

**SCHOOL LEVIES AND THEIR EFFECTS ON
ACCESS AND RETENTION SINCE THE
INTRODUCTION OF THE SUBSIDIZED
SECONDARY EDUCATION IN NYANDARUA NORTH
DISTRICT, KENYA**

BY

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DECLARATION

Declaration by the Student

This thesis is my original work and has not been presented to any university for an award of any other degree or program

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DEDICATION

This work is dedicated to my wife whose understanding, love and support enabled me to complete it. Special dedication to my children Terry-Ann and George. Dedication is also to my dad, mum, sisters and brothers who encouraged me when I was down.

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ABBREVIATIONS AND ACRONYMS

AGMs	:	Annual General Meetings
ASAL	:	Arid and Semi-arid Lands
BOG	:	Board of Governors
CDF	:	Constituency Development Fund
CEOs	:	Chief Executive Officers
DEB	:	District Education Board
DEO	:	District Education Officer
ECDE	:	Early Childhood Education Development
EFA	:	Education for All
FDSE	:	Free Secondary Day Education
GER	:	Gross Enrollment Rate
GDP	:	Gross Domestic Product
GoK	:	Government of Kenya
IPAR	:	Institute of Policy Analysis & Research
KCSE	:	Kenya Certificate of Secondary Education
KESSP	:	Kenya Education Sector Support Programme
KIPPRA	:	Kenya Institute of Public Policy Research & Analysis
MDGs	:	Millennium Development Goals
MOE	:	Ministry of Education
MOEST	:	Ministry of Education, Science and Technology
NER	:	Net Enrollment Rate
NGOs	:	Non Governmental Organizations.
OECD	:	Organization for Economic Co-operation and Development
PTA	:	Parents/Teachers Association
SAPs	:	Structural Adjustment Programs
SEBF	:	Secondary Education Bursary Fund
SSA	:	Sub-Saharan Africa
TIVET	:	Technical Industrial vocational and Entrepreneurial Training
UPE	:	Universal Primary Education
UNESCO	:	United Nations Educational Scientific and Cultural Organization

ABSTRACT

The study sought to establish the school levies charged in secondary schools in Nyandarua North District and how the levies affected access and retention since the introduction of the subsidized secondary education policy. The objectives of the study were to: assess the appropriateness of fees guidelines provided by The Ministry of Education (MOE) in addressing the financial needs of secondary schools in Nyandarua North District, document the various school levies charged in secondary schools in Nyandarua North district, find out how school levies affect student access and retention in the secondary schools and to determine possible strategies to deal with the problem of school levies in Nyandarua North District. The study adopted a descriptive survey design. The population for the study was all the 24 secondary school principals and 168 class teachers in the district and The District Education Officer (DEO) Nyandarua district. A study sample of 10 principals (42%) and 40 class teachers (24%) were selected through stratified sampling and simple random sampling techniques. The study instruments included questionnaires for the school principals and class teachers, interview schedule for the DEO and document analysis in the sampled schools. Test-retest method was used to test the reliability of the questionnaires while validity of the instruments was determined through guidance from experts who included the supervisors. Data was coded and keyed in the computer for analysis using the Statistical Package for Social Scientists (SPSS). Qualitative data was analyzed thematically according to objectives and presented in narration form according to objectives. Quantitative data were analyzed by use of descriptive statistics such as averages, percentages, mean and range. The findings were presented using frequency distribution tables, bar graphs, line graphs and pie charts. The study revealed that MOE fees guidelines fell short of addressing financial needs of secondary schools in Nyandarua North District. It was also found out that secondary education costs remain high despite the government subsidy of Kshs 10,265. This was because of variety of school levies charged in the secondary schools. Notable effects of school levies on access and retention in the secondary schools was absenteeism, transition from primary to secondary education and drop outs which affected poor households. The study recommended that the government should increase the subsidy particularly targeting the extreme poor cases. Schools should also initiate and diversify income generating activities. The schools should also partner with well wishers who include NGOs and old students to assist in funding development projects. Schools should also procure food stuffs at the right time e.g. during harvest time when supply is high in order to attract low prices. It was expected that the study would provide the education policy makers with information showing how school levies influence access and retention in secondary education despite abolition of tuition fees. This would enable the policy makers and other educational stakeholders to come up with policy options for further relieve of cost-burden to poor households. The study would also be significant to educational institutions in coming up with ways of mobilizing more funds to meet the high costs of secondary education. The findings would also be important for the policy makers in exploring cost saving measures instead of always reverting to school levies. These measures would help in improving the internal efficiency in secondary education.

CHAPTER ONE

INTRODUCTION

1.1 Introduction

This chapter dealt presents background of the study, problem statement, purpose of the study, objectives and research questions. The assumptions of the study, limitations and de-limitations and significance of the study are also discussed. The chapter also presents the theoretical framework, conceptual framework and definition of central terms.

1.2 Background of the Study

The Government has continually expressed the need to expand secondary school education since independence. The first development plan in Kenya (1964-1969) indicated the need to expand education and noted that education and national development are so closely related in a developing country, that it is almost impossible to speak of one without the other. (Republic of Kenya 1964a: 305)

Examples of social benefits of education are; increased output from educated and well trained workers, enhanced social cohesion and informed citizens who can participate in the political affairs of the state and self sufficiency in trained human resources. On the other hand, individual / private benefits of education include; securing a well paying job, promotion in one's place of work, increased lifetime earnings, job security and transfer earning by parents from their employed children.

Universal Primary Education (UPE) was identified as the first of three long term goals for Kenya's educational programme. The other two were to ensure access to secondary and tertiary education to train people in order to meet man power needs in the country. The

government showed commitment to secondary education in 1970's by scrapping form V and form VI fees in low cost schools and reducing fees in what were high cost schools formerly accessed by Europeans only.

By 1980, provision of secondary education in Kenya had expanded rapidly particularly due to subsidized government secondary system and the growth of Harambee (self-help) community schools. In 1981 40% of enrollment was in government schools, 20% in government assisted Harambee schools and un-aided Harambee schools and the remainder in church or private schools (Armitage & Sabot 1987: 591). This shows that state secondary was the system of preference.

Armitage and Sabot (Ibid) attribute this to higher subsidies in government schools (Kshs 2,071 per student per annum) than Harambee schools (Kshs 227 per student per annum) and thus the costs borne by households was much smaller in the government system, that is, Kshs 1,557 per student per annum compared to Kshs 2,460 in Harambee schools. Moreover government schools appeared to be of higher quality for example better educated teachers, smaller classes, more text books and better physical facilities. In the self-help (Harambee spirit) there was a partnership between the state, households and communities.

As the secondary school education expanded, costs on the other hand were rising. Republic of Kenya (1976) noted that there were rising costs of education which if went unchecked would in time have consumed the entire government recurrent budget leaving too little or no resources to finance other services and directly productive activities.

The government introduced cost sharing policy through Sessional Paper No. 6 of 1988 as part of the Structural Adjustment Programmes (SAPs) proposed by the World Bank. As a result, a heavy burden of education was transferred to the many poor households. This can be associated to decline of secondary schools Gross Enrollment Rate(GER) from 29.4% in 1990 to 22% in 2000(Oketch & Rolleston, 2007). The completion rates declined from 86.4% in 1990 to 77.8% in 2000 as shown in Table 1.1

Table 1.1: Secondary Schools Completion Rates by Sex (%).

<i>Year</i>	<i>1990</i>	<i>1991</i>	<i>1992</i>	<i>1993</i>	<i>1994</i>	<i>1995</i>	<i>1996</i>	<i>1997</i>	<i>1998</i>	<i>1999</i>	<i>2000</i>
Boys	86.7	78.5	82.3	70.7	82.3	76.2	95.8	88.6	85.8	87.0	79.8
Girls	86.0	77.0	85.0	66.6	81.9	78.2	94.9	87.9	83.1	75.1	75.5
Total	86.4	78.2	83.4	68.9	82.1	77.1	95.4	88.3	84.5	76.6	77.8

Source: MOEST (2001) cited in Orodho (2003)

The table shows that between 1990 and 2000, the completion rates were generally declining. The girls dropped more points (10.5) in the period compared to the boys (6.9).

To counter the dropout rates, the government introduced Secondary Education Bursary Fund (SEBF) in financial year 1993/94. The bursary fund allocation in the national budget increased from 25 million in 1993/94 to 800 million in 2007/08 financial year (Oyugi, Riechi & Anupi 2008). Some of the limitations of the bursary fund are noted as; low budgetary allocation, delay in disbursement, huge amounts remained unallocated, inadequate monitoring mechanism and lack of consistency, that is, students would be given first batch of bursary only to miss the subsequent. It is therefore notable that despite the noble idea of the bursary scheme, its aim of increasing access and retention to the needy students has not been accomplished effectively.

In 2005, the government published Sessional Paper No.1 on education which was intended to lower costs and to provide instructional materials to the needy public secondary schools while encouraging parents and communities to provide infrastructure and operational costs. A task force was formed to establish ways of providing affordable secondary education. The task force suggested the introduction of tuition waiver/subsidy but noted likely challenges such as sustainability, ineffectiveness (schools have often ignored government policies on educational costs) and politicization (IPAR, 2007).

Subsidized secondary education was launched on 20th February 2008 with objectives of enhancing access to secondary school education through support for tuition and operational accounts. This led to increase in enrollment in public secondary schools from 1.37 million in 2007 to 1.47 million in 2008 (KIPPRA,2009). The Ministry of Education provided fees guidelines to be followed by secondary school management as shown in Table 1.2

Table 1.2: Secondary School Fees Guideline under Government Subsidy

Vote head	GOK subsidy Per students (Kshs)	Parents fees in Boarding Secondary schools(Kshs)	Total (Kshs)
Tuition fees	3,600	_____	3,600
Boarding, equipment and stores	400	13,034	13,434
Repairs, maintenance and improvement	400	400	800
Local, travel and transport	400	500	900
Administration cost	500	350	850
Electricity , water and conservancy	500	1,500	2,000
Activity fees	600	_____	600
Personal emolument	3,965	2,743	6,708
Medical	300	100	400
Total	10,265	18,627	28,892

Source: Education insight, issue No.19: Dec 2008-jan 2009

From the above table, it is noted that the major beneficiaries of subsidized secondary education are students in day public secondary schools. District, provincial and National schools are required to charge boarding fees that reflect the cost of living in their respective areas but not to exceed Kshs18,627. Parental obligations include; school uniforms, boarding related costs, lunch fees for day schools and development projects fees upon approval by District Education Board (DEB) in consultation with Board of Governors (BOG) and Parents Teachers Association (PTA) (Education insight, issue 19: Dec 2008- Jan 2009).

Though some school levies are inevitable in secondary education, others are considered non essential. IPAR (2007) categorizes items in secondary schools fees structure as essential needs and non-essential (luxury). Essential needs include school equipments and stores, repair and maintenance, personal emoluments, activity fees, electricity and water and conservation. Examples of non-essential needs include local transport/travel, laundry, Kenya Certificate of Secondary Education (KCSE) examinations, Parents Teachers Association (PTA) funds, contingencies, project and caution money. MOEST task force on student unrest in secondary schools (2001) also noted that some schools overburden parents by charging teacher motivational levy. The task force recommended that such contribution should be voluntary. IPAR (ibid) recommended that as much as possible, all public secondary schools should be prohibited from seeking fees payments for the non-essential needs in order to make secondary education more affordable and expand access.

1.3 Statement of the Problem

School levies have sky-rocketed the costs of secondary education leading to exclusion of many needy students. There has been increasing concern by parents that some head teachers are arbitrarily increasing school fees and introducing levies ignoring the MOE fees guidelines (Daily Nation, 8th Jan 2009). Most of these levies are imposed and hiked regardless of parents' ability to pay (Njeru & Orodho, 2003). Kenya Education Sector Support Programme (KESSP) 2005-2010 has also noted some of the causes of decline in secondary school enrollment is due to extra expenses for private tuition, school uniforms and development levies.

As the economy shrinks and inflation bites, many households are finding it difficult to meet the extra costs despite the Kshs 10265 per student annual subsidy in public secondary schools (Education insight, issue 19:dec 2008/ Jan 2009).

The government has reiterated that no head teacher has power to increase school fees or impose levies without consultation with BOG and DEB. However, Njeru and Orodho (2003) had found existence of undemocratically ‘stage managed’ Annual General Meetings (AGMs) where decisions are forced on parents regarding school levies.

Republic of Kenya (2009) estimated that more than a half of the school age population is not accessing secondary education. Nyandarua District Development plan (2002-2008) indicates that 27% of the total population lives in absolute poverty. School drop out is a major challenge at all levels since most parents are unable to raise the required money for school fees, books and uniform to maintain their children in schools .Financing secondary education through school levies therefore could be one of the major problems facing secondary education Nyandarua North District.

This study therefore sought to determine the school levies and their effects on access and retention since the introduction of subsidized secondary education in Nyandarua North District.

1.4 Purpose and the Objectives of the Study

The purpose of this study was to determine school levies and their effects on access and retention since the introduction of subsidized secondary education policy in Nyandarua North District.

The objectives of the study were to;

- i. Assess the appropriateness of the fees guidelines provided by the MOE in addressing the financial needs of secondary schools in Nyandarua North District.
- ii. Find out the various school levies charged in secondary schools in Nyandarua North District.
- iii. Find out how school levies affect student access and retention in secondary schools in Nyandarua North District.
- iv. Determine possible strategies for dealing with the problem of school levies in Nyandarua North District.

1.5 Research Questions

The study sought to answer the following questions;

- i. How appropriate are the fees guidelines provided by the government in addressing the financial needs of secondary schools in Nyandarua North District?
- ii. Which are the commonly charged school levies in secondary schools in Nyandarua North District?
- iii. How do the school levies affect students access and retention in secondary schools in Nyandarua North District?
- iv. What are possible strategies to deal with the issue of school levies?

1.6 Assumptions of the Study

This study was carried out based on the following assumptions;

- i. Parents were willing to take and retain their children to secondary schools and the main reason of failure to enroll them was high education costs.
- ii. All the respondents would co-operate and provide the relevant information.

1.7 limitations of the Study

The public secondary schools in Nyandarua District are scattered and the transport network is poor hence it was difficult to access all the schools due time factor and financial implications.

1.8 Delimitation of the Study

The study was confined to public secondary schools since they are the beneficiaries of government funding. The private schools were omitted as they do not enjoy direct government support in the provision of education.

1.9 Significance of the Study

The findings of the study would enable the policy makers and other educational stakeholders in coming up with policy options for further relief of cost-burden to poor households. This is because even with introduction of subsidized secondary education, school levies continue to influence access and retention in secondary schools negatively.

The study findings are also significant to educational institutions in coming up with ways of mobilizing more funds to meet the high costs of secondary education. The findings are also important for the policy makers in exploring cost saving measures instead of always reverting to school levies. These measures would help in improving the internal efficiency in secondary education.

1.10 Theoretical Framework

The study adopted the Classical Liberal Theory. The theory states that social mobility would be promoted by equal opportunity of education. The roots of this theory can be traced back to Rousseau, (1712-1778) who claim that in the ‘natural’ state men were born

equal and personal qualities should not jeopardize social equality so long as society rewards people according to their merits.

There is a widespread belief that by removing economic barriers and making more places available in secondary education, and by increasing attendance in school, ideal conditions could be created to implement the vision of equal opportunity where everybody has access to a kind of education that suits his/her inherited capacity.

There should be a system of financial aid that can set in motion an intensive social mobility by facilitating open competition where the able would get access to careers that they deserve. Through the government policy of subsidized Secondary Education, it is hoped that the poor will get access to secondary education. However, with secondary schools charging levies in the context of poverty levels in the country, many parents may not be able to enroll their children in secondary schools.

This theory was found relevant for this study because school levies discriminates poor families who cannot afford to keep their children in school hence withdrawing them prematurely. This impact negatively in education as far as access and retention is concerned

1.11 Conceptual Frame Work

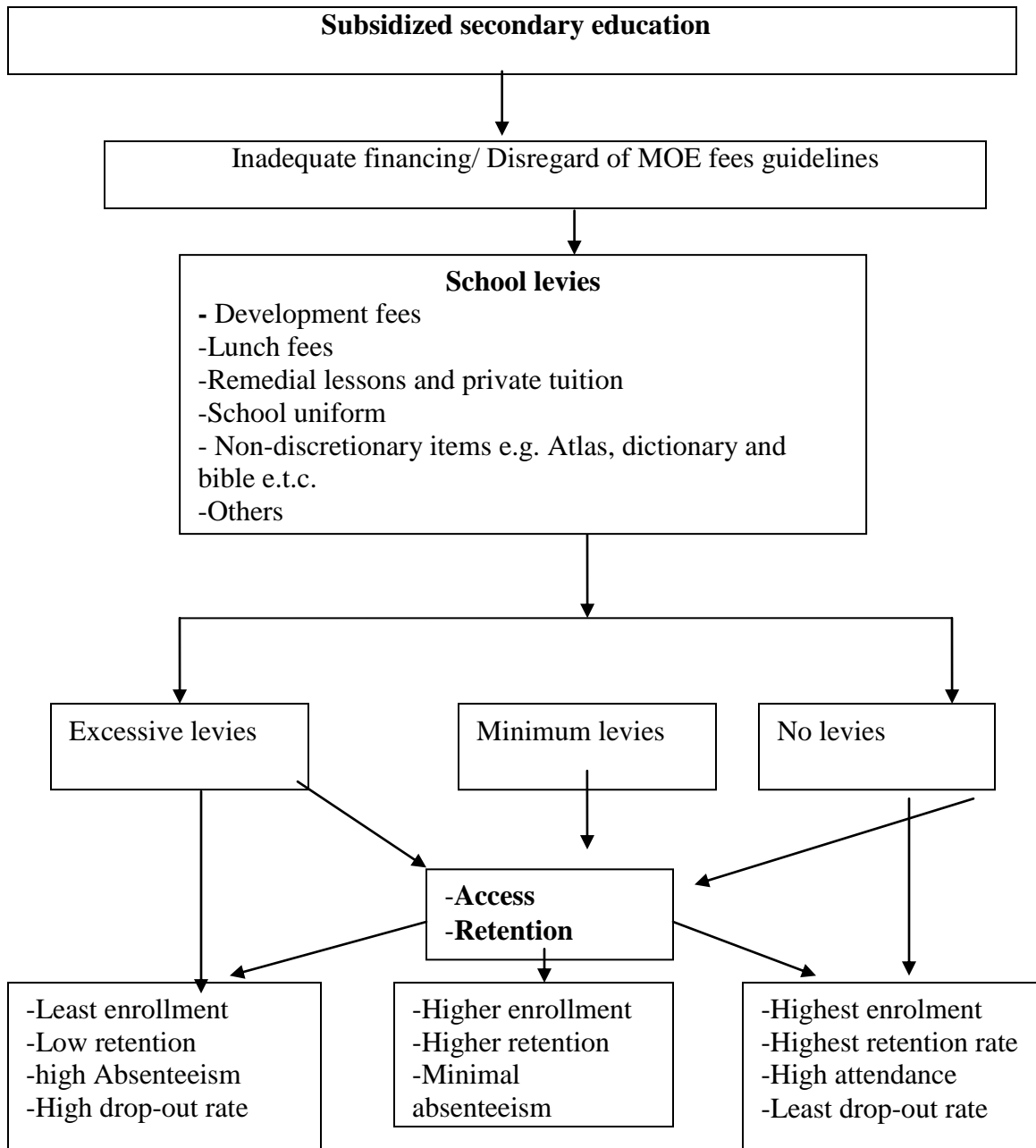
A conceptual framework is a model of presentation where a researcher represents the relationships between variables in the study and shows the relationship graphically or diagrammatically (Orodho, 2009). In this study, the independent variable is school levies

charged under the subsidized secondary education while the dependent variables are access and retention in secondary schools.

Subsidized secondary education was introduced in Kenya in 2008 with an aim of increasing access and retention in secondary education. The MOE issued fees guidelines on the distribution of the Kshs 10,265 offered for each student and required that any additional charges to parents be discussed in AGMs and submitted to the ministry for approval through DEB.

Figure 1.1 shows that subsidized Secondary Education can lead to high enrolment, high retention, high attendance and less dropout. Excessive school levies reduce enrollment and retention significantly because many poor households are forced to withdraw their children from school due to inability to raise the required amount. Minimal or zero school levies lead to improved enrollment and access. High attendance and reduced dropout is also noted when schools charge minimum levies or do not charge at all.

Figure 1.1: The conceptual framework of school levies and their effects on access and retention since the introduction of subsidized secondary education.



Source: Researcher

1.12 Operational Definitions of Terms

Access - Availability of educational opportunities at secondary level for all those who are legible.

Boarding element- this means that a secondary school has boarding facilities and hence all or some students are boarders.

Cost sharing - Partnership and shared responsibility among government, parents and Communities in the provision of secondary school education in Kenya.

Drop out - Refers to any student who abandons a secondary school without completing up to the final grade.

Enrollment - The status of one being officially a member of an educational or a learning institution.

Financing - Meeting the cost of education, namely capital development and recurrent expenditure. Capital development is expenditure on permanent features like building, equipments and desks while recurrent expenditure is on salaries and other running expenses to sustain education.

Harambee - A Kiswahili word that means ‘let us pull together’ or self help.

Mixed day and boarding secondary schools- these are schools where some students are boarders and others are day scholars.

Opportunity cost- An indirect cost of education. Time taken to be in school instead of engaging in gainful employment.

Public secondary schools – these are schools that are run by public funds under the Supervision of the government.

Pure boarding secondary school- this is a secondary school where all the students are boarders.

Pure day secondary school – This is a secondary school without boarding facility and thus all learners attend go home daily.

Principal- This refers to the person in charge of a secondary school. He/she oversees administrative responsibilities of the school.

Retention - Ability of students to remain in school until they complete their school life cycle.

School levies - School charges to households other than tuition.

Subsidized secondary education – Education policy introduced by the government to pay for tuition fees and other administrative costs for all students in public secondary schools. This excludes boarding expenses, lunch programmes and development projects.

CHAPTER TWO

REVIEW OF RELATED LITERATURE

2.1 Introduction

This chapter was concerned with literature review. International financing of education was reviewed followed by financing of secondary education in Kenya. Secondary education access and retention was reviewed and finally a summary of literature review was presented.

2.2 International Perspectives of Secondary School Financing

Education has been viewed as a critical factor in development especially with reference to the development of human resources for social economic development. In this regard, governments all over the world have devoted a large share of public finances to the education sector. According to Briseid and Caillods (2004), OECD countries spend a great deal of resources on their secondary education such that at secondary schools, students cost an amount roughly equivalent to 24% of GDP per capita. To facilitate access to secondary education, no tuition fees are charged in state schools until the end of compulsory education and not often until the end of secondary education.

OECD (2009) note that OECD countries as a whole spend US \$ 8,857 per student each year for primary, secondary and tertiary education. However, spending varies widely among individual countries from US\$ 4,000 per student or less in Mexico, Poland, the Slovak Republic and Turkey to more than US\$ 10,000 in Austria, Denmark, Norway, Switzerland and the USA. Public funding of education in OECD countries is a social

priority accounting for 13.3% of total public expenditure. Countries like Czech Republic have made financing of secondary education more affordable by increasing the teacher load, increasing teacher intensity in terms of the pupil-teacher ratio, merging schools with low enrolment and use of computers in teaching (OECD, 1999). These are cost saving measures meant to reduce recurrent expenditures which can reach alarming rates.

Briseid and Francoise (2004) note that in most OECD countries, families must pay for meals, school supplies, extra-curricular activities and uniforms. Families which can not afford generally receive a scholarship or benefits from a reduction in costs. However, in few countries school meals are free (Finland) or subsidized depending on the resources of the families (France and some states in USA).

Fast growing economies such as Korea, Brazil, India and Indonesia spend 39-50% of their education budget on secondary education while developing economies spend relatively low percentages (KIPPRA, 2009).

Fiske and Ladd (2003) found that, in South Africa a governing body of public schools must take all reasonable measures within its means to supplement the resources supplied by the state. The setting of fees is optional in the sense that a school can impose such fees only when authorized to do so by a majority of parents attending a budget meeting at the school. Children cannot be denied admission for failure to pay the fees, but schools can sue parents for non-payment. However, some parents with extreme low income are exempted from paying such fees.

Rwanda abolished lower secondary education fees in 2006 followed by Uganda in 2007. The two governments were concerned about low transition rates from primary schools to secondary schools due to limited places and high fees resulting in many qualified pupils dropping out after completing primary education (Ohba, 2009). The Uganda government introduced free secondary education with an aim of doubling the number of children continuing in school (Reuters, 19th Feb, 2007). The program was expected to cost 30 billion Ugandan shillings (US \$ 17.15 million). According to Asankha, P and Yamano, T (2011), free secondary policy has increased the student enrollments of public secondary schools in Uganda and girls seem to have benefited more from this new USE policy.

Despite the above initiatives by governments in Sub-Saharan countries, education systems are facing increasing problems of financial nature. Due to severe budget constraints, where the governments extend free education, they often allow the public schools to levy fees for building, sports, school meals, uniforms among others (Ohba, 2009).

2.3 Financing Secondary Education in Kenya

A historical analysis of the patterns and trends of education financing in Kenya shows the existence of partnership between the state, households, communities, NGOs, religious organizations, development partners and private sector (Government of Kenya, 1988). In the 1970s the provision of secondary education expanded rapidly due to the growth of Harambee (self-help) schools which accommodated 25% of the school age cohort by 1980.

Due to poverty of households, the Harambee schools had inadequate facilities such as fewer libraries, unequipped laboratories less text books and equipment. (Ogot & Ochieng,

1995). Mwiria (1990) had also noted that most Harambee schools could not meet their recurrent costs and thus were restricted to cheaper purely academic curriculum. With those shortcomings, the quality of education offered was questionable.

Introduction of cost sharing policy created a heavy burden on households. Communities met the costs of key non-salary inputs like tuition, textbooks and uniforms. The government on the other hand met the cost of specialized equipment, administration and management, bursary and scholarships for the needy students, teacher remuneration in public schools and in-service training (KIPPRA, 2006). Njeru and Orodho (2003) estimated current expenditure in education of between 30%- 44% of household annual incomes (approximately Kshs 24,370 per child in secondary education). 37% of this cost was spent on indirect costs, such as uniforms, books/stationary, pocket money and transport. On average households funding of secondary education was 60% while the government financing constituted 40% as shown in table 2.2.

Table 2.2: Public and Household Financing Ratios, 2003/04 in Kenya

Sub-sector	Public schools		Private schools	
	Government %	Households %	Government %	Households %
ECDE	5	95	0	100
Primary	80	20	0	100
Secondary	40	60	0	100
TIVET	25	75	0	100
University	92	08	0	100

Source: GOK (2005d) cited in KIPPRA (2006)

To counter the negative impact of cost sharing, bursary provision was introduced in 1993 as a way of supporting poor but bright students access secondary school education. According to IPAR (2007), shortcomings of bursary fund include; delay in disbursement, inadequate funds, focus on students already in secondary schools and leaves the cases qualifying for secondary education, inadequate monitoring mechanisms and inconsistency, that is, students are given the first batch only to miss the subsequent. These challenges limit the effectiveness of the bursary scheme in ensuring access and retention in secondary schools.

Despite all these financial constraints, the education sector has been receiving the largest (and rising) share of public expenditure. KIPPRA (2009) notes that education expenditure as a percentage of GDP rose from 6.2% in 2002/03 to 6.5% in 2007/08 financial year. Education expenditure on education is equivalent to 7.0% of GDP which is one of the highest expenditure levels per student out of the education budget in Africa (Republic of Kenya, 2007). However, the bulk of education funds go to recurrent expenditure (mainly payment of wage bills). For instance, 96.5% of the total expenditure was recurrent in 2007/08 financial year up from 91% in the previous year.

Table 2.3 show the percentage education expenditure by sub sector in the financial years 2002/03- 2007/08

Table 2.3: Percentage Education Expenditure by Sub-sector (2002/03- 2007/08 Financial Years) in Kenya

Financial year	ECD E	Primary education	Secondary education	TIVE T	University	Total Recurrent	Total Development
2002/03	0.3	46.2	24.4	1.4	11.3	96	4
2003/4	0.2	57.4	22.5	1.6	11	94.4	5.6
2004/5	0.4	56.1	22.4	2.1	11.8	96.4	3.6
2005/06	0.04	53.6	21.8	2	12.8	93	7
2006/07	0.05	51	22.6	3.2	13.5	90.9	9.1
2007/08	0.04	51.7	27.7	1.7	13.4	96.5	3.5

Data source: KIPPRA (2009)

From Table 2.3, it can be noted that primary education receives the largest share of education just as noted in other Sub-Saharan countries in Table 2.1. Secondary education has the second largest allocation of public funds while ECDE receives the least share. It can also be noted that the recurrent expenditure in the education sector is much higher than the development expenditure. This may partly explain the reason behind charging of school levies in FPE(Sawamura and Sifuna ,2008) and subsidized secondary education policies due to limited funds for development such as building of more classes. Secondary schooling cannot be made universal without requiring massive consumption of the education budget.

In January 2008, subsidized secondary education policy was introduced with the aim of making secondary education accessible and affordable. Every child in public secondary school receives Kshs 10,265 per year. The introduction of FDSE may be attributed to;

1. Government commitment to the achievement of EFA and the MDGs goals with promised to achieve a 70% transition from primary to secondary schools by 2008. Sessional paper No. 1 of 2005 underscores that costs of secondary education are the main reason for low transition rate to secondary schools.
2. A study by the government task force on the possibility of implementing free secondary education.
3. Free secondary education as one of the manifestos of the 2007 presidential campaigns (Malenya, 2008).
4. Imminent rise in the number of students completing primary education.

The Economic survey (2009) states that despite the tuition subsidy, the cost of secondary school education remains prohibitively high due to boarding expenses and other levies which are not catered for by the government grants. Ohba (2009) found that public secondary schools continued to levy fees for lunch, school buildings, boarding fees, remedial and motivational fees among others. Parents are also expected to provide school uniforms, sports kits, and books such as bible, dictionaries and atlas. Gitau (2008) commented that it is common to find many day students at home due to balances from lunch levies. Gitau (ibid) also noted the likely problem of teachers getting lax over normal teaching hours in anticipation of remedial and private tuition which is paid for by the parents.

2.4 Access and Retention to Secondary Education

Enrollment is one measure of access to education. Major determinants of enrolment include; income, schooling costs, presence of schools, community involvement, transportation, education quality and relevance (Raja & Burnett, 2004). Secondary school enrolment rates in Sub-Saharan Africa (SSA) continue to be the lowest in the world. UNESCO (2008) notes that only 25% of school age population was enrolled in secondary schools in 2006 in SSA, and that there were 83 girls only for every 100 boys compared to NER of 40% in secondary schools in Caribbean with 107 girls for every 100 boys. The statistics show that children, particularly girls, in SSA have the lowest opportunity to enroll in secondary schools at their official age. UNESCO (2010) adds that majority of adolescents in school are still enrolled in the primary level in SSA, a case of 39%.

In SSA, one of the greatest challenges of gaining access to secondary education is affordability. Household income is found to be an important factor in determining access and retention in education as schooling incurs a range of costs such as school fees, uniforms, travel and opportunity costs of sending a child to school. Hunt(2008)links household income to a range of factors; when children start schooling, how often they attend, whether they have to temporary withdraw and also when and if they drop-out. Hunter and May (2003) terms poverty as ‘a plausible explanation of school disruption’. Dachi and Gallet (2003) asked a series of questions to parents/guardians about the financial circumstances surrounding children’s school enrolment in Tanzania and virtually all households that responded said that their main barriers to sending children to school was financial and their inability to pay.

Research indicates that direct and indirect schooling costs are important factors in whether children enroll in and attend school (Hunt, 2008). Inability to pay direct costs of schooling was found to be one of significant causes of non-attendance in Ethiopia and Guinea (Colclough et al, 2000 cited in Hunt, 2008). The ability to buy exercise books, pens and the necessary clothing for schools also influence whether children enroll in schools or not (Rose & Al Samarai, 2001).

In the recent years there has been a growing recognition that primary education is an insufficient condition for national economic growth and poverty reduction. For instance, when launching FDSE, president Kibaki noted,

Primary education is not sufficient to provide the quality skilled human resource necessary for our country's sustainable development. Moreover, primary school pupils complete 8 years of schooling when they are too young to engage in productive activities and contribute meaningfully in national building. In addition, children from poor families who fail to join secondary schools because of lack of fees often revert to back to illiteracy, thus reversing 8 years of investment in their primary education. It is for this reason that my government undertook to implement the free secondary education programme this year. (Kibaki, 2008, par3).

It can be noted that governments assume that abolition of fees would enable the poor to gain access to education. However, as noted earlier, due to financial constraints, governments in SSA are not able to fully fund the secondary education hence allowing schools to charge levies as may be deemed relevant and approved by Ministry of education.

Studies on FPE show that there has been massive increase in enrolments in response to removal of school fees. For instance, following implementation of FPE in Kenya in 2003, the NER grew by 22.3% (Oketch & Rolleston, 2008). However, Sawamura and Sifuna (2008) found that schools still collect fees and/or levies skillfully from parents for their survival and hence many children are unable to gain access to primary education despite the governments' intervention of abolishing fees. Rose (2002) cited in Ohba (2009) in a study of UPE in Malawi shows that despite the abolition of school levies and failure to insist on school uniforms, parents were still required to incur expenses for exercise books, pens and clothes. Also despite abolition of school fees in Ghana, some schools introduced indirect fees to compensate the lost revenue. Indonesia free Basic education policy introduced in 2005 provides incentives for schools to eliminate fees but allows them to opt out while in Sierra-Leone uniforms double the cost associated with fees (UNESCO, 2010)

The literature review shows that the abolition of fees has not been enough to ensure access for the poor as many schools continue to levy fees. Raja and Burnett (2004) concur by noting that fees abolition can bring large numbers of children into school, but cannot keep them and that indirect cost can be an even greater obstacle than fees.

The Kenya Economic Review (2009) shows that between the years 2002 and 2007, access to education increased at all levels but still many children were at home.

In 2007, the national secondary schools NER was 24.2, implying that about 75.8% of the secondary school age population were not enrolled in secondary schools. North Eastern province had the lowest NER at 4.3% while Central province recorded the highest at 33.3

%(Ibid, 2009). This is a clear indication of regional disparity in education access. The Kenya vision 2030 proposed the following measures to reduce inequity in access in the secondary sector; increasing the number of boarding schools in ASAL areas, establishing mobile schools in ASAL areas, financial support programs to vulnerable groups, education campaign against retrogressive cultures and strengthening special education by integrating it into the regular system.

Economic survey (2009) indicates that there was a substantial increase in enrolment by 17.1% to 1,382.2 thousands in 2008. The increase was mainly recorded in day schools that required minimal levies to cater for development and lunch only. The GER increased from 38.0% in 2007 to 42.5% in 2008.

Table 2.4: Enrolment in Secondary Schools by Form and Sex in the Years 2004-2008 in Kenya

GRADE	2004		2005		2006		2007		2008	
	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls
Form 1	146,645	127,057	139,469	124,834	161,588	137,873	170,650	143,045	207,212	180,461
Form 2	124,585	114,053	122,867	109,471	132,105	119,077	173,165	149,840	196,500	163,164
Form 3	117,975	105,118	120,912	107,770	120,978	115,443	157,572	134,793	181,775	155,798
Form 4	101,301	89,416	110,909	98,367	131,491	111,615	137,304	113,869	161,026	136,275
Total	590,506	435,643	494,157	439,992	546,072	484,008	638,690	541,577	746,513	635,698
Grand total	926,149		934,149		1,030,080		1,180,267		1,382,211	

Source: Economic Survey 2009, GOK

Table 2.4 shows an increase in enrolment by 49.2% from 2004-2008. According to Lewin (2004), increase in enrolment in the secondary sector also depends on the increase in pupils completing the last grade of primary education. The Kenya Economic report

(2009) indicates that primary completion rates increased from 56.9% in 2002 to 75.0% in 2007. Therefore, the increase in enrolment in secondary education can be attributed to introduction of FPE in 2003 and subsidized secondary education in 2008. The female enrolment for the period is 46% on average. Despite increase in enrolment, more than a half of the school age population is not accessing secondary education due to the boarding expenses and other secondary school levies as noted earlier.

Transition rates from primary to secondary schools increased from 41.7% in 2002 to 59.9% in 2008 but secondary completion rates decreased from 92.1% to 87.5%. The transition rate from secondary to university education also declined from 6.3% in 2002 to 4.4% in 2006/07 which is far below the target of 15% as stipulated in vision 2030 (Republic of Kenya, 2007). The decline in completion rates for secondary education and the decline in transition rate from secondary to university should be addressed.

Republic of Kenya (ibid) attributed a limiting factor to enrolment at secondary level as availability of facilities. For instance there were 4,215 secondary schools to cater for about 3.2 million school age children. The vision 2030 proposed construction of additional 560 secondary schools by 2012.

2.5 Summary of the Literature Review

The literature review revealed that governments all over the world commits large share of national budget to education. Primary education receives the largest share of education budget in most developing countries.

SSA countries have recognized the role of secondary education in economic development and thus several countries including Rwanda, Uganda, South Africa and Kenya have initiated fee free policy. However, due to high cost of secondary education coupled with

budgetary constraints, the government funding for secondary education is inadequate. The governments are therefore flexible in fees legislation and often allow schools to levy some charges to households such as lunch fees and development fees. In Kenya the MOE issue fees guidelines to be followed in case of introducing school levies. In some instances, schools just defy orders and charge levies on non-essential needs such as over ambitious projects like bus and multi-purpose halls. Despite this, literature review on FPE shows negative impact of school levies on access and retention in primary schools.

Statistics shows improvement in secondary schools access between 2002 and 2007 while at the same time indicating that a great percentage of Kenyan school age population is not accessing secondary education despite the abolition of fees. The literature review shows that secondary education cost is a major determinant of enrolment in developing countries where households' per capita income is low and hence residual value to be spent in education is usually very low.

Limited studies have been carried out on school levies and their effect on access and retention under the subsidized secondary education policy. It is in this light that this study was carried out in order to document the common school levies charged in secondary schools in Nyandarua North District and how they affect the subsidized secondary education policy regarding access and retention.

CHAPTER THREE

RESEARCH METHODOLOGY

3.1 Introduction

This chapter presented the study design, locale, target population, sample and sampling technique, construction of research instruments, piloting procedure, data collection procedure and data analysis.

3.2 Study Design

This study adopted descriptive survey design. Lockesh (1984) states that descriptive studies are designed to obtain pertinent and precise information concerning the current status of phenomena and whenever possible to draw valid general conclusion from the facts discovered. Orodho (2009) concurs by stating that, descriptive survey allows a researcher to gather information, summarize, present and interpret for the purpose of clarification. Mugenda and Mugenda (1999) also noted that surveys can be used in explaining or exploring the existing status of two or more variables at given point in time.

It is against this background that this descriptive survey was found appropriate in establishing school levies and their effects on access and retention since the introduction of subsidized secondary education in Nyandarua North District.

3.3 Study Locale

The study was conducted in Nyandarua North District in Central Province of Kenya. Nyandarua North District was curved from the larger Nyandarua District which lies between latitude 0°8' North and 0°50' South and between 35°13' East and 36°42' West.

The main economic activity is peasant farming in pieces of land averaging two acres. Crops grown include maize, beans, peas, potatoes and vegetables. Dairy farming through Zero grazing is also practiced. Nyandarua North district has a minimal rainfall to support agriculture. Nyandarua District Development plan (2002-2008) indicates that 27% of the total population lives in absolute poverty. This means that about 27% of the people cannot meet their minimum food requirement which is set at 2,250 calories per day per adult. According to the District development plan, courses of poverty are; poor road network, lack of electricity, water and telecommunication services, in-adequate land where some people are rendered squatters while some own very small farms.

School drop out is a major challenge at all levels since most parents are unable to raise the required money for school fees, books and uniform to maintain their children in schools.

The researcher preferred this area in carrying out the study due to the familiarity and professional interest. According to Borg and Gall (1989), the ideal setting for any study is the one that is directly related to the researcher's interest.

3.4 Population Target

The targeted population was all the 24 public secondary schools principals and 168 class teachers as well as The District Education Officer (DEO) of Nyandarua North District. The principals were targeted because they are CEOs of secondary schools and secretaries to BOG and manage school finances and student personnel among other administrative tasks and hence provided useful information in this study. The class teachers were targeted because they possess useful information about individual students such as

attendance, family background, class performance, repetition and drop-out. The DEO was included in the study because he/she is the closest to MOE. He/ she is a government representative who was in a better position to know the school levies charged in secondary schools and their effects on access and retention in the District. The DEO is in charge of auditing of school funds and inspection of educational facilities.

3.5 Sampling Technique and Sample Size

Stratified random sampling technique was used to select a study sample of 10 schools (42%) out of the population of the 24 secondary schools. The technique was preferred because it took care of the heterogeneity of the schools (boarding, day, mixed boarding, boys and girls secondary schools). Mugenda and Mugenda (2003) observed that for greater accuracy in findings, the number in each stratum should be based on the relative variability of the characteristic under study. There are 2 Boys Boarding secondary schools, 3 Girls' boarding schools, 4 Mixed Boarding and Day secondary schools and 15 mixed Day secondary schools. The sampling fraction is $0.417 (10 \div 24)$. Multiplying the sub-populations by the sampling fraction resulted to a sample of 1 Boys boarding secondary school, 1 Girls boarding secondary school, 2 Mixed Boarding and Day secondary schools and 6 mixed day secondary schools.

Simple random technique using lottery method was used to select the final sample schools from each category of schools (stratum) separately. The researcher wrote the names of selected schools in each stratum in pieces of identical papers, folded in similar manner to conceal the names, put in a tin and shuffled thoroughly to obtain the sample schools for study. This enabled the researcher to come up with the 10 principals (42%) for the study. 4 class teachers in each grade from the sampled schools were selected. In

case of schools with more than one stream, class teachers were selected through simple random technique using lottery method. In total 40 class teachers (24%) were selected for the study. According to Kothari (1985) a sample of 10% to 30% is appropriate for descriptive studies. Mugenda and Mugenda (1999) adds that when the population has similar characteristics a small sample will be representative of the whole population.

Table 3.1: Sampling Grind

Category	Population size	Sample(n)	Percentage (%)
Schools	24	10	42
Principals	24	10	42
Class teachers	168	40	24
DEO	1	1	100
Total	226	51	23

3.6 Construction of Research Instruments

This study used questionnaires, interview schedules and document analysis.

3.6.1 Principals' Questionnaires

These questionnaires were used to solicit information from the principals. The principals are the Chief Executive Officers (CEOs) of secondary schools hence manage school finances and student personnel among other administrative tasks. The principals' questionnaires enabled the researcher to gather information on school levies charged, enrollment before and after introduction of subsidized secondary education policy, rates of drop-out, repetition rates and frequencies in which students were sent home for fees. The questionnaires were both open-ended and close ended. Open ended questionnaires

gave the respondents the freedom of expressing their views while the close ended ones facilitated consistency of certain data from all the respondents.

3.6.2 Class Teachers' Questionnaires

The class teachers were also selected because they possess the actual records for individual students in their schools. They also hold important information on absenteeism, drop-out and repetition frequencies. Just like the principals', the class teachers' questionnaires were open ended and close ended.

3.6.3 Interview Schedules

Interview schedule was used to collect data from the District Education Officer (DEO), Nyandarua District. The DEO is significant in approval of school levies to be charged in secondary schools. During the interview the data was collected by writing down the responses. Kerlinger (1973) argues that more people are willing to communicate orally than in writing and therefore, data are obtained more readily in an interview. The purpose of the interview was to supplement the information obtained from the questionnaires.

3.6.4. Document analysis

Document analysis was used to gather data concerning enrollment of students, attendance and school levies charged. The documents analyzed included class registers, schools' census forms, yellow forms from the DEOs office, school fees structures and form one admission letters. Document analysis helped the researcher to supplement information obtained from the questionnaires and interview schedules.

3.7 Pilot Study

Before collecting data for this study, the researcher carried out a pilot study in two randomly selected secondary schools in Nyandarua North District. Four class teachers in forms one to four in each of the two schools were selected to fill the questionnaires. Others included in the pilot study were the head teachers of the selected schools who also filled in their questionnaires. An area Education Officer (AEO) was randomly selected and interviewed. All those who participated in the pilot study were not included in the main study. The pilot study was necessary to determine the validity and reliability of the research instruments. Piloting of both the questionnaires and interview schedule was therefore carried out to detect any weakness such as vague statements in order to take corrective measures. Piloting also helped the researcher to determine whether the respondents understood the questions.

3.7.1 Validity

This was concerned with establishing whether the questionnaire content would measure what they were supposed to measure. The researcher approached the two supervisors independently in order to seek expert judgment on the relevance of the questionnaires developed. Their recommendations were incorporated in the revised questionnaires.

3.7.2 Reliability

Reliability of measurements concerns the degree to which a particular measuring procedure gives equivalent results over a number of repeated trials (Orodho, 2009:182). Therefore reliability is concerned with the consistency of an instrument in obtaining similar results under the same conditions over a period of time. The instruments were tested using test re-test technique. This involved administering the same instrument twice to the same group of respondents in 2 secondary schools in a span of two weeks. From

the two administrations, spearman rank order correlation of 0.823 was computed. Orodho (Ibid) states that a co-relation coefficient of about 0.75 should be considered high enough to judge the reliability of the instrument and the researcher adopted this recommendation.

3.8 Data Collection Procedure

An introductory letter was obtained from the Graduate school through the Department of Educational Management, Policy and Curriculum Studies, Kenyatta University and taken to the Ministry of Higher Education for issue of research permit. The researcher then administered the questionnaires and conducted the interview personally.

3.9 Data Analysis

On completion of data collection and before embarking on compiling and coding the data, the researcher checked for completeness of the questionnaires. The data was arranged and grouped according to the particular research questions.

The coded data was entered in the computer for analysis using the statistical package for social scientists (SPSS). Quantitative data was tabulated and analyzed by use of simple frequencies, percentages and means. Qualitative data was analyzed in narration form according to the objectives. The findings were presented using frequency distribution tables, percentages, bar graphs and pie charts.

CHAPTER FOUR

DATA PRESENTATION, ANALYSIS, AND DISCUSSIONS

4.1. INTRODUCTION

The purpose of this study was to determine school levies and their effects on access and retention since the introduction of subsidized secondary education policy in Nyandarua North District. The analyzed findings of the study are presented in this chapter based on the research questions which were;

- 1) How appropriate are the fees guidelines provided by the government in addressing the financial needs of secondary schools in Nyandarua North District?
- 2) Which are the commonly charged school levies in secondary schools in Nyandarua North District?
- 3) How do the school levies affect students access and retention in secondary schools in Nyandarua North District?
- 4) What strategies can be put in place to deal with the issue of school levies?

4.2. Descriptions of schools involved in the study

Ten secondary schools out of 24 secondary schools (42%) were involved in the study. All the schools are in the rural setting. The schools were selected using Stratified sampling technique with a sampling fraction of 0.417(10/24). This resulted to a sample of six mixed day secondary schools (n=6, 60%), two mixed day (girls boarding) (n=2, 20%), one girls boarding (n=1, 10%) and one boys boarding (n=1, 10%). Table 4.1 below summarizes the descriptions of the sample schools.

Table 4.1: Schools Involved in the Study (n=10)

Name of school	Location	Type	No. of streams
1.Ngaindeithia	Rural	Mixed day(girls boarding)	1
2.Pondo	Rural	Mixed Day	1
3.Baari	Rural	Mixed Day	2
4.Ndivai	Rural	Mixed Day	1
5.Githunguchu	Rural	Mixed day(girls boarding)	2
6.Leshau	Rural	Boys boarding	3
7.Mathingira	Rural	Girls Boarding	2
8. Kagondo	Rural	Mixed Day	2
9.Karagoini	Rural	Mixed Day	2
10. Mukoe	Rural	Mixed Day	1

4.2.1 Descriptions of the Respondents.

The respondents comprised of ten principals (41.6% of 24 principals) and 40 class teachers (24% of 164 class teachers) from the sampled schools and the DEO Nyandarua North District.

4.3. Appropriateness of the Fees Guidelines Provided by the Ministry of Education.

The researcher gathered data on the procedure of approval of school levies as required in the fees guidelines provided by MOE. According to the DEO, the schools are required to hold AGMs where the parents discuss on proposed PTA projects and levies after which the BOG presents the minutes to the DEB. The DEB normally meets twice in the year (at

the beginning and at the end of the year) to approve school levies for schools that send proposals. If the project a school wishes to initiate is viable and does not exceed Kshs 2,000 per student per year, the DEB approves the project and the proposed levy.

The researcher sought to find out the views of principals on the procedure of fees approval. The principals' views are presented in table 4.2

Table 4.2: Principals' Views on the Procedure of Fees Approval by MOE (n=10)

Procedure of fees approval	frequency	%
Long	6	60
Moderate	4	40
Short	0	0

Table 4.2 shows that six principals (60%) stated that the procedure of fees approval was long while four principals (40%) stated that the procedure was moderate. None of the principal felt that the fees approval procedure took short time.

When asked whether the procedure of school levies approval affected school financial decisions, seven principals (70%) stated yes, two (20%) answered No while one (10%) did not respond to the question.

The researcher also sought to know how the procedure of approving school levies affected the school financial decisions. The responses were; five principals (50%) stated the procedure delayed collection of fees, four principals (40%) stated that budgeting process was affected while three principals (30%) indicated that the procedure made it difficult to come up with fees profoma /structure at times. Two principals (20%)

identified delayed procurement of goods for the schools as a result of the procedure of school levies approval.

The researcher also sought to establish the views of the principals on the adequacy of the financial support given by the government in running of their schools. All the ten principals (100%) averred that the government subsidy was insufficient and thus had to levy charges to households.

Further, data was gathered on the views of principals on the fees guidelines provided by MOE on how to spend the government subsidy. Table 4.3 shows Views of the principals on the proposed spending of the government subsidy as per the vote heads.

Table 4.3: Principals Views on the MOE Guidelines on How to spend the Government subsidy

Vote Head	<u>Adequate</u>		<u>Inadequate</u>	
	frequency	%	Frequency	%
Tuition Fees	7	70	3	30
Repairs, maintenance and stores	2	20	8	80
Local travel and transport	1	10	9	90
Administrative costs	1	10	9	90
Electricity, water and conservancy	5	50	5	50
Activity Fees	0	0	10	100
Personal Emolument	4	40	6	60
Medical	2	20	8	80

Table 4.3 shows that most principals (70%) indicated that the amount for the vote head for tuition fees as provided in the MOE fees guidelines was adequate. Fifty percent of the principals stated that the amount for the vote head for electricity, water and conservancy was adequate. However, majority of the principals stated that the amount for the other vote heads were inadequate, that is, repairs and maintenance 80%, local transport and travel 90%, administrative costs 90%, activity fees 100%, personal emolument 60% and medical 80%.

The researcher also gathered data on challenges faced by the principals in financing school facilities in their schools. All the ten principles (100%) responded that they faced challenges including; rising of cost of school equipment, in-adequate payment of fees by parents, delayed government subsidies and difficult in transfer of vote heads(virement).

Table 4.4 shows the challenges faced by the principals in financing school facilities

Table 4.4: Challenges Faced by Principals in Financing School Facilities (n=10)

Factor	frequency	%
Rising cost of school equipment	9	90
In-adequate payment of fees by parents	8	80
Delayed Government subsidies	7	70
Virement(transfer of vote heads)	5	50

Table 4.4 shows that nine principals (90%) stated rising cost of school equipment as a challenge in financing school facilities, eight principals (80%) stated inadequate payment of fees by parents, seven principals (70%) stated delayed government subsidies as a

challenge, while five principals (50%) indicated that transfer of vote heads was also a challenge in financing school facilities.

4.4. School Levies Charged in Nyandarua North District.

Data was gathered concerning the school levies charged in the sampled secondary schools. Table 4.5 shows various levies charged in Boarding and day secondary schools.

Table 4.5: School Levies Charged in Sampled secondary Schools Annually.

Levy	Boarding schools		Day Schools	
	lowest (Kshs)	highest (Kshs)	lowest (Kshs)	Highest (Kshs)
Lunch	-	-	4,500	6,000
Remedial Teaching	1,800	5,000	1,500	4,800
School uniform	2,800	4,950	1,500	3,880
Boarding	13,030	18,625	-	-
Caution fees (On admission)	500	500	500	500
Examinations(KCSE)	3,950	4,200	3,950	4,200
Medical	200	300	-	100
Activity	-	300	100	300
PTA Project	1,500	2,000	500	2,000
Students ID (on admission)	120	150	100	150
Total	23,780	35,875	12,700	21,930
*Regular	(16,530)	(26,225)	(7,600)	(13,200)

Some expense items were not *regular. For example, caution money, students ID and school uniform fees were charged to students on admission. However, six (60%) of schools did not provide school uniforms and hence the parents bought them on their own. On the other hand the examinations fees were charged to form four candidates for KCSE.

In table 4.5 above, the totals in brackets show the amount charged regularly on annual basis to parents/guardians.

**Regular- these are amounts charged regularly to enrolled students. The amounts exclude examination fees (form four candidates only), caution money (paid on admission), school uniform fees (paid on admission) and student ID fees (paid on admission)*

A scrutiny of form one admission forms showed that students are expected to report with other items like; English dictionary, atlas, hymn book, Kamusi ya Kiswahili, Mathematical tables, geometrical set, atlas and file. All these approximates to a minimum of Kshs 3,400. Students joining form one in boarding schools are also required to report with bed sheets, blankets, basin, towel, slippers, a plate, spoons and a mug. This approximates to a minimum of Kshs1,595. Minority of schools were also demanding games kit such as T-shirt, rubber shoes and shorts/wrap rounds which approximated to Kshs 500.

As pointed out earlier, the DEB is responsible for approving school levies after parents agree in annual general meetings. According to the DEO no schools charged levies without approval. The schools were also sticking to the maximum of Kshs 2,000 per student per year for development projects as required. The DEO stated that if the cost of project to be undertaken by a school was high such that it would result to students being charged more than Kshs 2,000, the project could be extended for more than one year so that costs can be re-distributed.

The researcher also sought to know whether the parents/guardians found it difficult to pay school levies. All the ten principals (100%) responded to the affirmative. On the

mode of payment, all the ten principals (100%) indicated that parents/guardians pay the school levies on installments. It was also reported that parents/guardians do not pay promptly.

The researcher further sought to find out the reasons for delayed payment of fees. The reasons given for delayed payments were; poverty, presence of other dependants, unemployment, sickness of parents/guardians and believe that secondary education is free. Fig 4.2 shows the views given by principals on reasons for delayed payments.

Fig 4.1: Principals' Views on the Reasons for Delayed Payment of school levies

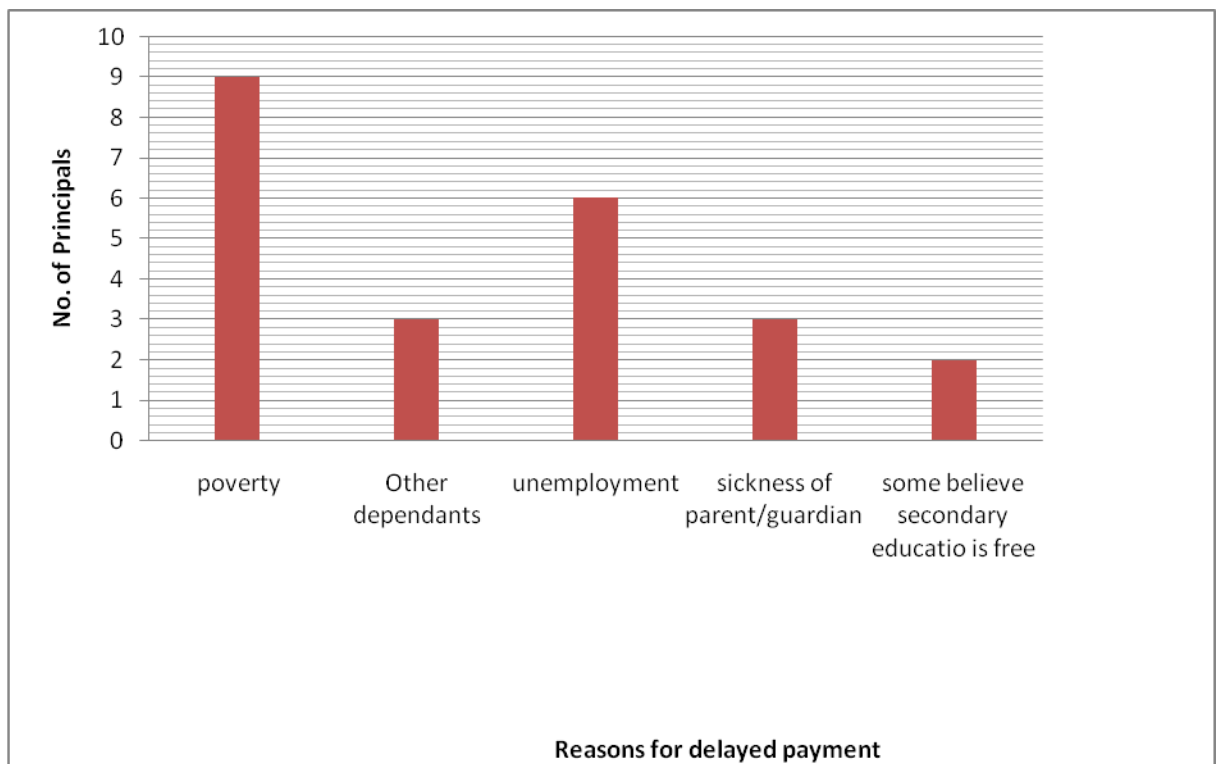


Fig 4.1 shows that Nine principals (90%) stated that poverty was a reason for delayed payment, while six (60%) stated unemployment as a reason. Three principals (30%) identified other dependants and sickness of the parent/guardians as reasons whereas 2

principals (20%) reported that some parents delayed in payment of fees because they felt that secondary school is free.

Data on other sources of finance other than government funding and households was also gathered. It was reported that some schools also source funds from income generating projects, Non-Governmental Organizations (NGOs) and fundraising. These sources of financing applied by secondary schools in Nyandarua North District are presented in Table 4.6.

Table 4.6: Other Sources of Finance used by Secondary Schools in Nyandarua North District (n=10)

Source	frequency	%
Income generating projects	2	20
Non-Governmental Organizations(NGOs)	3	30
Fundraising	3	30
None	5	50

Table 4.6 shows that five schools (50%) secondary schools had other sources of funds other than government and house hold financing. For instance two schools (20%) had income generating projects, three schools (30%) were funded by NGOs while further three schools (30%) had at some point organized fund raising. Five schools (50%) had no other source of financing.

The researcher sought to find out how the principals rated the method of awarding bursary fund through constituency committee. Twenty percent of the principals stated that the method was good, 50 % stated that it was fair while 30% of them (principals) stated the method was poor. On average 8.2% of students in the sample schools received the share of the bursary fund in 2010 which represents a mean of 27 students in each school. However, there was a big variation of number of students given bursary award per school as the standard deviation of bursary award across the sampled schools was 27(SD=27) for the year 2010.

According to the DEO, CDF funds in the district may be offered to schools with an ongoing project. Other sources of financing are OPEC funding in two schools in the district and economic stimulus project in one school which involved construction of classrooms and laboratories. The DEO also said that some schools get financial support from NGOs who funds projects directly to the schools.

4.5. Effects of School levies on Students Access and Retention in Secondary Schools of Nyandarua North District

Data was gathered on enrollment trends since the year 2007 to 2010. This data were required in order to compute repetition rates and drop out rates. Data on absenteeism was also gathered. The researcher also sought to find out the views of principals, class teachers and the DEO on causes of repetition, drop out and how absenteeism affect school programmes.

4.5.1. Secondary School Enrollment in the Sampled Schools in Nyandarua North District.

The researcher enquired from the principals and class teachers on the effect of government subsidy on enrollment in their schools. Ten principals (100%) and 38 class teachers (95%) stated that the government subsidy led to increase in enrollment in their schools. The DEO also stated that the subsidized secondary education led to increase in enrollment in the district.

The researcher also enquired on the effect of school levies on enrollment. Nine principals (90%) and 32 class teachers (80%) stated that school levies led to decline in enrollment. One principal (10%) and 6 class teachers (15%) stated that enrollment remained constant despite school charging levies. The DEO also stated that school levies led to decrease in enrollment especially in boarding schools.

Data gathered on gross enrollment in the sampled schools was presented in Table 4.7.

Table 4.7: Gross Enrollment in the Sampled Schools (2007-2010)

Grade→ Year ↓	Form 1	Form 2	Form 3	Form 4	Total	Graduates	Graduation rates
2007	555	513	437	461	1966	455	98.6
Repeaters →	6	13	7	20			
2008	765	631	543	426	2365	422	99
	19	27	22	25			
2009	739	743	603	495	2580	494	99.7
	12	8	10	17			
2010	739	705	700	584	2728	577	98.8
	10	7	20	33			

NB: First row in each year shows the enrollment in specific grades while the second row shows the number of repeaters in the grade.

Source: compiled by the researcher from Principals Questionnaires and Document analysis of class registers and yellow forms from DEO's office Nyandarua North District.

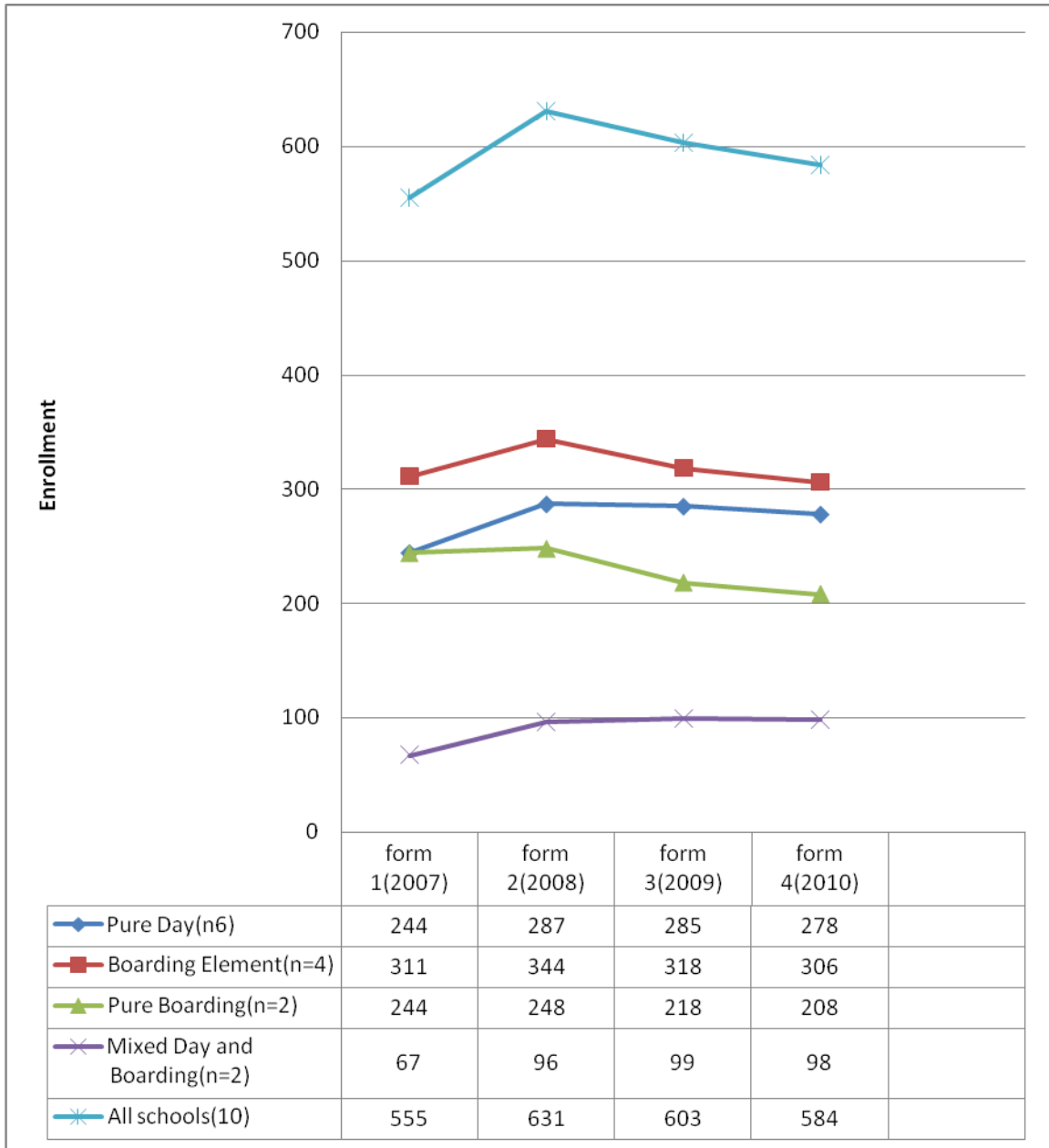
Table 4.7 shows a general increase in enrollment from the year 2008 to 2010. The highest increase in total enrollment (20.2%) was between 2007 and 2008. However, the increase in enrollment in subsequent years was at lower rates. For instance, enrollment increased by 9.1% from the year 2008 to 2009 and further increase by a lower percentage of 5.4 between the year 2009 and 2010. Form one had the greatest increase in enrollment (37.8%) from the year 2007 to 2008 while form four enrollment decreased by 7.6% in the period. Nonetheless, form one enrollment declined by 3.3% from the year 2008 to 2009 and remained constant from the year 2009 to 2010.

The cohort that entered form one in the year 2007 showed an increase in enrollment of 13.9% to form two in 2008. From form two to form three, the enrollment declined by 4.4% while from form three to form four there was a decline in enrollment of 3.2%. For the cohort that completed form four in the year 2009, there was an increase in enrollment by 5.7% from form two to form three while enrollment declined by 8.8% from form three to form four. The cohort that entered form one in 2008 shows a different trend showing only decline in enrollment. For instance, enrollment decreased by 2.9% between form one and form two and also declined by 5.6% between form two and form three.

The researcher also analyzed the data on enrollment of the cohort that started form one in 2007 and completed form four in 2010 by categorizing the schools by type, that is, day secondary schools and those with boarding element. All the types of schools showed an increase in enrollment from form one in 2007 to form two in 2008. For instance, in day schools enrollment increased by 17.6% while in secondary schools with boarding element

there was a 10.6% increase. However pure boarding schools had the lowest percentage increase, that is, 1.6%. From form two in the year 2008 to form three in 2009 all types of schools reported decline in enrollment. Day schools had the least decline by 0.7%, followed by schools with boarding element by 7.5% while pure boarding schools had the highest decline by 12.1%. Similarly, there was a decline in enrollment in all school types from form three in 2009 to form four in 2010. Day schools had the least decrease by 2.5%, followed by schools with boarding element with a percentage decrease of 3.7% while pure boarding schools had the highest decline in enrollment by 4.5%. Enrollment in mixed day and boarding schools follow the trend of day schools as revealed by Fig. 4.2.(ignoring absolute figures)

Fig 4.2: Enrollment of the 2007-2010 Cohort by Type of School



4.5.2. Wastage rates in Sampled Schools in Nyandarua North District.

The researcher further computed repetition rates, Drop out rates and grade retention rates based on the data gathered from the sample schools as presented in table 4.7.

Repetition rate is an indicator of internal inefficiency. The formula for estimating repeater rates was applied, that is;

$$\text{Grade Repeater Rate} = \frac{R_{t+1}^k}{N_t^k}$$

Where N_t^k = Total Enrolment in the Previous Year

R_{t+1}^k = Repeater of the grade in a subsequent year

Table 4.8 shows the rates of Repetition between 2008 and 2010.

Table 4.8: Repeater Rates in the Sampled Schools (%)

Year	Grades(Forms)				Average
	Form 1	Form 2	Form 3	Form 4	
2008	3.4	5.3	5	5.4	4.8
2009	1.6	1.3	1.8	3.7	2.1
2010	1.4	0.9	3.3	6.7	3.1

Table 4.8 shows that repetition rates were higher in 2008 compared to 2009 and 2010. It can also be noted that form four had the highest rates of repetition in the three years compared to the other classes.

Drop out is also an indicator of internal efficiency in the sense that, high drop out rates indicate inefficiency and low dropout rates indicates efficiency. The formula for estimating drop-out rates was employed, that is;

$$\text{GDR} = \frac{N_{t+1}^k - \{(N_{t+1}^{k+1} - R_{t+1}^{k+1}) + R_{t+1}^k\}}{N_t^k}$$

Where: GDR=Grade Drop out Rate

N_t^k = Enrollment of a grade in a previous year

N_{t+1}^{k+1} =Enrollment of the grade in the subsequent year

R_{t+1}^k =repeater of the grade in a subsequent year

R_{t+1}^{k+1} =Repeaters of the subsequent grade in the subsequent year

The computed Grade drop out rates was presented in table 4.9.

Table 4.9: Dropout Rates in the Sampled Schools (%)

Year	Form 1-Form2	Form 2- Form 3	Form 3- Form 4	Average
2009	2.4	4.8	10.1	5.8
2010	4.2	7.5	5.3	5.7

NB: The drop out computed and presented in Table 4.9 is only for 2009 and 2010. The drop out rate for 2008 was not presented because it was found very negligible. This could be due to the fact that subsidized secondary education was started in the year hence increased rare cases of dropouts.

Table 4.9 shows that the highest drop out rate (10.1%) was between form 3 and four 4 in 2009 while the lowest drop out rate (2.4%) was between form 1 and form 2 in 2009. It can also be noted that drop out rates between form 1 and form 2 in the two years is the lowest compared to drop out rates between the other grades. The average drop out rates for the 2009 and 2010 is 5.8% and 5.7% respectively.

Grade retention rate is an index that tries to asses the ability of an educational system to retain students in a given grade in the subsequent grade in a subsequent year. The following formula for estimating grade retention rate was used

$$\text{GRR} = \frac{(N_{t+1}^{k+1} - R_{t+2}^{k+1}) - R_{t+1}^k}{N_t^k}$$

GRR =Grade Retention Rate

N_{t+1}^{k+1} =Enrollment in the subsequent grade and year

R_{t+2}^{k+1} =Repeaters of a grade in the subsequent year

R_{t+1}^k =Enrolment of a grade in a previous year

The computed grade Retention Rates were presented in table 4.11

Table 4.11: Grade Retention Rates in the Sampled Schools (%)

Year	Form 1-Form2	Form 2- Form 3	Form 3- Form 4	Average
2009	97.6	95.2	89.9	94.2
2010	95.8	92.5	94.7	94.7

NB: The Grade Retention rates presented were only for the 2009 and 2010. This is because in the year 2008 cases of drop outs were very negligible because subsidized secondary education was introduced in that year.

Table 4.11 shows that grade retention rate is highest between form 1 and form 2 in the two years. The lowest grade retention (89.9%) rate is between form 3 and form 4 in 2009.

The average grade retention rates in 2009 and 2010 are 94.2% and 94.7% respectively.

Data was gathered from the Principals and Class teachers on the causes of dropout. The causes of drop out reported by principals included; Fees related problems, indiscipline,

pregnancy, truancy, bad influence, marriages, home responsibilities and lack of willingness to learn. The principals' views on causes of dropout are presented in Fig 4.3.

Fig 4.3: Principals Views on Reasons for students Dropout (n=10)

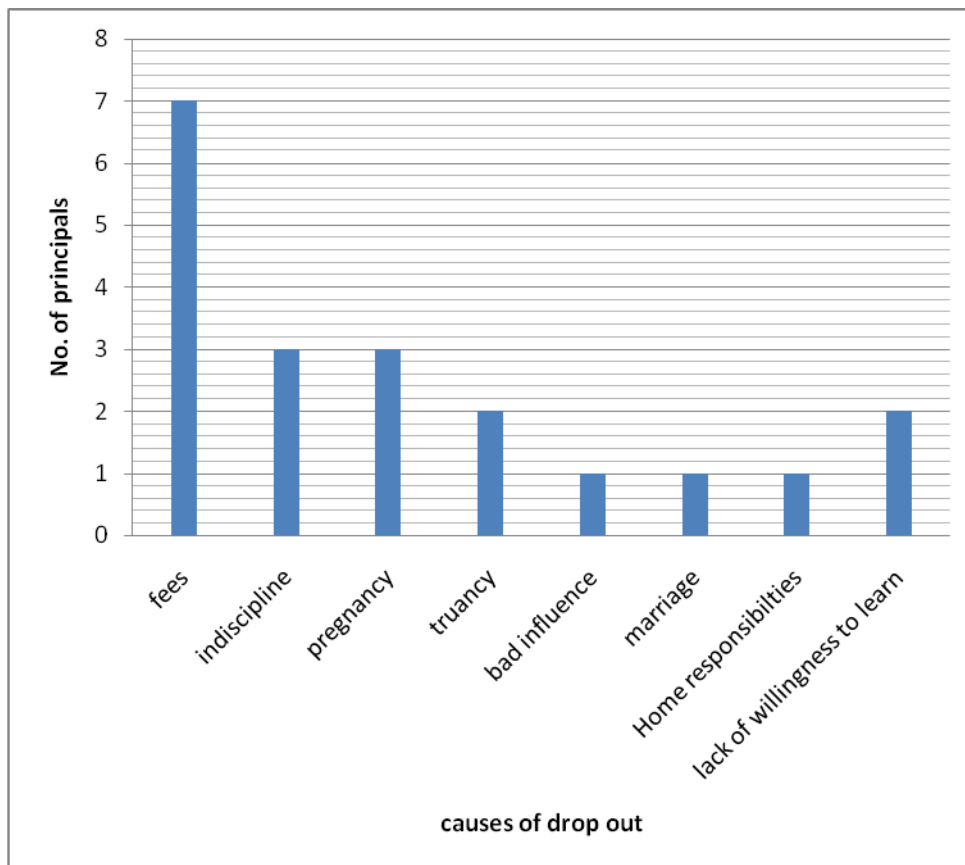


Figure 4.3 shows that seven principals (70%) reported fees (school levies) problems as a reason for drop out. Three principals (30%) stated indiscipline and pregnancy while two principals (20%) stated truancy and lack of willingness to learn as reasons for students'

drop out. One principal each (10%) indicated that students dropped out of school due to bad influence, marriage and bad influence.

On the other hand the class teachers' views on reasons for drop out ranged from fees related problems, indiscipline, pregnancy/early marriages and post election violence. The class teachers' views on causes of dropout are shown in table 4.12

Table 4.12: Class Teachers views on Reasons for Students' Dropout (n=38)

Causes of Dropout	frequency	%
Fees Related Problems	25	66%
Indiscipline	13	34%
Pregnancy/Early marriages	5	13%
Post election Violence	3	7%

It can be noted from Table 4.12 that 25 class teachers (66%) indicated Fees (school levies) related problems as reason why students dropped out of school. Other reasons for dropping out as stated by class teachers were; Indiscipline (35%), Pregnancy/Early marriages (14%) and post election violence (PEV) (8%).

An enquiry on causes of repetition was also carried out. According to the principals the reasons why students repeat are; to improve performance, absenteeism, resuming after pregnancy, sickness during a term and due to missing end of term examinations. The principals' views are presented in table 4.13 below.

Table 4.13: Principals' Views on Causes of Repetition(n=10)

Reason of repetition	frequency	%
To improve performance	8	80
Absenteeism	5	50
Resuming after pregnancy	2	20
Sickness	1	10
Missing end of term exams	1	10

Table 4.13 show that Eight Principals (80%) indicated that students repeat to improve performance. Other reasons for repetition stated were; Absenteeism (50%), resuming after pregnancy (20%), sickness (10%) and missing end of term exams (10%).

According to the class teachers, the causes of repetition are: to improve performance, absenteeism, transfer from another school and due to sickness. The class teachers' views on causes of repetition are presented in table 4.14.

Table 4.14: Class teachers' Views Causes of Repetition (n=38)

Cause of Repetition	frequency	%
Improve performance	17	45
Absenteeism	12	32
Transfer from another school	5	13
Sickness	4	11

Table 4.14 shows that 17 teachers (45%) stated that students repeat in order to improve performance, 12 class teachers (32%) stated that students repeat due to absenteeism, 5

class teachers (13%) stated that students repeat due to pregnancy/early marriages while 4 class teachers (11%) indicated that students repeat due to sickness.

4.3.3. Absenteeism in the Sampled Schools in Nyandarua North District

The researcher gathered data on the frequency in which students are sent home for fees. Seven principals (70%) principals stated that they sent students home for fees on monthly basis while 3 principals (30%) stated they sent students home twice in a term. On the other hand 28 class teachers (74%) stated that students are sent home for fees on monthly basis while 10 class teachers (26%) indicated that students are sent home twice in a term.

The researcher gathered data on approximate duration majority of students sent home for fees take to return to school. The principals and class teachers' responses on duration taken by majority of school to return to school are presented in Table 4.15

Table 4.15: Principals (n=10) and Class Teachers (n=38) Responses on Duration Taken by Students to Return to School from Home due to school levies problems.

Duration taken to return to school	Principals		Class teachers	
	frequency	(%)	frequency	%
In 3 days	2	20	8	21
3-7 days	7	70	26	68
More than seven days	1	10	3	11

Table 4.15 shows that seven principals (70%) indicated that students returns in a week, two principals (20 %) stated in three days while one principal (10%) stated that majority of students report in more than one week. On the other hand the class teachers' responses on duration taken by majority of students to return to school were as follows; twenty six class teachers (68%) stated in a week, eight class teachers (21%) stated in three days while four (11%) class teachers stated that majority of students return to school in more than a week.

The researcher sought to find out from the principals the effects of absenteeism on their schools' educational programmes. the principals indicated that absenteeism affect their schools educational programs in several ways including; failure to cover syllabus in time, poor grades, poor performance in co-curricular activities and teachers are demoralized in teaching half classes.

Table 4.16: Principals Perceptions on Effects of Absenteeism on Educational Programmes (n=10)

Effect	frequency	%
Failure to cover syllabus in time	7	70
Poor grades	6	60
Poor performance in co-curricular activities	3	30
Demoralizes teacher teaching 'half' classes	2	20

Table 4.16 shows that 7 principals (70%) stated that students' absenteeism lead to failure in covering syllabus in time while six principals (60 %) stated that students' absenteeism lead to poor grades in examinations. Other effects of absenteeism are poor performance

in co-curricular activities (30% of principals) and teachers demoralized teaching in half classes (20%).

The researcher also enquired from class teachers on what happened when majority of students were sent home for fees as far as teaching is concerned. Their responses are presented in Fig 4.5.

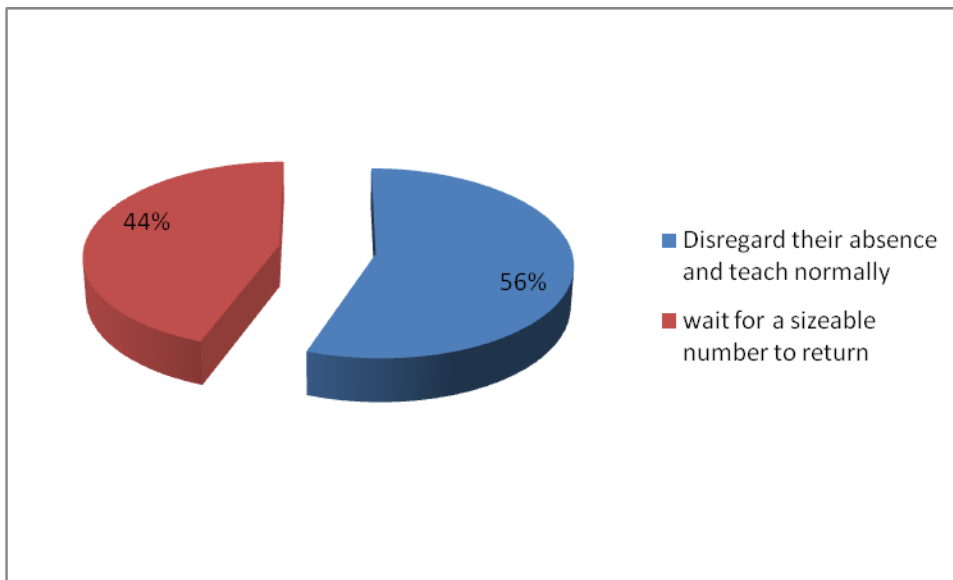


Fig 4.5 shows that twenty class teachers (56%) indicated that they disregard the students' absence and teach as normal while sixteen class teachers (44%) stated that they wait for a sizeable number to report back before teaching commences.

4.6. Possible Strategies to Deal with the Issue of School Levies

To answer this question, the researcher sought the views of DEO, principals and class teachers on what other methods of raising funds other than school levies that the government and schools should emphasize to enable success in education programs.

According to the DEO, the money from the government is not enough though a substantial intervention. He recommended that secondary schools should find ways of mobilizing more funds. For instance, he stated that communities around the schools should be mobilized to support schools. For example, offering resources like land for expansion if possible. The DEO also recommended that prominent community members and well wishers should offer financial assistance for school projects thus reducing levies for development projects. He also suggested that schools should engage in income generating activities. For instance, he recommended cash crop farming and dairy farming for those schools with large farms. This he said would help schools to have a fraction of food required for students and hence reduce the cost burden to parents in form of lunch fees.

The principals and class teachers' responses were grouped in form of similarity. The following are the opinions of class teachers and principals on other methods of raising funds;

- i. School should initiate income generating projects, for example, poultry keeping, rabbit keeping, dairy cows, quarrying and growing of crops.
- ii. The government should increase bursary funding to ensure that all needy students get bursary fund.
- iii. The CDF funds should assist schools in both new and on-going projects.
- iv. The government should increase the free secondary subsidy.

- v. Schools should consider offering scholarships to bright but needy students.
- vi. Schools to encourage formation of old students' organizations where prosperous old students should be invited to assist in schools development programs.
- vii. Schools to try and engage Non Government Organizations for financial assistance.
- viii. Schools to offer labour to willing poor parents with children and deduct school charges for their children from their (parents) pay. For example, in cases of building and maintaining the school compound.

4.7. Discussions of the findings

The first research question sought to find out the appropriateness of fees guidelines provided by the MOE in addressing the financial needs of secondary school in Nyandarua North District.

The study found that the government subsidy is insufficient in running secondary schools and thus schools had to levy extra charges. This implies that the government fees guidelines underestimated the cost of secondary education. Secondary schools were therefore forced to levy charges to parents in order to supplement the government funding. The study also found that the duration taken for approval of school levies affects school financial decisions, for instance delayed collection of fees thereby affecting school budgeting process and procurement of goods and services for the schools.

It was observed that the amount per vote heads as proposed by MOE on spending government subsidy were largely inadequate. For example, it was only tuition fees (Kshs 3600) which was reported by majority of principals (70%) as being adequate. The vote

head for Water electricity and conservancy was viewed by half of the principals (50%) being adequate while the other half viewed the vote head being inadequate. Otherwise, all the other vote heads were deemed by majority of principals as inadequate. For example all the principals (100%) viewed the vote head for activity fees as being inadequate. In fact, a scrutiny of levies charged in schools revealed activity fees were charged across the schools even after MOE indicated that schools should stick to government allocation of Kshs 600 for activity fees. For other vote heads such as local travel and transport and administrative costs, 90% of the principals reported that the government allocation was inadequate. This again denotes the inappropriateness of the fees guidelines on how to spend the government subsidy as proposed by the MOE.

In attempt to assess the appropriateness of fees guidelines provided by the MOE in addressing the financial needs of schools, the researcher had also sought to find the challenges faced by principals in financing school facilities. One of the challenges was that of rising cost of school supplies due to inflation. These findings therefore conform with Otieno (2011) who notes that school administrators were decrying financial difficulties due to the knock on effects of inflation. The findings therefore suggest that the fees guidelines provided by the MOE were not addressing the changing economic conditions. Another challenge faced by principals in financing school facilities was that of the procedure of transfer of vote heads (virement). This is because the principals were required to get authorization from the MOE through the DEB which was a long process. It can therefore be noted that the MOE fees guidelines had limited flexibility in transfer of vote heads. The principals also stated that they faced a challenge of in-adequate payment of fees by parents. This can be associated to the problem of inadequate

government funding which forced schools to levy charges to the parents. The high poverty levels in Nyandarua North district meant that majority of parents could not raise the school levies in time. Lastly, the principals stated that in financing school facilities they faced a challenge of delayed government subsidies. This meant that the schools could at times not have ready finance of buying supplies.

The second research question sought to find out the schools levies commonly charged in secondary schools in Nyandarua North District. The study found that secondary schools charge a range of levies. The common levies are remedial teaching, school uniform, boarding fees (boarding schools), lunch fees (day schools) caution money, examinations, medical fees, activity fees and levies for PTA projects. However, some levies are not regular. For instance, caution money is paid once on admission while examinations fees are paid by candidates for their KCSE. It was also observed that not all schools provide school uniform at a fee. However, school uniforms are compulsory hence parents have to buy them.

In admission to form one, students are also required to report with items such as; English dictionary, Kamusi ya Kiswahili, mathematical tables, geometrical sets, atlas, hymn book and files. These items approximate to a minimum of Kshs 3420. Students joining form one in boarding schools also report with additional items such as two bed sheets, two blankets, a basin, towel, slippers, a plate a spoon and a mug all which cost a minimum of Kshs 1595. Therefore, it costs a student joining form one an average of Kshs 30,747.50 per annum while a student joining form one in a day school pays a an average of Kshs 16,490. The cost of a day school is hence approximately half the cost of boarding school. The study therefore disagrees with Ohba (2009) who found that after the introduction of

free secondary education, the average fees charged for boarding schools were three times the average fees for day schools but agrees with Ohba (Ibid) in the sense that boarding schools are much more expensive than day schools.

The DEO averred that schools were sticking to MOE fees guidelines based on the fees structures presented by schools. However, it emerged that remedial teaching levy were not included in the fees structure but rather on letters given to students to take to their parents/guardians on mid term or closing day to remind them on levies agreed in AGMs. This shows that MOE fees guidelines were largely ignored by the schools. The study thus conforms to IPAR (2007) who stated that schools have often ignored government policies on educational costs with impunity. Sifuna and Sawamura (2008) also found out that under Free Primary Education (FPE) schools skillfully collect fees/levies from parents and try to conceal such payments from government officials. MOE (2007) states that Although the Ministry of Education has set clear fees guidelines implementation and enforcement systems including procurement at school level lacks a strong monitoring framework, hence deficiencies in implementation of fees guidelines.

The study also found that parents/guardians pay the school levies in installments and that they did not pay promptly. The major reasons reported for delayed payment of fees were poverty and unemployment. This study therefore is in agreement with Otieno (2008) who found that financial barriers affected the poor significantly more than the non-poor. Kiveu and Maiyo (2008) also noted poverty as the main cause of delayed payment of fees by parents/guardians in Ndivisi Division of Bungoma District. Another cause of delayed payment of fees was presence of other dependents who put pressure on meager family earnings. It was also found that sickness of parents/guardians led to delayed payment of

school levies. This may be due to the high poverty levels such that the opportunity cost of seeking medical care was payment of school levies. It was further observed that some parents/guardians were reluctant to pay school levies because they believed that secondary education was actually free. This implies that the parents/guardians had misconceptions of what 'free secondary education' meant.

The researcher had also sought to find out other sources of funds available for schools to supplement the government subsidy and school levies. It was found out that bursary fund was awarded to 8.2% of students in the sampled schools in the year 2010. It can be noted that only few students from the district benefited from the bursary fund regardless of the prevailing poverty levels. Oyugi, Riechi and Anupi (2008) in their study on effectiveness of bursary scheme in Nairobi found out that there was Inadequate financing to provide for all eligible and deserving needy students with an estimated 57% of the demand not met. Oyugi (2010) concurs by stating that there is low level of bursary funding compared to demand hence making many stakeholders have negative perceptions about the operations of the scheme.

The researcher also found out that 50% of the sampled schools had no other source of funds other than government and household financing. This was deemed a challenge given that the respondents averred that the government funding was insufficient and that majority of parents had difficulties in raising school levies. The other 50% of schools had other sources of funding from income generating activities, NGOs and fund raising. This was considered a positive step since other sources of funds could supplement the government and house hold financing.

The third research question sought to find out how school levies affect access and retention in secondary schools in Nyandarua North District. It was found that enrollment in the sampled schools increased by 20.1% between 2007 and 2008. The national increase in enrollment in the same period was 17.1 % (Economic Survey, 2009). According to the opinions of principals, class teachers and the DEO, government subsidy played a great role in increased enrollment. However, it was observed that total enrollment in the sampled schools in subsequent years increased at lower rates (i.e. 9.1% between 2008 and 2009 and 5.4% between 2009 and 2010).

It was found that the enrollment for the cohort that entered form one in 2007 increased to form two in 2008 only to start declining from form two to form 3 in 2009 and from form three to form four in 2010. The researcher also found out that the cohort that entered form one in 2008 showed a decline in enrollment from grade to grade. For instance, a decrease by 2.9% between form one and two and 5.6% between form two and three.

The researcher observed that changes in enrollment were different by category of schools. For instance, where there was increase in enrollment, day schools recorded higher percentage than boarding schools. On the other hand, where enrollment was decreasing, day schools recorded a lower Percentage than boarding schools. This can be associated with costs of secondary school education because boarding schools are much more expensive than day schools. Government policies have always emphasized on establishing more day schools to increase access in secondary education as day schools are more affordable than boarding schools. For example, the subsidized secondary education was aimed at increasing access to day schools given that the government does not fund boarding facilities for boarders.

Repetition rates in the sampled schools were generally low. This could be attributed to government policy of automatic promotion where students were not supposed to be forced to repeat based on examination performance. High levels of poverty in the district could also deter parents from allowing their children to repeat because they were unable to incur costs in the same grade twice. For reported cases of repetition it was found out that the main reason students repeated was to improve performance. That explains the reason why higher repetition rates were noted in form four as students looked forward to improve their grades for lucrative careers. Other causes of repetition reported were absenteeism (mainly due to school levies problems), sickness, resuming after pregnancy, transfer from other schools and missing end of term examinations.

Drop out rates were higher than repetition rates. The researcher found out that school levies related problems was a major cause of dropping out of school in Nyandarua North District. Seventy per cent of the principals and 66% class teachers cited school levies related problems as a cause of students dropout. Other causes of dropping out reported were indiscipline, pregnancy, truancy, marriage, home responsibilities and lack of willingness to learn. Several studies have associated education costs to school drop out. Hunt (2008) observed that the cost of schooling (both direct and indirect) is a central reason for dropping out. Kiveu and Maiyo (2008) had also found fees related problems as the main reason why students dropped out of school in Ndivisi division of Bungoma County. As noted earlier poverty levels are high in Nyandarua North District and hence parents/guardians find it difficult to pay for school levies and that is why some of the students eventually drop out of school.

It was found that students were regularly sent home for school levies mainly on monthly basis. It was also found that majority of students took an average of one week to return to school. This implies that majority of students lost an average of fifteen school days (three school weeks in a term accounting to 20% of a term with fourteen weeks). Studies have shown that inability to pay fees of schooling is an important cause of non attendance. According to Hunt (2008) absenteeism and temporary withdrawal from school can both be precursors to dropping out because children fall behind at school and find it difficult to readjust on returning. Lewin (2008) observed that learning achievement is linked to attendance.

The non attendance of students due to school levies problems was found to have various affects on schools' educational programs in Nyandarua North District. Firstly, absenteeism led to failure to cover syllabuses in time thereby leading to backlogs in various grades. Secondly, absenteeism led to poor grades in both national examinations and schools' internal evaluations. This may due to failure to cover syllabus and also the fact that some content could be taught when some students were at home hence difficult in catching up with others. Thirdly, absenteeism led to poor performance in co-curricular activities. This is might due to the fact that students could lack enough time for training and practicing in various sports. Finally, absenteeism was found to reduce morale of teachers as they taught in "half classes". This may be attributed to the teachers' perceptions that they were not teaching all the students and therefore it would be harder to explain future topics especially the ones that require prerequisite knowledge.

The fourth research question sought to find out possible strategies to deal with problem of school levies in Nyandarua North District.

A number of strategies were suggested by respondents. Income generating projects was widely proposed. For example, poultry keeping, rabbit keeping, dairy cows, quarrying and growing of crops. Njeru and Orodho (2003) had also recommended that schools should diversify their income generating activities for example use of school farms. Income generating projects would ensure proper utilization of schools' resources and at the same time reduce the school levies burden among the parents. It was also suggested that the CDF funds should be factored in initiating school projects (the current practice is that CDF funds are offered only for ongoing projects). The CDF funds could go a long way in establishing school projects thereby reducing the development levies paid by households. Another strategy recommended was formation of old students' organizations (alumni) who may be approached to offer financial help especially in development projects. It was also proposed that the schools should partner with NGOs and also find other well wishers/philanthropists to assist in schools development projects. Increasing government subsidy was also mentioned as another strategy to deal with the problem of school levies. This conform to IPAR(2007) who had recommended that on equity grounds secondary education should be fully funded by the state due to social benefits associated with this level of education. Finally the respondents recommended that school should encourage parents/guardians to pay in kind, for example, offering labour or delivering school supplies such as food stuff. This would ensure that the parents who lack market for their produce could sell them to the school and part or all of the money used to pay for school levies. Also due to the problem of unemployment, willing parents/guardians could be encouraged to offer labour when needed in school and hence manage to pay school levies for their children.

CHAPTER 5

SUMMARY, CONCLUSION AND RECOMMENDATIONS

5.1. Introduction

The purpose of this study was to establish school levies and their effects on access and retention since the introduction of subsidized secondary education policy in Nyandarua North District. This chapter contains a summary of the findings and recommendations based on the findings. Further research areas are also suggested.

The objectives of the study were;

- i. To assess the appropriateness of the fees guidelines provided by the MOE in addressing the financial needs of secondary schools in Nyandarua North District.
- ii. To find out the various school levies charged in secondary schools in Nyandarua North District.
- iii. To find out how school levies affect student access and retention in secondary schools in Nyandarua North District.
- iv. To determine possible strategies on how to deal with the problem of school levies in Nyandarua North District.

The study adopted a descriptive survey design. A sample of ten schools (41.6%), ten principals (41.6%), forty class teachers (23.9%) and the DEO (100%) in Nyandarua North District were selected. The sampled schools comprised of six mixed day schools,

two mixed day and boarding schools, one boys boarding and one girls boarding secondary school. The instruments used were; principals' questionnaires, class teachers' questionnaires, document analysis and an interview schedule for the DEO in the district.

5.2. Summary of Findings

The first objective was to assess the appropriateness of fees guidelines provided by the government in addressing the financial needs of secondary schools in Nyandarua North District.

The study found out that the duration taken to approve school levies affects schools financial decisions, For instance, delayed school budgeting process and procurement of goods and services.

The study also found out that most of the vote heads as proposed by MOE on how to spend government subsidy was inadequate. The only vote head reported by majority of principals (70%) as being adequate was tuition fees. Otherwise the vote head for electricity, water and conservancy was reported by 50% of the principals as adequate and the other 50% reported it as inadequate.

It was also found out that when following fees guidelines principals experience challenges such as rising cost of school supplies, inadequate payment of fees by parents, delayed government subsidies and difficult in transferring vote heads.

The second objective was to find out the various school levies charged in secondary schools in Nyandarua North District.

The study found out that secondary schools in Nyandarua North District charge a range of school levies which include:

- i. Remedial teaching and private tuition.
- ii. School uniform (not all schools provide school uniform at a fee nevertheless school uniform is compulsory).
- iii. Boarding fees (charged to boarding students)
- iv. Lunch fees(charged to day students)
- v. Caution money(charged once on admission of a student)
- vi. Medical fees.
- vii. Activity fees.
- viii. Levies for PTA projects. Such projects include; school bus project, building of classroom dining hall, laboratory and water tank.
- ix. Examinations fees to form four candidates.

It was also found that in admission to form one, students reported with items such as; English dictionary, Kamusi ya Kiswahili, mathematical tables, geometrical sets, atlas, hymn book and at least two files. In addition, students joining boarding schools are also required to report with two bed sheets, two blankets, a basin, towel, slippers, a plate, spoons and a mug.

It was found that it cost a student joining form one in boarding schools an average of Kshs 30,747.50 per annum while a student joining form one in a day school paid an

average of Kshs 16,490 per annum. On the other hand it cost form twos and form threes in day schools an average of Kshs 10,400 while boarding students paid an average of Kshs 21,377 per year. The cost of a day school was hence approximately half the cost of boarding school. It was found that schools did not strictly adhere to MOE fees guidelines.

The study found out that parents/guardians paid school levies in installments and that they did not pay promptly. The main reason for delayed payment was poverty. Other reasons were; unemployment, presence of other dependants, sickness of parents/guardians and belief by some parents that secondary education is actually free.

It was also found out that other sources of funds to supplement government subsidy and school levies were insufficient. For example, bursary funds benefited only a small percentage of students. On the other hand half of the sampled schools did not have any other source of financing apart from government financing and school levies.

The third objective was to find out how school levies affect student access and retention in secondary schools in Nyandarua North District.

It was found that enrollment in the sampled schools increased by 20.1% between 2007 and 2008 compared to an increase by 17.1% nationally. Opinions of the respondents attributed this increase to the introduction of subsidized secondary education in 2008. However, movement of cohorts in the subsequent years shows decline in enrollment as cohort proceeded to final grade. Drop out rates averaged to 5.8% in 2009 and 5.7% in 2010. School levies related problems were identified as a major cause of drop out.

In cases where enrollments were increasing, day schools recorded higher percentage than boarding schools. On the other hand where enrollments were decreasing, day schools recorded a lower percentage than boarding schools. This can be attributed to costs because day schools are far much cheaper than boarding schools.

The researcher observed that repetition rates were generally low. This can be attributed to government policy of automatic promotion. High poverty levels were also thought to deter parents/guardians to let their children repeat to avoid paying school levies twice in the same grade. It was found that students repeated to improve performance with form four having highest repetition rate. Other causes of repetition were students' absenteeism, sickness, resuming after pregnancy, transfer from another school and missing of end of term examinations.

The researcher also found out that school non attendance due to school levies problems was rampant in the secondary schools. It was observed that majority of students lost approximately 20% of school days in a term at home. The absenteeism of students due to levies affected schools' educational programs. For instance failure to cover syllabus in time, poor performance in examinations and co-curriculum activities and teachers felt demoralized while teaching in 'half' classes.

The fourth objective was to suggest possible strategies on how to deal with the problem of school levies in Nyandarua North District.

The strategies recommended by the respondents were categorized into those to be initiated by the government and those to be initiated by the schools. It was suggested that the government should increase allocation of funds to secondary schools. For example,

increase the subsidy and also increase bursary and CDF allocation to schools. On the other hand, it was recommended that schools should start and diversify income generating projects, offer scholarships to bright but needy students, encourage formation of old students associations, engage NGOs and other well wishers for financial assistance and allow payment in kind from parents/guardians such as offering labour or selling foodstuff such as maize and beans. All these measures were expected to relieve the overburdened parents/guardians.

5.3. Conclusion

From the findings of this study, the following conclusions were made;

The MOE fees guidelines fell short of addressing financial needs of secondary schools in Nyandarua North District. For instance most vote heads as suggested by MOE on how to spend the government subsidy were inadequate according to opinions of majority of principals. It was only the vote head for tuition which was largely perceived as adequate. The MOE fees guidelines had also shortcomings in the sense that they did not address changing economic situations such as inflation as noted in principals reporting increasing price for school supplies as a challenge in financing school facilities. The procedure of levies approval as required from the MOE fees guidelines also affected school budgeting process and procurement of goods and services for schools and thus fees guidelines were skillfully ignored by school administration.

Introduction of subsidized secondary education was a good policy idea as it can be associated with increase in enrollment. However, the costs of secondary education remain high despite the government subsidy of Kshs 10265 per student per year. The bursary

fund on the other hand benefits only a small fraction of many needy and deserving cases. High costs of secondary education can be evidenced by the variety of school levies charged by schools. The cost of joining form one is high and thus may be a factor inhibiting transition from primary school to secondary school. Boarding schools are more affected negatively by costs than day schools.

High rates of absenteeism were associated with school levies as students were sent home regularly for school levies and spend an average of a week to return. This implies that school levies led to limited access and retention to secondary education. According to opinions of principals, class teachers and DEO, school drop out mostly affected the poor because they had difficulty in paying school levies. Since repetition is voluntary mainly to improve performance, low repetition rates implies that school levies deterred students to repeat to avoid paying the levies more than once in the same grade.

Most school visited did not have alternative source of funds to supplement government and parents/guardians financing.

5.4. RECOMMENDATIONS

Based on the findings, the researcher made the following recommendations;

- i. Schools without income generating projects should be encouraged to start some and those with such projects should be encouraged to diversify them based on the resources endowed to the schools. Parents and students should be persuaded to

support and participate in such income generating activities to reduce overheads hence maximizing earnings.

- ii. Schools should introduce work based programmes where poor parents can work and their wages channeled to payment of fees for their children. For example in case of building and construction willing parents should be given first priority for the jobs in which they fit.
- iii. Schools should invite well-wishers such as old students, corporate bodies and NGOs to assist in development projects.
- iv. Schools should not engage in overambitious projects like bus project or multi purpose halls not unless they have sponsors who would cater for majority of costs.
- v. Schools should procure for purchase of food stuffs during harvest time when supply for such items is high in order to attract low prices.
- vi. The gains of private tuition and remedial teaching should be evaluated to find out whether its worth to pay the levies. The MOE prohibits charges on such tuition but schools argue that its parents who propose them. However, studies have shown that teachers may be reluctant during normal teaching in anticipation of private tuition and remedial classes.
- vii. The MOE fees guidelines should be reviewed occasionally to address the prevailing economic conditions. The guidelines should provide for flexibility for example in transfer of vote heads but to be coupled with strong auditing for the sake of controlling school levies. Strong mechanisms should be put in place to evaluate the adherence of school levies by school principals.

- viii. Given that secondary education is part of basic education (MOE, 2007), the government should consider allocating more funds towards the subsidized secondary education especially to capture the extreme needy cases for the sake of equity (the current financing is based on equality/sameness). This is because bursary funds meant to assist needy students have not been able to benefit all the needy cases.

5.4.1 RECOMMENDATIONS FOR FURTHER RESEARCH

The researcher recommended the following for further research;

- i. A similar study to be carried out in another location with a higher economic potential for the sake of comparison of the results. This is so because Nyandarua North District is rated high in terms of poverty.
- ii. A study to be carried out to find out whether school levies affect access and retention for boys and girls in the same manner as this study looked at the overall access and retention for boys and girls.

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APPENDIX I
PRINCIPAL'S QUESTIONNAIRE

This questionnaire is for academic research purpose. Please feel free and respond to the questions frankly. Information given will be regarded as confidential. Data is for research purposes only. Do not indicate your name.

1. Name of school_____

2. (a) Type of school (Tick inside the box)

Mixed day

Mixed boarding

Mixed (Girls boarding only)

Mixed (Boys Boarding only)

Boys boarding

Girls boarding

(b) Number of streams_____

3. Location of the school

a) Urban

b) Rural

PART A: INFORMATION ON ENROLMENT AND RETENTION

1. What was the enrollment of students in the school at the **end of the year** for the period indicated in the table below (In case of single sex school fill where applicable)

FORM	2007		2008		2009		2010	
	BOY S	GIRL S	BOY S	GIRL S	BOY S	GIRL S	BOY S	GIRL S
Form I								
Form 2								
Form 3								
Form 4								

2. (a) Do you have cases of repetition in your school?

Yes No

(b) If yes, what have been the major causes of repetition?

i. _____ .ii. _____

iii. _____

iv. _____

3. (a) Do you have cases of students dropping out from your school?

Yes No

(b) If yes what have been the major causes of dropping out?

i. _____

ii. _____

iii. _____

iv. _____

v. _____

(d) Please indicate the number of students who sat for the K.C.S.E in the following years

2006 _____

2007 _____

2008 _____

2009 _____

2010 _____

(d) (i) Do you have students who transfer to your school due to inability to raise school fees in their former schools? Yes No

(ii) Do you have students who transfer from your school to others due to inability to raise school fees? Yes No

PART B: INFORMATION ABOUT SCHOOL FINANCING

4. (a) How do Parents/Guardians pay the school fees?

Once in a term

In installment

(b) Do Parents/Guardians find it difficult to pay school fees?

Yes

No

(c) How prompt is fees payment in your school?

Very prompt

Prompt

Not prompt

(d) In case of delayed payment, what are the reasons? (Please tick where applicable)

Poverty

Other dependants

Unemployment

Sickness of the Parent/Guardians

Others (specify) _____

(e) How often do you send students home to collect school fees in a term?

Once in a term

Monthly

Others (specify) _____

(f) How long do majority of students sent home for fees take to return to school?

In the first 3 days _____

In a weeks time _____

More than a week _____

(d) In your opinion, what are the effects of absenteeism caused by school fees problems on your school educational programmes?

- i. _____
- ii. _____
- iii. _____
- iv. _____

(5) a. (i) Do you find the financial support given by the government sufficient for the smooth running of your school? Yes

NO

(ii) If 'NO' how do you finance the deficit? Briefly explain

(b) (i) When did you last receive Fees Guidelines circular from the Ministry of Education?

- i) Less than one year ago _____
- ii) One year ago _____
- iii) Two years ago _____
- (iv) Others specify _____

(ii) Thinking of subsidized Secondary education, The Ministry of Education provides guidelines on how to spend the subsidy. How do you rate the amount for each vote head?

Tuition fees-----	Adequate <input type="checkbox"/>	inadequate <input type="checkbox"/>
Boarding, equipment and stores-----	Adequate <input type="checkbox"/>	Inadequate <input type="checkbox"/>
Repairs, maintenance and improvement---	Adequate <input type="checkbox"/>	Inadequate <input type="checkbox"/>
Local, travel and transport-----	Adequate <input type="checkbox"/>	Inadequate <input type="checkbox"/>

Administrative costs----- Adequate inadequate
 Electricity, water and conservancy -----Adequate Inadequate
 Activity fees-----Adequate Inadequate
 Personal emolument-----Adequate Inadequate
 Medical-----Adequate Inadequate

6. (a) Have you encountered challenges in financing of school facilities in your school?

Yes No

(b) Which of the following challenges do you encounter in financing school facilities?

- I. Rising cost of school equipment and supplies
 II. Delayed government subsidies
 III. Inadequate payment of school fees by parents
 IV. High payments imposed on parents
 V. Virement (transfer of money from one vote head to another)
 VI. Others _____

7. (a) How do you find the method of awarding Bursary fund through Constituency Committee?

Excellent Good Fair Poor

(b) How many students in your school benefited from the bursary scheme in the year 2010? Boys _____ Girls _____ Total _____

(c) Apart from the government and parents funding, does the school have another source of financing? (Please tick where applicable)

- i. Income generating projects
 ii. Non Governmental Organizations
 iii. Fundraising

Others (specify) _____

8. (a) How do you find the procedure of approval of school levies by the Ministry?

i. Long

ii. Short

iii. Moderate

(b) Does the procedure above 8(a) affect school's financial decisions?

Yes No

(c) If yes, how?

i. _____

ii. _____

iii. _____

9.(a) Do you have PTA Development project(s) currently going on in your school?

Yes No

If yes, specify the type of the project(s) and the amount charged per student in the table below.

Project (s)	amount (Kshs)

(b) Please indicate the amount currently charged for the following where applicable

i) Lunch program (for day schools) : Kshs _____

ii) Remedial teaching and private tuition: Kshs _____

iii) School Uniforms (if provided in schools) Kshs _____

iv) Boarding related costs (for boarding schools): Kshs _____

(v) Registration fee (for new students):Kshs. _____

(vi) Caution money: Kshs. _____

(vii) Examinations: Kshs _____

(viii) Medical: Kshs _____

(ix) SMASSE project: Kshs _____

Others (specify) _____

10. In your opinion, what other methods of raising funds other than school levies do you suggest the government and schools should emphasize to enable success in education programs?

Thank you very much for your information and co-operation.

APPENDIX II
CLASS TEACHER'S QUESTIONNAIRE

This questionnaire is for research purpose. Please feel free and respond to the questions frankly. Information given will be regarded with high confidentiality. Do not indicate your name. Data is for research only.

(Where there are boxes () tick inside the most appropriate)

1. Name of school _____

2. Class and stream (e.g. Form one North) _____

3. For how long have you been the class teacher for the class? _____

4. (a) How many students do you have in your class?

Boys _____

Girls _____

(b) What was the total number of students in your class at the beginning of the following years? (Fill where applicable)

2007 _____

2008 _____

2009 _____

2010 _____

5. (a) Do you have cases of students drop outs in your class?

Yes No

About how many in 2010 _____

(b) If yes what was the major factor that contributed to the dropout?

Fees related problems

Indiscipline

Pregnancy/ early marriages

Others (specify) _____

6 (a) Has any student(s) from your class transferred to another school since the introduction of subsidized secondary education?

Yes No

(b) If yes, which was the major factor that contributed to the transfer?

School fees

Indiscipline

Others (specify) _____

(c) What has been the effect of government subsidy on enrollment in your school?

Increase

Decrease

Constant

(d) How does school levies affect enrollment and retention in your school?

Increase

Decrease

No change

7. (a) How often are students sent home in a term to collect school fees?

Once in term

On monthly basis

Others specify _____

(b) How long do majority of the students sent home for fees take to return?

In the first 3 days

In a weeks time

More than a week

Others (specify)

8. (a) What happens when many students are sent home for school fees as far as teaching is concerned?

We disregard their absence and continue teaching as normal

We wait for a sizeable number to report back before teaching commences

We wait until all report back

(b) If teaching and learning continues normally, do you feel that majority of the students who are sent home for school fees are able to catch up with the others who are not sent home? Yes NO

9. a) Do you have cases of repetition in your class? Yes No

b) In your views what are causes of repetition in your class?

11. In your opinion, what other methods of raising funds other than school levies do you suggest that Government and Schools should emphasize to enable success in education programs?

Thank you very much for your information and cooperation.

APPENDIX III**INTERVIEW SCHEDULE FOR THE DISTRICT EDUCATION OFFICER**

1. For how long have you been the DEO for this District?
2. How many public secondary schools are in the area of your jurisdiction?
3. (a) What was the impact of Free Secondary Education on enrolment in its inception in 2008 in your District?
 - i. Increase?
 - ii. Decrease?
 - iii. Remained constant?
4. What is your comment on the financial appropriateness of the guidelines provided by the Ministry of education on spending government subsidy in secondary education?
5. (a) Do secondary schools BOGs in the district present the DEB with proposals when introducing school levies in their schools?
 - (b) Does the Ministry of Education approve all the proposals for school levies and development projects? If no why?
 - (c) Approximately how long does it take to approve school levies or additional fees?
 - (d) Have there been some schools which introduced levies or fees without seeking Approval from the Ministry of Education? If so, what action did you take?

6. Have the school levies and additional fees by secondary schools changed the pattern of enrolment in your District?
7. What other methods apart from Government financing and school levies do you suggest to be applied in secondary schools?

Thank you very much for your contribution

Appendix V: Budget

Proposal writing:	Kshs
Secretarial services; typing and printing	2,500
-1 ream of printing papers	320
-1 ream of photocopying papers	310
-1 ream of foolscaps	280
-Stationary; 2 Pens and 5 Exercise Books,	150
-Piloting (photocopying of instrument and transport expenses)	2,800
Data collection:	
-Printing and photocopying	3,000
-Traveling expenses	5,000
-Lodging and meals	4,000
-Communication with supervisors and respondents (scratch cards)	1,500
Data analysis and reporting writing	
Printing and photocopying	4,000
SPSS services	2,500
1 ream photocopying papers and I ream of printing papers	630
Secretarial Services	5,000
Contingencies	10,000
GRAND TOTAL	41,990