, 26 (79%) were married while 7(21%) were unmarried. The majority of the HODs, that is, those with families may need to be housed in the school compound to make them more stable and productive rather than travelling to cater for their families and therefore have no adequate time for the schools. This would affect effective management of schools thus hindering implementation of government policies, as HODs are part of school management.

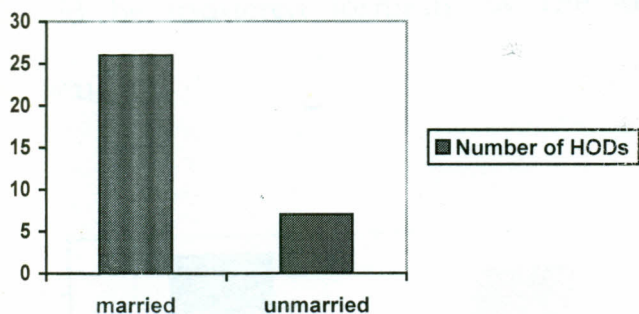


Figure 4.3: H.O.Ds by their marital status.

Twelve (36%) were in the age bracket 25 – 34, 19(58%) in age bracket 35 - 44 while 2(6%) were in the age bracket 45 – 55.

Thirty-two (97%) had more than 5 years teaching experience while 1(3%) had 1 year teaching experience.

Twenty (60%) had 2 years and above experience in their current responsibility while 13 (40%) had less than 2 years experience. Majority

of the HODs therefore had minimum experience they need to carry out their responsibility.

All the H.O.Ds had responsibilities relevant to their office.

Seventeen (52%) were inducted while 16 (48%) were not. However the induction process should target 100% of the HODs as all need to understand their roles. Lack of induction of almost half of the HODs is a constraint in the management. In order to dispense their duties well and consequently help in the implementation of government policies all HODs should be inducted formally by the MOES&T through an organised curriculum.

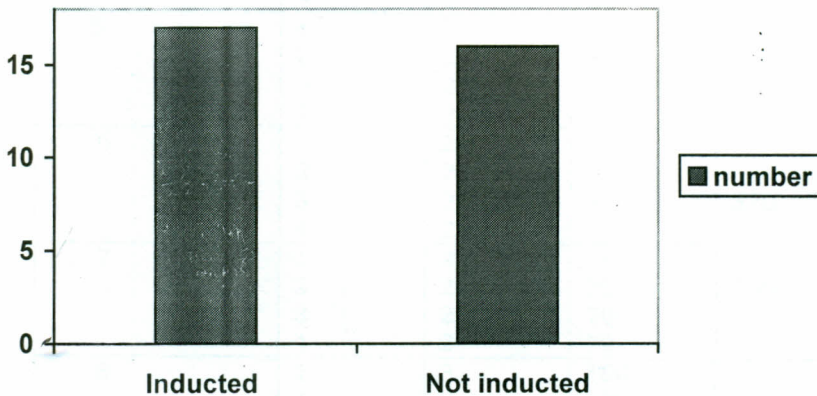


Figure 4.4: Number of H.O.D's inducted.

Fifty-two percent of HODs interviewed were inducted as the above graph show. Forty-eight of the HODs were not inducted in any way. Those inducted had attended courses and seminars about the responsibility they were taking. Those who were not inducted have learned from experience and reading of manuals to help them dispense their duties.

On issues of school management the study on the 11 schools established that 2 schools were 4-streamed, 2 were 3-streamed 3 were 2-streamed and 1 was 1-streamed. Three schools had an even number of streams.

Table 4.1: Number of streams and the total number of students per class

School	Form	Streams	No of students	Total no of students
1	1	1	36	142
	2	1	49	
	3	1	47	
	4	1	20	
2	1	3	163	620
	2	3	176	
	3	3	148	
	4	3	133	
3	1	2	110	397
	2	3	120	
	3	2	84	
	4	2	83	
4	1	2	73	223
	2	1	59	
	3	1	53	
	4	1	38	
5	1	2	100	320
	2	2	80	
	3	2	75	
	4	2	65	
6	1	2	90	370
	2	2	92	
	3	2	93	
	4	2	95	
7	1	2	78	300
	2	2	70	
	3	2	70	
	4	2	72	
8	1	3	160	620
	2	3	180	
	3	3	142	
	4	3	138	
9	1	3	124	321
	2	2	70	
	3	1	40	
	4	3	97	
10	1	4	191	745
	2	4	191	
	3	4	182	
	4	4	181	
11	1	4	143	670
	2	4	147	
	3	4	190	
	4	4	190	

From the data collected on the issues on school management from 11 schools, 4 were over enrolled which represent 36.36 %, 4 under enrolled which represent 36.36 % and 3 enrolled to capacity which represents 27.23 %.

The general requirement that secondary schools admit more students is a constraint in the implementation on health and safety measures in schools which are already over enrolled and those enrolled to capacity.

The directive should target the few schools which are under-enrolled and expand those already over-enrolled and those enrolled to capacity.

The pie chart below illustrates the current enrolment in the schools.

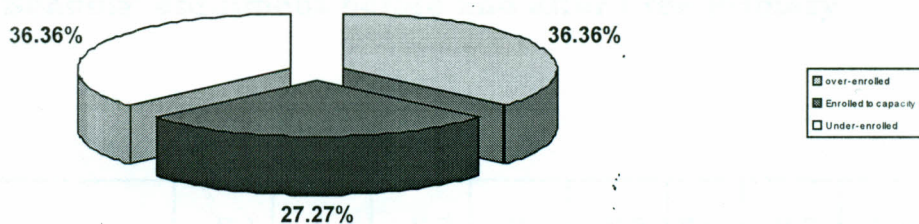


Figure 4.5: Enrolment in schools.

The study established that 9 out of 11 schools have increased enrolment since the implementation of the free primary education. This is about

82 %. However, only 1 school was observed to have embarked on building a new dormitory. The increased enrolment should be accompanied by expansion of facilities including dormitories which is not the case as observed. Therefore, the increased enrolment will eventually lead to congestion against the health and safety measures in the schools.

The following table below is an illustration of the effects of FPE on secondary school enrolment. The form 1 and 2 students are the beneficiaries of FPE. Inadequate facilities may hinder effective implementation of FPE as the increased enrolment is not backed by expansion of facilities.

The following table and graph respectively illustrate the enrolment before and after FPE.

Table 4.2: Schools' enrolment before and after Free Primary Education

School	S 1	S 2	S 3	S 4	S 5	S 6	S 7	S 8	S 9	S 10	S 11
After F.P.E(Form 1 & 2 enrolment)	85	339	230	132	180	182	340	194	363	380	148
Before F.P.E(Form 3 & 4 enrolment)	67	281	167	91	140	188	280	137	382	290	142

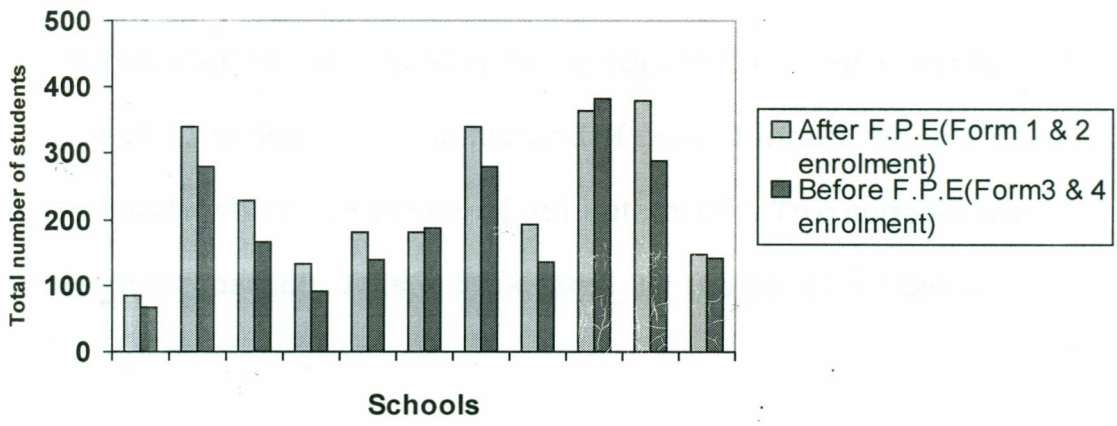


Figure 4.6: Enrolment before and after FPE

From the data collected , some students fail to report to schools where they have been admitted in form 1. In 5 out of 11 schools about 5%, in 2 schools about 10% and in 4 schools, more than 20% fail to report as shown by the pie-chart below.

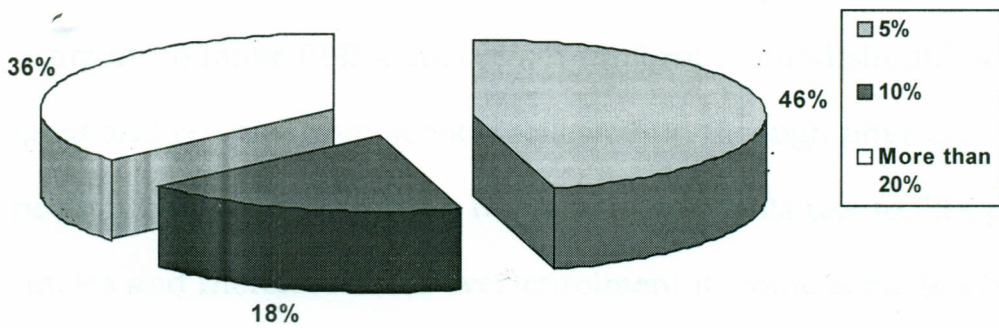


Figure 4.7: Failure of students to turn up after admission

Principals were asked the methods they use to fill the vacancies of students who fail to turn up after being admitted to their schools. Eight out of 11 schools use the method of second intake while 1 uses other methods which the principal did not specify. Two schools use advertisement method. This is illustrated by the pie-chart below.

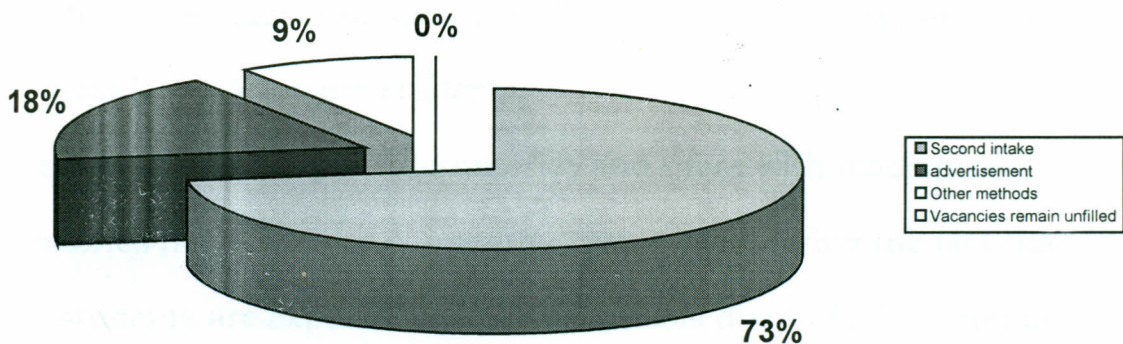


Figure 4.8: Filling of vacancies after students failure to report.

Lack of a streamlined procedure of filling vacancies of students who fail to turn up after admission is a constraint in the attempt by the government to make FPE a success. A uniform method should be adopted and returns from schools followed up through physical inspection in order to ascertain the methods schools use to fill up vacancies and therefore avoid over-enrolment in some schools while others are under-enrolled.

Analysis on the adequacy of facilities established that majority (73%) of the schools have adequate dormitories. In 18% of the schools there were very adequate dormitories while in 9% of the schools there are inadequate dormitories. The need for dormitories in the schools depends on the schools' students' population and the available facilities (dormitories). Those with adequate dormitories are those with just enough for the current student population. Those with very adequate can accommodate a few more students.

The schools with adequate dormitories and those with inadequate dormitories need to expand urgently. This is considering the fact that more students are expected to join the schools due to FPE. Therefore 91% of the schools need more dormitories to accommodate the extra students expected. The schools with very adequate dormitories will also need to eventually expand. Lack of expansion is a constraint to the health and safety measures and also FPE.

The study also established that about 9% of schools have very adequate sanitation facilities. Like wise 9% of schools have inadequate sanitation facilities. Eighty-two percent, which is the majority of schools, have adequate sanitation. Likewise, as in the case of dormitories, the sanitation facilities in 91% schools need to be urgently expanded and improved to accommodate the expected increase in enrolment. This will ensure that schools do not compromise health and safety measures as

they implement the government directive to admit more students due FPE. Even the schools with very adequate sanitation facilities will eventually need to expand as more and more students join the schools.

Majority of schools (73%) have adequate dining hall while at least 9% have very adequate dining hall, the rest about 17% have inadequate dinning halls. Therefore 90% of schools need to expand as they implement the government directive to admit more students due to FPE. Even the schools with very adequate dinning facilities will eventually need to expand.

The principals were also asked to rate the adequacy of recreation facilities and equipments. From the responses of the principals it was established that, 46 % of schools have adequate facilities, 46% have inadequate recreation facilities and equipments while 8% of the schools have very adequate recreation facilities and equipments. In overall there is need to expand recreation facilities and equipments. Some schools have been registered without following the laid down government regulations on availability of certain facilities like land for recreation. It is expected that students need recreation facilities especially after classes and to remove boredom over the weekends and during other free times. Without these facilities, students will be prone to destructive activities. The impediment to implementation of government policies in this area is the government overlooking one policy to implement another one; that is

overlooking requirements for registration of schools in order to cater for increased enrolment in primary schools.

An analysis of water storage facilities revealed that very few schools (9%) have inadequate water storage while 18% of the schools have very adequate water storage. Majority of schools (73%) have adequate water storage. As schools' enrolment increase however, the storage facilities will also need to be expanded.

Analysis of the adequacy of food stores in the schools revealed that about 27 % of the schools have inadequate food storage, about 55 % have adequate and 18% have very adequate food storage facilities. Eighty-two percent of the schools (adequate and inadequate food storage) need to urgently expand and improve the food storage facilities to cater for anticipated higher enrolment and also cater for the current enrolment respectively.

The study also revealed that 36 % of school have adequate dispensaries. While the same percentage of 36 % of schools, do not have the facilities. In 28% of schools dispensaries are inadequate. The above scenario shows that, in 28 % of schools students and staff seek for medical attention outside the school compound. Thirty-six percent of schools with inadequate school dispensaries also have to often seek medical attention outside the school. Therefore there is a very urgent need to avail the above facility, expand and improve on those available.

Majority of schools (64 %) have adequate kitchen, 18% have inadequate while the rest 18% have very adequate kitchens. Therefore, there is urgent need to expand and improve kitchens in 18% of the schools. Eventually all schools will need to expand their kitchens to accommodate the needs of increased enrolment.

There is inadequacy of teachers houses in 64% of the schools while in 27 % there are adequate teachers' houses and the remaining around 9% of schools have very adequate teachers' houses. Generally there is need for housing for teachers in schools to ensure that students are supervised and any assistance given to them at any time as need arises. Majority of schools therefore need to urgently put up teachers houses.

The table and graph below illustrate the adequacy of facilities in the schools;

Table 4.3: Adequacy of facilities.

	Dormitory (D)	Sanitation (San)	Dining hall (DH)	Recreation facilities and equipment (R f e)	Water storage (W st)	Food storage (F st)	School dispensary (Sch dis)	Kitchen (kit)	Teachers' houses (T h)
adequate	1	0	1	0	2	2	0	2	1
adequate	8	10	8	5	8	6	5	7	2
adequate	2	1	2	6	1	3	2	2	8
adequate	0	0	0	0	0	0	4	0	0

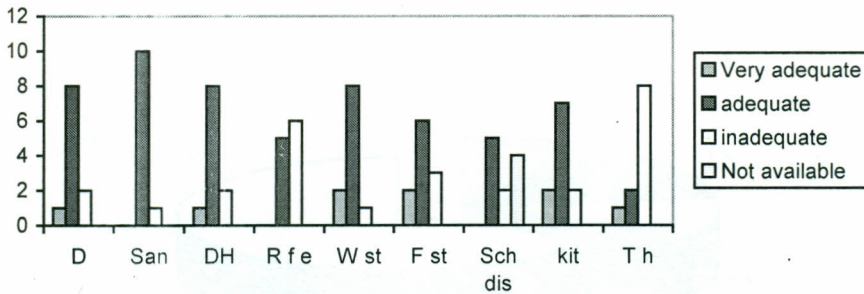


Figure 4.9: Adequacy of facilities.

The study revealed that 18 % of schools did not have a school library. Of the 82 % of the schools with libraries 11% had poorly stocked libraries, 67% fairly stocked, 11 % not stocked and only 11 % had a well stocked library. Observation on the availability and stocking of school libraries revealed that the core responsibility of giving education has not been addressed accordingly in the schools visited. No school had a well stocked library while some schools did not even have the facility. This a

major constraint as no school can achieve its academic pursuits well without instructional materials especially books.

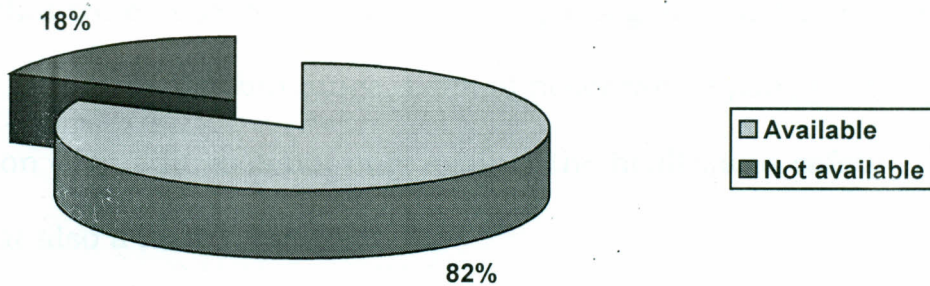


Figure 4.10: Availability of libraries in schools

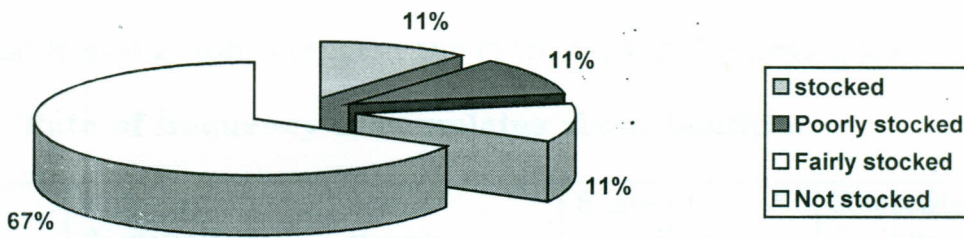


Figure 4.11: Stocking of the schools' libraries.

The schools are expected to be expanding their facilities to support government attempt to increase enrolment. However only 1 school was observed to have a dining hall under construction. Lack of expansion of

facilities is constraint as schools cannot be able to accommodate more students unless they expand.

Observations in the schools revealed that majority (82%) of the schools also need to repair, paint or renovate their buildings. The few schools, about 18%, that were observed to have buildings in good conditions were schools with relatively new buildings. Lack of necessary repair, painting and renovation of buildings is not only against the health and safety standards but also a health hazard.

Principals were asked to rate students complains about food, water supply, boarding facilities and recreation facilities. The complains were rated in terms of very frequently, frequently, rarely and never. The following table and graph represent the responses of the principals.

Table 4.4: Rate of frequency of complains about facilities.

	Food(quality & quantity)	Water supply	State of boarding facilities	Recreation facility
Very frequently	8	0	0	0
Frequently	2	0	0	3
Rarely	1	10	9	6
Never	0	1	2	2

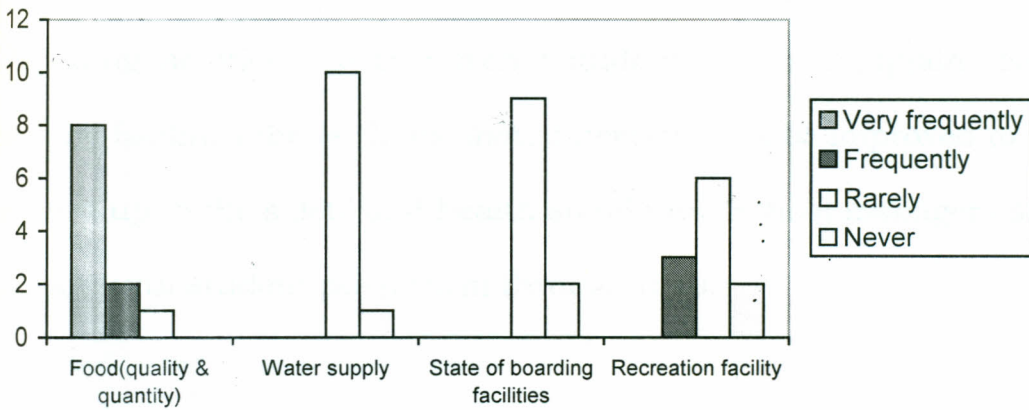


Figure 4.12: Rate of frequency of complains about facilities.

In 73 % of schools, students complain very frequently about food quality and quantity while in 18 %, students frequently complain and in about 9% of schools students rarely complain as revealed in the diagrams above. Therefore, food quality and quantity is a major issue in majority of schools. The issue about food should be addressed because it is a cause of unrest in many schools. Such unrests cause delays and disruptions in the implementation of school programmes and eventually becoming a constraint in the implementation of government policies especially those geared towards stamping out school unrests.

From the study however in majority of schools, students rarely complain about water supply. It was observed that the flow of water in the locale covered in the study is reliable and therefore water supply is very adequate in the schools.

Likewise in majority of schools, students rarely complain about the state of boarding facilities. However even if students do not complain about the boarding facilities the facilities should nevertheless be improved to measure up to the safety and health standards. School managers should not wait until student push them through riots.

From the study, 55% of schools, students rarely complain about recreation facilities and equipments while 18% never complain. But about 27% of schools students frequently complain about the recreation facilities and equipments.

HODs were asked to indicate whether students are justified to complain about facilities in the schools. The graph below shows the HODs responses;

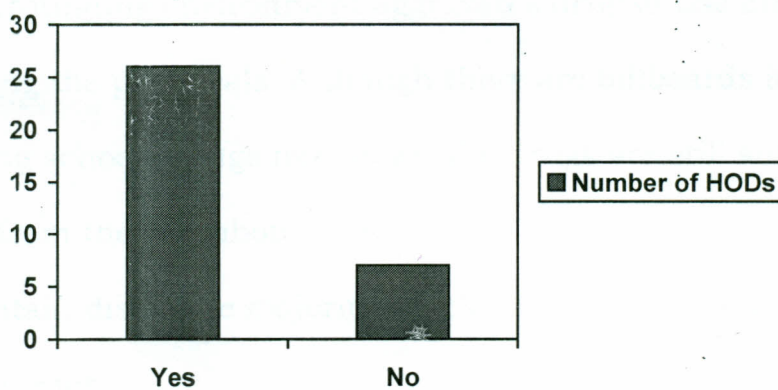


Figure 4.13: Whether students are justified to complain.

Majority of HODs are of the opinion that the students have a right to complain as graph above show. Many HODs think that students have right to demand what really affects their stay in boarding schools i.e. performance in their studies and many more. A number which is of the view that students have no right to complain think that, many of students' problems are short lived, baseless, they want to be favoured and ask what cannot be afforded by the school.

However since the HODs are part of the schools' management they should not stay on the fence. They should not just support students' right to complain but they should also be part of the group seeking solutions for the problems that make it difficult for government policies to be implemented.

Principals were asked to give the main discipline problems in their schools. In majority of the schools the discipline problems include drug abuse, theft among students and truancy.

The surrounding environment aggravates drug abuse and theft according the principals. Although there are billboards in schools declaring schools drugs free areas, the drugs are still sneaked into the school from the neighbourhood.

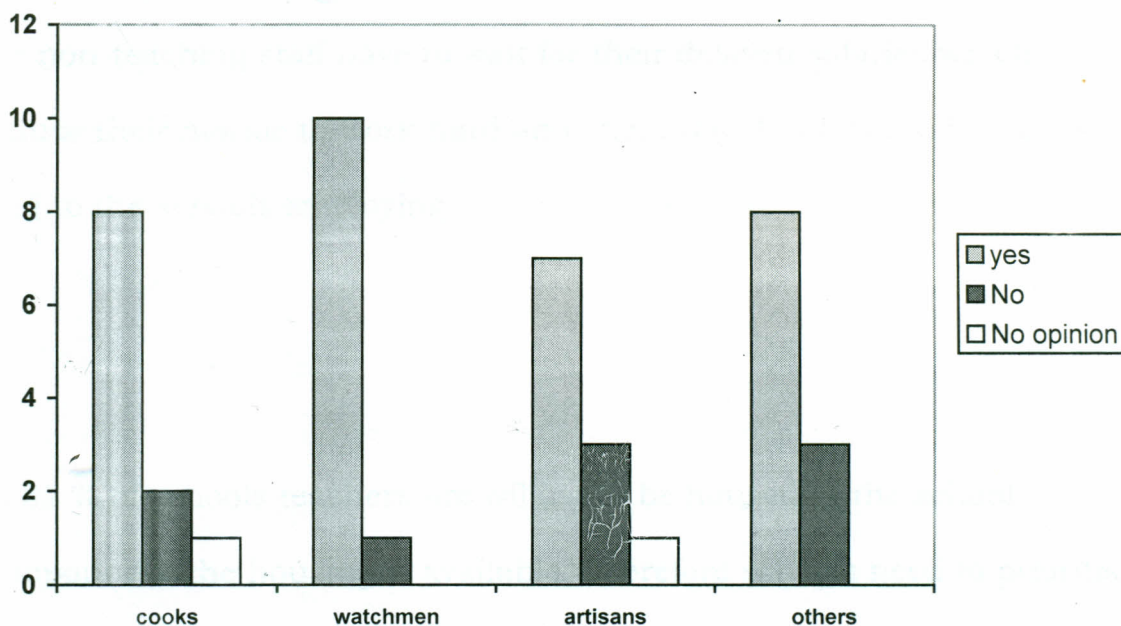
To maintain discipline majority of schools (64%) don't allow students to go for outings.

The principals were asked whether the boarding section had any implication on the number of non-teaching staff, the school employ.

Majority of the principals were of the opinion that the boarding section has implications on the number of non-teaching staff the schools employs as the table and graph below show;

Table 4.5: Implication of the boarding section on the number of non-teaching staff in schools.

	Cooks	Watchmen	Artisans	Others
Yes	8	10	7	8
No	2	1	3	3
No opinion	1	0	1	0



The above graph show that boarding section of secondary schools have implication on the number of non-teaching staff the school employs, for example cooks, watchmen, artisans and others. In some cases principals

had no opinion about some issues which represent a small percentage of about 10%.

In schools some sections of the non-teaching staff for example cooks have to work in shifts. More artisans are also required for repair and maintenance of the expansive boarding school facilities.

From the analysis of the data collected, in majority of schools (82%), the P.E. vote is not adequate to pay salaries the non-teaching staff. Schools cover the deficit from other vote heads. Therefore staff salaries poses a big challenge to the management of school activities since members of the non-teaching staff have to wait for their delayed salaries which reduce their morale to work hard and effectively. Inadequate funds also lead to the schools employing less non-teaching staff than required.

In 82 % of schools teachers are willing to be housed in the school compound if the housing is available. Therefore schools need to prioritise construction of teachers' houses so that the teachers can be available to assist the students since the study also established that in over 80% of schools teachers are always willing to do extra duties that are associated with the boarding school, like for example; supervision of the boarding area and taking sick students to hospital at night.

Teachers are ready to take responsibility and assist when the need arises.

In all the schools, the night preps are supervised by a teacher that is; teacher on duty, boarding master, deputy principal or the principal.

Therefore it is necessary to have the teachers housed in the school compound.

Principals were asked whether the MOES&T fees guidelines are realistic. Majority of the principals (73%) were of the view that the guidelines were not realistic. The money allocated is very small hence schools run into debts. School should therefore be allowed to come up with their own budgets which are ideal to their needs. Principals think that allocation in some of the vote heads like tuition, P.E. and local Transport and Travel should be increased. 27% of head teachers are of the opinion that the MOEST fees guidelines are realistic since parents may not afford higher fees. However according to the majority of schools therefore, the government policy on fees guidelines is unworkable.

However from the study it was established that even with the current fees guidelines majority of the students are unable to pay their fees on time. The principals were asked to assess the ability of students to pay fees in their schools. The table and the chart below illustrates the students' ability to pay fees.

Table 4.6: Students' ability to pay fees on time.

Ability to pay fees on time	More than half	At least half	Less than half
Schools	1	3	7

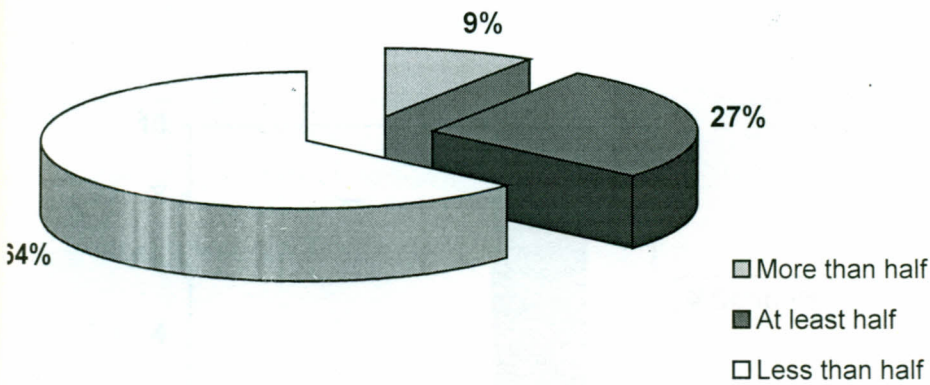


Figure 4.14: Students' ability to pay fees on time.

As the above diagrams illustrate out of 11 schools, only in 1 school do more than half of the students pay fees on time. It was also established that there were only 3 schools, where at least half the number of students pay their fees on time.

In majority of the schools, that is, 7 out of 11 schools, less than half of the number of students pays school fees on time.

Therefore majority of students do not pay fees on time.

Principals were asked whether fees defaulters are willing to pay their fees arrears after completion of their course and sitting for KCSE. Eighty-two percent of the principal interviewed are of the opinion that, a very big number of students who finish secondary with fees arrears is not willing to pay as the graph below shows.

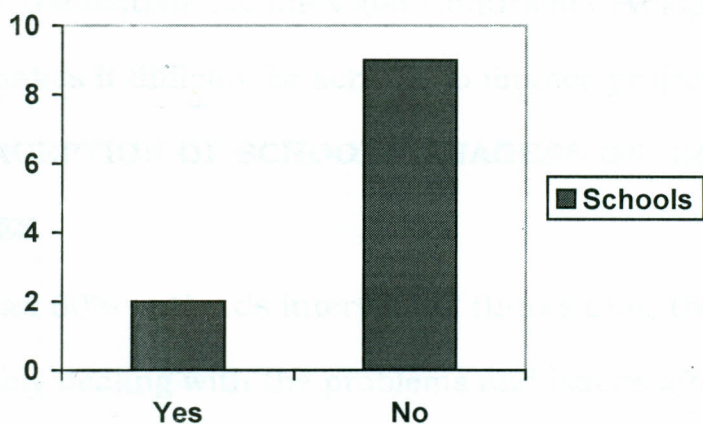


Figure 4.15: Willingness of fees defaulters to pay fees after KCSE.

Many students pay fees arrears when they need their certificates. Those who do not need their certificates are unwilling to pay their arrears.

Some use the influence of senior government officers or politicians to get their certificates without paying their fees arrears.

Majority of the schools (82%) have income generating projects with an income ranging between Ksh 2,400 and Ksh 200,000 per year. The main

income generating project is farming. However it was noted that the income is too low compared to the schools' potential in terms of resources like land which can be used to generate more income.

According to the principals the major problems facing them in the management of schools include shortage of teachers and workers, insufficient funds, fees defaulting, non-payment of fees fuelled by government policy on free primary education and parents who wait for bursaries. Other problems are debts owed to suppliers; Payment of workers, inadequate facilities and Control of development fund by D.E.B which makes it difficult for schools to finance projects.

4.3 PERCEPTION OF SCHOOL MANAGERS ON GOVERNMENT POLICIES

More than 80% of H.o.ds interviewed thinks that, the government is not adequately dealing with the problems and issues affecting the management of Public Boarding Secondary Schools. For example; many HODs think that the burden of financing of schools has been left to the parents; government is always interested when a problem arises, some of policies are impractical on the ground and that the boarding schools need more money to maintain their boarding facilities and employ more security personnel.

According to the principals FPE has led to increased enrolment and poor fees payment. They were of the view that the government should assist to expand the schools to accommodate more students, increase facilities.

On fees guidelines the principals were of the view that the government has failed in implementing the policy, as the guidelines are not realistic. The money allocated is not enough to run the schools. For example; Votes like P.E and tuition.

The schools have formed committees that deals with purchasing and tendering. However, according to the principals the rules are not applicable for all commodities, lack of funds is a hindrance to implementation of this policy.

The health and safety measures are desirable but difficult to implement, as they would require a lot of money and space.

Some principals claimed that the money allocated for development is not enough.

The withdrawal of the support caused many schools a lot of financial problems, schools do with salaries arrears for non teaching staff, which has resulted in reduction in their number.

The principals hailed the policy of erecting anti-smoking billboards as very effective, in controlling smoking in the school compound.

According to DEO office the major challenges facing the management of secondary boarding schools include; cases of strikes, salary arrears for support staff and under staffing.

The DEO is of the opinion that principals of these schools are effective in managing the schools. The principals are also inducted and are ready to comply with government policies on the school management.

According to the DEO, Free Primary Education has the following implication on Public Boarding Secondary Schools;

- over enrolment
- congestion
- cases of indiscipline increased
- delay in payment of school fees by parents.
- understaffing in the case of teachers;

while the withdrawal of support staff salaries has the following

implications on public boarding secondary schools;

- schools are unable to pay the salaries of the support staff on time
- Low working morale by the support staff.
- Unrests by students as they do not receive satisfactory service from the support staff.

According to the DEO 's office the F.P.E is a noble idea. The challenges will be addressed with time as the idea is still very new.

The fees guidelines may not apply to all schools but the ministry is addressing that problem. The D.E.O.s advice to principals is that they should report to the ministry any challenges they face following the laid down procedure. The principal should also involve community participation for example through fund raising.

The DEO expressed the government policy on the future of public boarding schools as pointed out in the current development plan; that is, the government is encouraging opening up of day secondary schools, parents and community support is also being sought to assist the schools.

BOG members hailed Government commitment to providing free education for all and said that it should be extended to secondary schools. However some schools admitted excess students constraining schools resources. There is need for financial support from the Government to buy some things like books. Beneficiaries of FPE should also be given scholarships especially the very needy students.

According to BOG members fees guidelines have assisted poor parents to keep their children in schools. They are meant to make education affordable. However, the Government should provide more grants and bursaries to help schools meet their obligations.

The guidelines have however caused problems especially payment of workers salaries.

Some services and facilities cannot be provided due to limited resources.

The guidelines should therefore take into consideration the needs of each individual school.

BOG members hailed the schools' purchasing rules. The guidelines allow diverse views from the members of the committees. The rules have made procurement more open and competitive. The government should however follow up to ensure that the guidelines are followed. The committees are sometimes faced with the problem of vested interests by some members. The policy is however not practical where parents may be very poor and would opt to pay fees in kind, for example in grains. Some schools also collect very little fees and can therefore only afford to buy commodities in small quantities as the funds become available.

On the Health and Safety Standards in educational institutions the BOG members were of the opinion that the measures should be encouraged but the cost implications should also be considered

On the Control of development fund by DEB the needs of specific schools should be taken into consideration. Schools should be left to decide their development priorities.

The withdrawal of support staff salaries gave the schools an extra financial burden. Schools run debts due to lack of funds to pay the workers. The new policy has not been very clear to schools' management about the terms and conditions of employment of workers inherited from the government. The expectations of workers may therefore not be met as the PE vote is not adequate for example to allow schools to promote deserving workers. Such workers are therefore de-motivated. Schools are also forced to employ few workers who are overworked.

Therefore, this policy is punitive to schools according to the schools' managers.

BOG members supported the governments directives to erect anti-smoking billboards in schools. The bill boards have made it easier for visitors and teachers to stop smoking in the schools' compound. However the bill boards do not stop smokers along the fences. The boards are also not a guarantee that students will not smoke or use other types of drugs in the school compound and its environs.

The billboards have therefore controlled smoking in the school compound but the main objective of making schools drug free is still far from being

achieved considering that school management has no capacity to control what happens around the fences and in kiosks around schools.

4.3 REVITALISING THE MANAGEMENT OF PUBLIC BOARDING

SECONDARY SCHOOLS

Government policies are expected to promote access, equity and transition. There should be greater campaign and attempts to promote the above if E.F.A goals are to be met. Since there are students who are already in boarding schools, they should be assisted to get the best from these institutions, that is, academically and even socially. The government should therefore follow up and establish what happens on the ground so that appropriate measures can be put in place. Solutions to generalized problems should be avoided. On the other hand specific challenges that face the boarding schools should be addressed.

The principals when asked to give their preference either to head a boarding or a day school, majority (64 %) of them if given a chance would opt to remain in boarding schools than being a head teacher in a day school. The principals think that, although there are many challenges, they are ready to tackle them to better the students' behaviour and their performance. Therefore amidst the challenges that face the managers of Public Boarding Secondary Schools, the schools are still popular since majority of principals would opt to continue working there. The

government should therefore take advantage of the positive attitude of these managers and motivate them to be more committed. Those who expressed their wish to transfer to a day school, that is, about 36%, are of the opinion that boarding schools have problems like a security risk to the head teachers and that they are very demanding in terms of time. The government should address these issues so that the management of Public Boarding Secondary Schools is revitalised.

HODs were also asked to indicate their choice if they are given a chance to transfer to a day school or remain in a Public Boarding Secondary School. Sixty-one percent of the HODs were of the opinion that they would choose to remain in boarding schools, while 39 % would opt to transfer to day school. Majority of the HODs just like the principals would opt to remain in a boarding school despite the challenges.

Therefore the boarding school is still popular despite the challenges. The government can therefore motivate these teachers to appreciate their schools even more by improving their conditions for example giving subsidies to schools for the construction of decent teachers' houses.

The government should also consider reviewing its policy of just encouraging day schools without sorting out the challenges that face boarding schools.

As revealed in the literature review the government since independence has encouraged day schools. In the current development plan the government seeks to encourage day schools. However the teachers and the principals' positive opinion about Public Boarding Secondary Schools show that the government can be supported by these school managers at the local level to revitalise the management of the schools.

Boarding schools have been faced with various administrative and financial challenges as reviewed in the research. However as the study revealed the boarding school is still popular among school managers and teachers. Therefore the government should assist in putting in place policies that facilitate effective management of the Public Boarding Secondary Schools.

As the study revealed, most teachers and principals who wanted to remain in boarding schools wanted to do so because of the good examination results (K.C.S.E) associated with the schools. Since majority of students who perform well in K.C.P.E join these schools, its worthwhile for the government to ensure that there are policies in place to streamline the management of the schools.

CHAPTER FIVE

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

5.1 INTRODUCTION

The main purpose of the study was to investigate the constraints in the implementation of government policies in Public Boarding Secondary Schools in Murang'a district.

The study involved 46 Public Boarding Secondary Schools. The purposive sampling technique was used to select the study sample. 11 schools were sampled for the study. Of the 11 schools sampled, 2 were boys boarding, 3 girls boarding, 2 mixed boarding and 4 mixed day and boarding.

The researcher collected all the duly completed H.O.Ds questionnaires, conducted interview with the principals and the D.E.O and had discussions with members of the B.O.Gs of the different schools.

The instruments used in this study were the principal's interview schedule, D.E.O's interview schedule, H.O.Ds questionnaires and the Focus Group Discussion Guideline with the B.O.G members. The principal's questionnaires sought to investigate the challenges the principals faced in their respective schools related to government policies. The D.E.Os Interview Schedule sought to investigate the

government view on the implementation of the policies. The Focus Group Discussion sought to investigate B.O.G members views on the implementation of government policies while the H.O.Ds questionnaire was used to investigate teachers opinion about boarding schools.

The observation schedule was used to determine the status of the physical facilities in the schools and also to observe the schools immediate neighbourhood and how it could affect the discipline in the schools.

The data obtained through the research instruments was then analyzed by use of descriptive statistics. Tables and figures that show actual numbers and percentages were used in data analysis.

The study covered the following broad areas;-

1. Major constraint in the implementation of government policies related to FPE , fees guidelines, school purchasing rules, withdrawal of support staff salaries, health and safety standards, control of development fund by DEB and anti-drugs billboards in Public Boarding Secondary Schools in Murang'a district.
2. Perception of school managers about government policies related to FPE , fees guidelines, school purchasing rules, withdrawal of support staff salaries, health and safety standards, control of

development fund by DEB and anti-drugs billboards in Public Boarding Secondary Schools in Murang'a district.

3. Mechanisms on how to revitalise the management of Public Boarding Secondary Schools.

5.2 SUMMARY

The study established the following findings in the areas covered.

5.2.1 Major Constraint in the Implementation of Government Policies

A total of 11 (100%) principals were interviewed. Majority of heads are experienced to carry out their roles and even implement government policies. However some principals have not been inducted. The induction process should be intensified to target 100%.

Majority of the H.O.Ds are married and need to be housed in the schools but the schools have inadequate teachers' houses.

Almost half of the H.O.Ds have not been inducted in any way.

This a major bottleneck to the implementation of government policies.

The study also established that enrolment in public boarding

secondary schools increased after the implementation of F.P.E. .

However the increased enrolment has not been backed by the necessary expansion of facilities which will eventually lead to congestion

From the data collected from the 11 schools, 4 (36.36%) were over enrolled while 4 were under enrolled (36.36%) and 3 (27.27%) were enrolled to capacity.

In seven out of the 11 schools vacancies of those who failed to turn up were filled through second intake while 2 use other methods. Lack of a uniform method of filling vacancies is a constraint leading to over enrolment in some schools while other schools are under enrolled.

Majority of schools need to urgently expand their facilities to accommodate the increased enrolment. This urgency may therefore require the DEB to relax its policy on development policies in schools. Facilities that require expansion include dormitories, sanitation facilities, dining halls, recreation facilities, food stores, school dispensaries , kitchen, teachers houses and libraries.

However only one school was observed to have a dining hall under construction.

Lack of necessary repair painting and renovation of buildings in a majority of schools is a health hazard and also against the Health and Safety Standards.

In most schools students complain very frequently about food quality and quantity. This can cause unrest which can lead to delays and disruptions in the implementation of schools programmes.

Majority of the H.O.Ds view that the students have a right to demand what really affects their stay in boarding schools and putting themselves on the fence is a constraint since they do not consider themselves as part of the school management.

The government attempt to stamp out drugs in schools through anti-drugs and smoking billboards is usually hindered by kiosks and idlers around the majority of the schools.

Another constraint is the need for extra non-teaching staff in public boarding secondary schools. The schools usually have a deficit since the P.E. vote is not adequate to pay the workers in majority of schools. This is a constraint in the implementation of the policy of fees guideline. The withdrawal of support staff salaries by the government has therefore caused the schools a lot of financial problems.

Majority of school principals are of the opinion that the fees guidelines are not realistic. This problem is aggravated by the fact that majority of students do not pay their school fees on time and that fees defaulters are not willing to pay after completion of their course.

In some schools income generating projects have not been harnessed to generate enough income.

5.2.2 Perception of School Managers on Government Policies

Majority of the H.O.Ds were of the opinion that the government is not adequately dealing with the problems and issues affecting the management of boarding schools. The H.O.Ds suggested that the government should give subsidies, train boarding school managers, remunerate teachers well, allow decisions to be made on the ground and help provide enough housing for teachers.

The B.O.G members supported the policies but pointed out that some of the policies were difficult to implement.

On F.P.E the members hailed the government commitment to providing education for all. However this gesture should be extended to secondary schools. The schools principals pointed out the need for the government to assist in expansion of facilities to accommodate more students. The office of the D.E.O expressed the government commitment to make F.P.E a success.

Majority of principals were of the view that fees guidelines are not realistic. The B.O.G members however were of the opinion that the guidelines have assisted poor parents to keep their children in schools.

However the government should provide the grants and bursaries to cover deficits in the schools' budgets.

According to the principals the schools purchasing rules are not applicable for all commodities. However majority of BOG members hailed the policy for giving a cross-section of stakeholders a chance to be involved in the procurement process.

Majority of principals and BOG members were of the opinion that the Health and Safety Standards are desirable but difficult to implement as they would require a lot of money and space.

The withdrawal of support staff salaries has caused schools a lot of financial problems. Schools are unable to pay their workers well and promptly.

School principals and BOG members were of the opinion that the DEB should seek to understand individual school needs.

On erection of anti-smoking billboards the principals supported this policy but were in agreement with BOG members that the government should assist in controlling the effects of the environment on schools, that is, idlers and kiosks around schools.

The office of the D.E.O confirmed that there are challenges facing the management of public boarding secondary schools. The advice by the government is that school managers should report any challenges they face.

The D.E.O. reiterated the government policy as pointed out in the current development plan, that is, encouraging opening up of day secondary schools.

5.2.3 Revitalising the Management of Public Boarding Secondary Schools.

Majority (64%) of the principals interviewed would still opt to remain in a boarding school if they were given a chance to choose between a day school and a boarding school.

The government should therefore motivate the principals to make them appreciate their work even more.

All principals should also be inducted and sensitised on the possible challenges which may confront them.

Majority of the H.O.Ds (61%) would also opt to remain in a boarding school if given a chance to choose between a boarding school and a day school.

These teachers as part of the school management should also be motivated and inducted accordingly.

Boarding schools have been faced with various administrative and financial challenges as reviewed in the research. The government has been trying to encourage day schools as revealed by various commissions of education and even the current development plan. However as the study revealed the boarding school is still popular among school

managers and teachers. Therefore the government should assist in putting in place policies that facilitate effective management of the Public Boarding Secondary Schools.

Government policies are expected to promote access, equity and transition. The government should therefore follow up and establish what happens on the ground so that appropriate measures can be put in place. On the other hand specific challenges that face the boarding schools should be addressed.

The government should therefore ensure that the schools are supported to maintain their academic performance.

5.3 CONCLUSION

The FPE has an effect on enrolment in secondary school considering that the enrolment in majority of the schools is higher in Form 1 and 2 compared to Form 3 and 4. Therefore there is need to expand the schools to accommodate the increased enrolment. Facilities currently available cannot support the anticipated increase. The boarding facilities should especially be of concern considering that only one school was observed to have embarked on building a dormitory.

Surrounding environment has effects on the schools. For this reason most schools do not allow their students to go for outings. The government should help improve security around schools and remove any negative influence in the precincts of schools.

The major problems affecting principals in their management of the schools are related to inadequate funds. Fees guidelines need to be revised to meet changing circumstances as they were last revised in the year 2002. Fees guidelines should be adjusted to meet the needs of individual schools as schools have specific needs. The P.E. vote especially and the development fund should be adjusted to meet the needs of boarding schools.

The boarding section has implication on the number of personnel especially non-teaching staff in boarding schools. The P.E. vote may therefore not be adequate to pay all the workers required. Staff salaries is a very thorny issue in the schools and it should be addressed urgently before workers paralyse school operations through strikes or sabotage due to low morale.

Most teachers are willing to do extra duties associated with a boarding school but most of them could be unavailable as teachers houses are inadequate.

Currently most students in the schools need government assistance in form of bursaries as very few pay their fees on time.

The boarding school is nevertheless still popular as majority of principals and teachers who were involved in the research still expressed their wish to remain in a boarding school if they were given a chance to choose between a day school and a boarding school.

Some policies contradict each other and therefore it would be difficult to implement them without affecting the other adversely. For example the FPE can affect the health and safety measures. If more students are admitted to school which are already enrolled to capacity, facilities would not conform to the health and safety measures.

Schools need to intensify their income activities to supplement their income especially those with very low income or none from income generating projects. Income generating projects can still raise more money for the schools.

H.O.D should be involved more in the running of schools so that they realize that they are part of the management. Some felt that the students were justified to complain because of management failure. They should realize that they are part of that management.

B.O.G members support the purchasing rules as they give the board and parents a say in the procurement process. The health and safety measures were supported as they are ideal although very difficult to implement.

Billboards have been very effective in controlling smoking within schools but the government in conjunction with the schools should address the issue of kiosks and idlers around schools.

The D.E.B is still relevant in running the affairs of Education in districts but it should seek to understand the needs of individual schools and allow development projects considering such needs.

The relevance and practical aspects of government policies is essential at the implementation level. Some policies contradict each other, for

example fees guidelines is contradicted to a great extent by the health and safety measures that requires a lot of money to implement. The health and safety measures may not be very practical to fully implement given the costs involved and considering that the fees guidelines have also not been reviewed for a long time.

5.4 RECOMMENDATIONS

According to Kang'ethe G.T (2002) there are four main criteria for assessing a successful policy:

- i. Effectiveness in terms of achieving the stated objectives of the policy.
- ii. Efficiency in both cost and time terms, meaning achieving the objectives of the policy in least time and cost by better utilization of resources.
- iii. Responsiveness of the policy to various clientele groups which are affected favourably and adversely by the policy change.
- iv. Innovation in policy design.

In addition to the above set of four main criteria one may add the secondary criteria of political feasibility and administrative feasibility (Kang'ethe G.T; 2002, page 6). The former refers to the fact that policy making takes place in a political environment and as such, options chosen should be acceptable to concerned decision-makers. For example

the F.P.E was very successful at the primary school level due to support and political good will from policy makers who hastily voted money to support the undertaking. To follow up the beneficiaries of F.P.E and support them in secondary schools policy makers need the blessing of politicians. The minister of education should be involved during the process of policy development in order to help garner support from other politicians and decision makers.

Administrative feasibility refers to the issues of institutional and organizational capacity to use certain type of policy instruments effectively. On the ground for example, that is, at the school level, a policy should be clear and easy to implement. For example more education is necessary on the implementation of some policies like the new purchase rules. As much as B.O.G members appreciate the rules giving them a chance to participate in procurement of materials, in their schools, they still need to understand how the whole process should be undertaken.

Thus in retrospective policy analysis, a successful policy will realize its stated objectives in acceptance time and cost parameters, in a manner that enhances the convenience and satisfaction of different clientele groups, which ensured its ready acceptance by political actors and which was not beyond available capacities of government and other agencies required to implement it. For example the health and safety measures

had very good objectives. But the policy could not be fulfilled suddenly as required due to constraints of time and money.

Similarly in prospective policy analysis the policy option considered best will have to fulfil the above set of criteria. This calls for considerable creativity and innovation. Individual techniques like cost benefit analysis, input output analysis, cost effectiveness analysis e.t.c can be used to compare efficiency score of different policy options whereas techniques like opinion polls, survey interview can be used to judge responsiveness and political feasibility of options. Similarly social economic indicators can be used to assess effectiveness. In view of different units of analysis used to assess score of different policy options on various criteria one would have to express scores in either ranking order of 1,2,3 or categories of excellent, very good average, bad, worse worst etc. thus like the score card method. The comparison would appear as shown below.

Table 4.5

5.1: Score on criteria

	Policy option	Effectiveness	Efficiency	Responsiveness	Political feasibility	Administrative feasibility
1	Very high	High	Moderate	Medium	Low	Medium
2	High	High	High	Medium	High	Medium

3	Low	Very high	High	Medium	Low	High
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Kangethe G.T; page 7.

This type of analysis will force the policy analyst to look at all major criteria of success.

Policy directives should also be issued in such a way that their practical benefits are directly related to those affected. When a policy seems beneficial those concerned will embrace it and try to implement it as fast and as well as possible. For example in the study carried out, 10 out of the 11 schools involved in the study had well displayed anti-drug billboards. Since drugs have been a big problem to school managers the anti-drug billboards were seen as one way of dealing with the problem. Therefore policy guidelines should not just be related to help for example parents pay school fees; they should be related to assisting school managers in running the schools.

The objectives of policies should be well spelt out. The failure to implement may not just be understood to lead to disciplinary action on school managers. Implementation should be seen more as an advantage in school management not just as a way to avoid a certain disciplinary action. Policy directives should therefore not be summarized in brief circulars to school principals. This could lead to misinterpretation.

The burden of policy implementation and consequences of not implementing the policy should not be on the school principal alone. Technical committees within B.O.G should be formed to help explore ways of policy implementation. Constant policy implementation supervision should then be undertaken by both the B.O.G and the government. Where possible teachers should also be involved so that the implementation process becomes a concerted effort amongst a cross-section of stakeholders.

The government should identify school that are under enrolled with a view of revitalizing the management so that the schools can attract more students. This will solve the problem of over enrolment and congestion in other schools.

The boarding section should be subsidized by the government to meet the escalating costs emanating from running the section. Grants given to schools should also be directed towards building or rehabilitating facilities in the boarding section.

As the government embarks on the campaign to encourage basic education through F.P.E, the implication in secondary schools should also be taken into account. To make the F.P.E successful in the long

run, transition rate from primary to secondary should be enhanced. The very needy students can be identified at primary level and their education supported at secondary level.

Policies put in place to address certain problems should address all possible variables causing that problem. For example the anti- drugs billboards may not succeed in eradicating drugs from school if other factors like idlers and kiosks around schools are not addressed.

Education policies should not just emanate from political populism or need to conform to popular ideals and or slogans like "Accountability and transparency" or just the quest to change with changing political leadership. For example Tanzania embarked to overhaul the education system inherited from British colonialism. Tanzania issued a new educational policy in 1967 called "Education for self reliance". Among other things it called for the integration of education and work. Being general in nature, the policy directive had to count largely on the creative imagination of educators and educards to make the integration a practical success. However an important requirement for the exercise of creativity in this case was a clear understanding of the policy's rationale. Yet an analysis of several studies which have attempted to evaluate "Education for self reliance" shows that lack of comprehensive

understanding of the policy rationale has been a persistent implementation bottleneck.

The government should also ensure that policies do not contradict each other. This is because there will always be excuses by the school managers not to implement one or both policies. For example the policy of free primary education require that secondary schools admit more students. However this is within the same facilities and therefore contradicting the Health and Safety measures as some schools facilities like dormitories are already congested.

All loopholes should be 'sealed' so that policies can be implemented without being flouted with ease. For example fees guidelines have been flouted with impunity as schools are allowed to charge more levies as long as parents agrees to pay during annual general meetings. This gives principals a clear way of cunningly convincing the parents to pay more but within the legal framework set in place by the ministry of education.

Inspection reports should be acted upon faster and the findings sent back to schools for immediate action. This would help stop further flouting of policies.

The government should consider the practical implications of a policy e.g. the health and safety measures required principals to remove grills on windows in learning institutions. However this would be a security risk in some regions that are prone to thefts. Principals would therefore be reluctant to implement such a policy. Since the policy would expose especially hostels to theft, this could cause complains from students eventually leading to unrest. Such unrests could expose the school to damages and loss of life that the policy sought to address. Therefore its prudent for the government to consider such seemingly 'small' issues because they may eventually explode to great magnitudes. The stakeholders should then be asked to help identify ways and means of dealing with such issues that arise from a policy.

SUGGESTIONS FOR FURTHER STUDY

- Specific policies can be researched on so that in-depth knowledge is generated on the policies.
- A research can be carried out to find out whether boarding schools are popular among students.
- A research can be carried out on the effects of the environment on Public Boarding Secondary Schools.

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Waime H. N., 2003, Challenges Faced by Head Teaches in Management of District Day Secondary Schools in Thika District, Kenya

APPENDIX A : DEO'S INTERVIEW SCHEDULE

1. How long have you been in this district as DEO?
2. What major challenges have you faced in the district regarding the management of secondary boarding schools?
.....
.....
3. In your opinion are principals of these schools effective in managing the schools.
.....
.....
4. Are they (principals) inducted in any way?
5. a) Are the principals ready to comply with government policies on school management regarding
 - i. Fees guidelines Yes () No ()
 - ii. Schools purchasing rules Yes () No ()
 - iii. Health and Safety standards in educational institutions
Yes () No ()
 - iv. Development fund ceiling Yes () No ()
 - v. Any other. Yes () No ()
- b) If no which are most flouted.
.....
.....
.....
.....
.....
- c) What reasons do principals give for flouting these policies?
.....
.....
.....



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.....
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d) What is your personal opinion about these policies? Are they practical?

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.....

6. As a ministry representative what advice would you give to the principals of boarding schools?

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.....
.....

7. What is the government policy on the future of Public Boarding Secondary Schools?

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.....
.....

APPENDIX B: PRINCIPALS' INTERVIEW SCHEDULE

A. GENERAL INFORMATION

1. Marital status

Married ()

Single ()

2. Age in years 25-34 () 35-44 () 45-55 ()

3. How many years have you served as a principal

a) In this school

b) In other stations

c) Total

4. Total number of years in the teaching profession

5. Were you inducted in anyway to be a head teacher

Yes () No ()

If yes explain

.....
.....

B. Issues on school management

6. What is the total student enrolment

7. Indicate the number of streams and the total number of students per class below.

Class	number of streams	number of students
Form 1		
Form 2		
Form 3		
Form 4		

8. In your opinion is your school

a) Over enrolled ()

b) Under enrolled ()

c) Enrolled recommended to capacity ()

9. What is your catchment area

10. What percentage of students fail to turn up after the first intake in form 1

- a) Negligible ()
- b) About 5% ()
- c) About 10% ()
- d) More than 20% ()

11. How do you fill the vacancies when such students fail to report?

- a) Through second intake ()
- b) Advertisement ()
- c) Others ()
- d) Vacancies remain unfilled. ()

12. Rate the adequacy of the following facilities in your school?

Facilities	Very adequate	Adequate	Inadequate	Not available
Dormitories				
Sanitation				
Dining hall				
Recreation facilities and equipments				
Water storage				
Food store				
Schools dispensary				
Kitchen				
Teachers houses				

13. Rate the frequency of students' complaints about the following?

Facilities or item	Very frequent	Frequent	Rarely	Never
Food (quality and quantity)				
Water supply				
State of boarding facilities				
Recreation facilities and equipments				

14. Discipline

Outline the major discipline problems

Please comment on each

.....

.....

.....

.....

.....
.....
15. Do you allow your students to go for outings

Yes () No ()

If yes, how frequent

- a) Once a week ()
- b) Once in two weeks ()
- c) Once a month ()
- d) Once a term ()
- e) Others ()

16. Do the outings have any effects on the school discipline?

Yes () No ()

If yes please explain

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

If your students do not go for outings please explain the reasons

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

17. Does the school surrounding environment have any effect on the school's discipline?

Yes () No ()

If yes explain

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

18. What is your opinion about the implementation of the following government policies on general school management.

Please comment on how the school has tried to implement or to cope with each of the policies.

(i) Free primary

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

(ii) Fees guidelines

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

(iii) Schools purchasing rules

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

(iv) Health and Safety standard in educational institutions

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

(v) Control of development fund by DEB.

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

(vi) Withdrawal of support staff salaries.

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

(vii)Erection of anti-drugs billboards

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

Which facilities were most affected by these policies? Please explain

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

19. Personnel

Non-teaching staff

a) How many members of non teaching staff are in your school.

.....
b) Does the boarding section have any implication on the number of non teaching staff i.e.

- | | |
|---------------|------------------------|
| II. Cooks | Yes () No () |
| III. Watchmen | Yes () No () |
| IV. Artisans | Yes () No () |
| V. Others | Yes () No () |

If yes explain

.....

.....

.....

.....

c) Is the P.E vote enough to pay the salaries of the staff in your school.

Yes

No

If no explain how you cover the deficit

.....

.....

.....

.....

20. Teaching staff

a) Are teachers in your school willing to be housed in the school compound if housing is available

Yes () No ()

Explain

.....

.....

.....

b) Who supervises night preps

Teacher on duty Yes () No ()

Boarding master	Yes () No ()
Deputy principal	Yes () No ()
Principal	Yes () No ()
Others	Yes () No ()

21. Are teachers in your school willing to do extra duties that are associated with a boarding school e.g.

- a) Supervision of the boarding area Yes () No ()
- b) Taking sick students to hospital at night. Yes () No ()
- c) Others

Explain

.....

.....

.....

.....

22. Finances

- a) Is the MOEST fees guidelines realistic?
Yes () No ()

Explain your opinion

.....

.....

- b) If no which vote heads in your opinion should be adjusted

.....

.....

.....

- c) What percentage of your students pay school fees on time

More than half	Yes () No ()
At least ½ of them	Yes () No ()
Less than half	Yes () No ()
Others (explain)	Yes () No ()

d) Are fees defaulters willing to pay after they leave schools
(after sitting for KCSE)

Yes () No ()

Explain

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

e) If no does the school have any way of recovering such
money.

.....
.....

23. Does the school have any income generating projects?

Yes () No ()

If yes specify

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

b) Approximately how much money does the school raise from the
income generating projects per year.

24. Major problem

What are the major problems in your school. Please comment if any
of the problems is related to government policies.

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

25. Given a chance would you opt to head a day school or remain in a boarding school.

a) I would like to remain in a boarding school. ()

b) I would prefer to head a day school. ()

Please give reasons for your answer.

.....

.....

.....

GENERAL INFORMATION

1. Sex

Male

Female

2. Marital status

Married

Single

3. How long have you been in the country?

4. Do you have any children?

5. How many of your children are currently in school?

6. How many of your children are currently in boarding school?

7. How many of your children are currently in day school?

8. How many of your children are currently in technical school?

9. How many of your children are currently in vocational school?

10. How many of your children are currently in university?

11. How many of your children are currently in college?

12. How many of your children are currently in high school?

13. How many of your children are currently in middle school?

14. How many of your children are currently in elementary school?

15. How many of your children are currently in primary school?

APPENDIX C: TEACHERS QUESTIONNAIRE

This research is meant for academic purposes it will attempt to find out the constraint in the implementation of government policies in Public Boarding Secondary Schools in Murang'a district. Kindly you are requested to provide answers to these questions as honestly and precisely as possible. Responses to the questions will be treated confidentially.

GENERAL INFORMATION

1. Sex

Male ()

Female ()

2. Marital status

Married ()

Single ()

3. Age in years 25-34 () 35-44 () 45-55 ()

4. Teaching experience ()

5. Number of years in the current responsibility

What is your main responsibility

.....
.....

Were you inducted in anyway? Yes () No ()

Explain

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



ISSUES ON STUDENT MANAGEMENT

6. What major challenges do you face in the line of your duty

.....
.....

7. What are the main complaints from students

.....
.....

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

8 Do you think students are justified to complain?

Yes () No ()

Explain your answer

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

9. Do you think the government is adequately dealing with the problems and issues affecting the management of boarding schools?

Yes () No ()

Explain your answer.

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

10.Suggest ways that you think would improve the general management of boarding schools.

.....
.....

APPENDIX D: OBSERVATION SCHEDULE

1. Distance from the school to the main road and nearest town
.....
.....
2. State of buildings in the school including the offices dormitories,
dining hall.
.....
.....
3. Number of classrooms
.....
.....
4. Number of laboratories
.....
.....
5. Availability and stocking of the school library
.....
.....
6. Play fields
.....
7. Students discipline
.....
.....
8. State of the school compound in general
.....
.....
9. Area around the school
.....
.....
10. On going physical development
.....
.....

11. Any other area of interest

.....

.....

.....

.....

.....

APPENDIX E: STUDY WORK PLAN

Month (year 2004)	Activity
August – December	Problem identification
January – May	Draft proposal and refinement
June	Data collection
July	Data analysis and Draft project
August	Refinement and submission of the project report.

APPENDIX F: RESEARCH BUDGET

Item	Amount (Kshs)
Travelling	4,000
Preparation of questionnaire and interview schedule	8,000
Proposal preparation	10,000
Project preparation	20,000
Contingencies	10,000
TOTAL	52,000

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MOEST 13/00L/35C 263/2

6th June, 2005

Kirungu Peter Kirika
P.O. 43844
NAIROBI

Dear Sir

RE: RESEARCH AUTHORIZATION

Reference is made to your application for authority to conduct research on "Constraints in the implementation of Government Policies in Public Boarding Secondary Schools". I am pleased to inform you that you have been authorized to carry out research in Public Boarding Secondary Schools in Murang'a District for a period ending 30th August, 2005.

You are advised to report to the District Commissioner, the District Education Officers and the Principals of the Public Secondary Schools you will visit before embarking on your research project.

Upon completion of your research, project you are expected to submit two copies of your research report to this Office.

Yours faithfully


B. O. ADEWA
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