

**THE IMPACT OF SUBSIDIZED FEES PROGRAMME ON STUDENTS'  
ACCESS TO QUALITY EDUCATION IN PUBLIC SECONDARY SCHOOLS  
IN WAJIR COUNTY, KENYA**

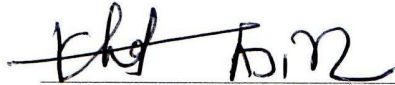
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**A Thesis Submitted in partial fulfillment of the Requirements for the Degree of  
Doctor of Education in Educational Planning, University of Nairobi**

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## DECLARATION

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



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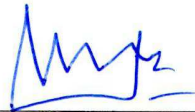
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## **DEDICATION**

I dedicate this work to my late parents Halima Hassan and Hussein Ali Ibrahim and my late brother Dore Hussein Ali. I also dedicate it to my wife Isha Shariff

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## **LIST OF ABBREVIATIONS**

BoM	Board of Management
CDE	County Director of Education
EFA	Education for All
FTSE	Free Tuition Secondary Education
GER	Gross Enrollment Rate
KCSE	Kenya Secondary Certificate of Education
KEMI	Kenya Education Management Institute
KIPPRA	Kenya Institute for Public Policy Research and Analysis
MDG	Millennium Development Goals
MOE	Ministry of Education
SSE	Subsidized Secondary Education
SPSS	Statistical Packages of Social Sciences
TSC	Teachers Service Commission
UNESCO	United Nations Educational Scientific and Cultural Organization

## ABSTRACT

The main aim of launching Free Tuition Secondary Education by the government of Kenya in 2008 was to raise access and to reduce the cost of secondary education in public secondary schools; however, since its inception, concerns have been raised on whether its implementation had any impact on students access to quality education. The purpose of this study was to establish the impact of subsidized fees programme on students' access to quality education in public secondary schools, Wajir County. In order to address these concerns, this study sought to examine the effects of subsidized fees on enrolment rate, influence of subsidized fees on student academic performance, adherence to regulations of subsidized fees in the utilization of financial resources and the impact of subsidized fees programme on procurement of instructional materials. The study employed descriptive survey research design and focused on principals, teachers and BOM chairpersons. The target population was 350 respondents comprised of 40 principals, 40 BOM chairpersons and all the 270 secondary school teachers. The sample size was 94 respondents, made up of 20 principals, 20 BOM chairpersons and 54 secondary school teachers. The proportionate sampling design was used to select teachers while purposive sampling was used to select the principals and BOM chairpersons. Questionnaires were used to collect data from principals and teachers, interview schedules was applied on BOM chairpersons, observation schedule were used to collect data on physical and instructional resources while document analysis was carried out on records of available documents. Validity of the instrument was done through experts judgment while reliability test was used by subjecting the instrument to test re-test study where the instrument were re-administered to same group of respondents after two weeks then correlation coefficient for the two scores was calculated. Quantitative data was analysed using descriptive and inferential analysis while qualitative data was analysed by organizing it thematically based on the objectives. The results were presented by use of frequency distribution tables. Through data analysis, the study has established that even after the introduction of subsidized fee programme the enrolments rates remained low, subsidized fees has not positively impacted on students academic performance, the principal did not utilize financial resources and that the school principals did not adhere to the procurement procedures since budgets were not approved by the BOM chairpersons. As a result, students access to secondary education remains low hence hindering many secondary-age going children in Wajir county from acquiring secondary education. Based on the findings of the study, it can be concluded that, the implementation of subsidized fees provision by the government of Kenya has not greatly influenced, access of quality education in public secondary schools in Wajir County. Based on the finding, the study recommends that there is need for more capitation of subsidized fees, the funds should be disbursed in time, the school principals should stick to the procurement guidelines and that the BOM members should approve the school budget for utilization of funds.

## **CHAPTER ONE**

### **INTRODUCTION**

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

The global development and welfare indices show that illiteracy and poverty coincide, where nations facing challenges of extreme poverty fare poorly in terms of knowledge economy indices availability and absorption of new technologies (World Bank, 2010). According to UNESCO (2014), the link between illiteracy and poverty necessitated the planning for intervention of the international communities to make basic education free in order to enable many students to access basic education. For instance, after the Jomtien conference on Education for All (EFA), that it is after making basic education free that the students of the poor parents would be able to access quality education.

The Millennium Development Goals (MDGs) envisioned that by 2015 there will be Education For All (EFA) in all the countries in the world UNICEF/UNESCO, (2013). However, after the year 2015 world's most disadvantaged children have not yet benefited from this promise due to their state of deprivation. According to Karemesi (2010) and Mutegi (2015) educational cost associated with examination fees, textbooks, teaching materials, school uniforms, feeding, transportation and sports are major constraints to achieving universal basic education especially for the poor. The study by Mutegi (2015) established that there is a significant relationship between the cost of education met by the parents and enrolment in public secondary schools in Kenya.



According to Lockheed & Verspoor (1991) in developing countries questions have been raised with regard to financial utilization of schools funds. Lockheed & Verspoor (1991) further assert that education systems in many developing countries are unable to meet their objectives due to problems associated with costs.

Many countries of the world Britain, United States of America, Sweden, North Korea, and Egypt among others started planning for education in the 1950s by investing in secondary education United Nations Educational Scientific and Cultural Organization (UNESCO, 2004). Many developed and developing countries had realized charging fees and other levies could block mainly those completing primary education cycle from continuing to secondary education (World Bank, 2015).

The same sentiments were supported by Ohba (2009) who asserted that, fees charged at the secondary school hinders access to secondary education, resulting to low transition rate from primary to secondary education. Even though, a few governments have embraced subsidized secondary education, often households meet some hidden cost such as payment for physical development usually referred to as development fees, sports fees, uniforms, school meals among others (Lewin, 2006, Mutegi 2015). This fees and levies can be heavy burden for the poor in a society to achieve student access to quality education. Lack of access to quality secondary education limits the abilities to pursue effective economic growth, this led government, and donor partners to put increasing emphasize on the expansion of secondary education (Mulkeen, 2005). This agrees with Lewin (2008) study that establishing great challenge of gains on access to quality secondary education and

many sub-Saharan countries in Africa secondary education is unaffordable for the low-income families. According to Morris, (1998) and Park, (1995) where countries economy cannot support subsidized fees programme, the fees charged is likely to create an education system that provides universally low learners achievement to access quality education.

United Nations Educational Scientific and Cultural Organization UNESCO (2014) asserted that there has been a global increase in quantitative expansion in both enrolment levels and the number of new secondary schools in 20<sup>th</sup> century has not corresponded with improved access to quality of secondary education. According to UNESCO (2011), the participation in upper secondary education is on the increase. In 2009, enrolment at this level of education represented 56 percent of the relevant age group compared to 45 percent in 1999. Europe exception, with enrolment rates exceeding 100 percent in multiple programmes. Whereas the Americas, 70 percent of school age children enrolled in upper secondary courses, East Asia with 48 percent, west Asia with 40 percent. However, enrolment ratio is lowest in Africa, with only 29 percent in upper secondary education.

Household in sub-Sahara Africa contributed over 40 percent of total spending of funds creating gaps to access quality education in contrast families in North America and West Europe where only 7 percent of their countries spending is on secondary education (UNESCO, 2014). Mulkeen (2007) argues that development expenditure intended for improving physical facilities, laboratory equipments, textbooks and other supplementary teaching resources, is negligible. Different countries in the

world acknowledge that quality of secondary education is considered as essential for nation's building, skills and competency among the youth (World Bank Report, 2005). World Conference held by UNESCO at Jomtien Thailand in 1990 endorsed Education for All (EFA) initiative, which was adopted by various countries of the world. According to UNESCO (2004), EFA goals was meant to ensure that measurable learning outcomes are achieved in literacy, numeracy and essential life skills by the year 2015.

Increasingly, there is a sense in which there is a global co-operation and partnership in addressing issues of social inequality and exclusion in the provision of education, and is raising policy concerns regarding the widening "learners gap" between the learning poor and learning rich (Van Der Linden, 2013). This agrees with the global policy of the post 2015, which has focused harmonized global education framework on the goal of providing equitable quality education and lifelong learning for all with attention to vulnerable groups in order to address inequality based on wealth, ethnicity and regions UNICEF / UNESCO 2013). This implies on the right of children reaffirms free and compulsory basic education and also access to higher level of education by saying that secondary education should be made available and accessible by every appropriate means, and in particular by the progressive introduction of free education. Orodho (2003) observed that availability and adequacy of learning resources such as teaching force, physical facilities and instructional materials influence quality education.

In the world including developed countries there is need for more knowledge and skills to meet demand of growing global economy that should be able to achieve quality education with total subsidized fees available to post secondary students. According to Golden & Katz (2003). In Germany, the Federal States or Regions dominate education financing. In 1950s, it adopted a policy of free secondary education, which created demand for places in secondary. According to World Bank, (2005), in the United States of America, Federal State Government, State and Local Government increased subsidy fees programme to increase access to implement quality secondary education. In the USA, there is unequal access to education among many students especially those from low income families continued to lack access to high quality schools.

According to World Bank (2005), to achieve high rate of secondary access, retention and completion in the developed countries such as Germany, great Britain, United States of America and others have been attached to an education subsidized system that adequately funds the poor in secondary education. However, increased investments on public schools cannot improve outcome for students' access to quality education unless resources are planned. In Britain, subsidized fees of secondary schools states was centralized and they were strongly controlled by National Government through education Act 1949 to improve access to quality secondary education (Warren and Palfreyman, 1996). In North Korea, State funded both private and public secondary schools, and policy of equalization was used to enhance access at secondary level. Instruction fees are kept below fees guidelines

set by the committee as a result, the number of students has increased from 118,000 in 1980s to 138,800 in 2000 (Ministry of Education in South Korea, 2001).

Developing nations have the ability of economic growth and developing strategies which the leading governments in the developing nations emphasize more on the subsidy fee programme to increase access to quality secondary education. The financial subsidy in the developed countries was to increase equity and opportunity for all students. The outcomes of education system continue to reflect unacceptable inequalities and inadequate funding in secondary. Schools with many poor students that are under resourced are more likely not to access quality education.

Governments in sub-Saharan Africa and their financial partners are increasingly looking for ways to make secondary education more widely accessible, relevant and of high quality through education subsidy and bursary funds (KIPPRA, 2008). However, the region faces many challenges in meeting the goals of access and retention of students attending secondary schools. Despite the fees subsidy in secondary education in the third world, the study done by World Bank cautioned that secondary education is expensive in Africa (World Bank, 2005). For example, public recurrent expenditure per secondary school student range from less than US\$ 50 in Ghana and Guinea Bissau to more than US\$ 100 in Cote D voire and Tanzania (World Bank, 2009). As a result, access to quality education is declining at secondary level, because the ability to pay is a condition that determines access. According to Abagi (2002), education subsidy rates for secondary education in the developing countries are lower than any other region in the world with access biased

in favour of the rich population. Lack of subsidized fees and bursary funds for the poor to secondary education is increasingly seen to constraint the countries abilities to pursue effective economic growth.

In 2008 subsidized fee was introduced as stipulated by Kenyan Education Sector support Programme (KESSP) launched in July 2005, where government of Kenya committed itself to ensure that free education went beyond primary school. The government of Kenya recognized the role-played in secondary education towards economic growth (MOE, 2009). This was towards improving transition rate in the school system and reducing the household burden of finances in education in Kenya.

Provision of basic quality education has been a priority of the Kenyan government since independence as stipulated in the relevant documents including vision 2030, education subsidized fees guidelines and the Basic Education Act 2013 (GoK, 2013). Kenyan education fees guidelines since independence have been in the form of commissions, presidential working parties, committees and development plans to guide education practice (Oduol, 2006). The Government released the subsidized fees guidelines on 9<sup>th</sup> January 2008, MOE/GI/9/1/44 for the implementation of Subsidized fees in Secondary Education in public secondary schools and provided subsidy based on capitation for Kenya shillings 10,265 per student. The government introduced subsidized fees for secondary education in 2008, for teaching and learning materials, basic operational inputs and for the cost of non-teaching staffs for public secondary schools.

The main objective was to reduce cost and allow more qualified primary school students to transit to secondary school to enable for many children to access basic education. However, access remains unsatisfactory due to inadequate infrastructure, inability of most Kenyans to afford fees charges, inadequate teachers, and failure by the government to provide adequate resources such as cost of teaching and learning materials and competition for places in a limited number of better performing secondary schools (MOEST 2014). Despite the provision of constitution and basic educations Act, free and compulsory basic education remains elusive for arid and semi arid area such as Wajir county.

According to Ministry of Education (2014) there are 3.5 million youths within the secondary school age-bracket but only 2.5 million students are in school. This represents a gross enrollment rate of 56.2 percent. The net enrollment rate is 39.5 percent meaning that a third of eligible cohort is not in school. This implies quite number of age going students do not progress to secondary education. According to (Watkins & Alemayu, 2012) subsidized fees and bursary allocation by ministry of education continues to increase and there was a general observation that the access and participation levels by the needy had not kept pace since there is concerns that education is costly and rarely benefits the needy. A subsidized fee is the provision of support funding so that tuition cost could no longer be burden to parents to enable poor families achieve affordable secondary education (MOE, 2009).

The government of Kenya have been increasing spending on education, the funding was provide on the equal share per child instead of an equitable share of public funds

per child. This means that regions and counties of the country with high population and high enrolment will continue getting more funds for education from the government subsidized fees as the disadvantages region continue to lag behind. These observation reinforces that according to Watkins & Alemayu, 2012 with regard to the inequalities in public finance of education which leads to low access to secondary education in public schools.

According to Sifuna and Oanda (2014), schools in arid and semi arid areas such as Wajir are forgotten since there is little investment per child capitation because of the low enrolment of students. This means the children of the poor may not attend schools, which in most cases do not have adequate facilities such dormitories, classes, laboratories, sanitation blocks and others. Such schools compromise the provision of student access to quality of secondary education.

**Table 1.1: Allocation of the subsidized fees in secondary education per vote head per child**

S/No.	Vote Head	GoK subsidy Amount Kshs	Parents fees Amount Kshs Boarding schools	Total (Ksh)
1	Tuition	3,600	0	3,600
2	Boarding	-	13,034	13,034
3	Repairs, Maintenance and Improvement	400	400	800
4	Local Travel and Transport	400	500	900
5	Administrative Costs	500	300	800
6	Electricity, water and Conservancy	500	1,500	2000
7	Activity	600	0	600
8	Personal Emolument	3965	2743	6708
9	Medical	300	100	400
	<b>Total</b>	<b>10,265</b>	<b>18,577</b>	<b>28,842</b>

**Source Ministry of Education fees guideline (2008)**



The government equally subsidizes both day and boarding schools in all vote heads except boarding, equipment, and stores among others that are taken care by the parents. As shown in Table 1.1, the fees levied to parents are higher than the subsidy provided by the government of Kenya. These subsidies may not assist the expansion to access secondary education.

According to Watkins and Alelemayehu (2012), parents particularly from low income are mostly pressed financially to afford extra levies and as a result some may sell all their animals but later unable to sustain their children in their schools when they found themselves without income to meet demands for education. This may lead to low access despite subsidized fees provided by the government Kenya.

The financing of public secondary schools in 2008/2009 shows that 34 Billion shillings was used and 67.9 Billion shillings in the year 2013/2014 to meet the secondary education subsidized fees implementation costs (MOE, 2014). The subsidized fees implementation state that once the funds have been received, it must be recorded and spent only for budgeted authorized expenditure (MOEST, 2014). The fee levies and the government-subsidized fees was intended to lower the cost of secondary schooling while maintaining planning for access to quality secondary education implementation. Most schools in Kenya continue to charge high fees and other levies contrary to the subsidized fees programme of Ministry of Education (Ohba, 2009). According to KIPPRA (2009) on expanding access to secondary education policy school fees has negative impact on access to secondary education because it decreases the demand for education. The government should strategizes at

lowering the cost of secondary education on parents. These could lead to more parents taking their children to school. Some of the intervention strategy policy implemented by the government of Kenya to increase access to secondary schooling were school bursaries, which have been enhanced to assist students from poor background to increase access, retention and reduce disparities, inequalities in the provision of secondary education.

In particular, the bursaries are targeted to students living under difficult condition and most vulnerable children (MVCs) this includes students from poor families, slum areas and ASAL counties. At constituency, level the bursary fund and CDF, which is managed by constituency, bursary management committee in consultation with the ministry of education in accordance with the set guidelines (MoE, 2008). Grants to schools in arid and semi arid lands as part of affirmative action in Wajir, Marsabit, Garissa, Moyale and Isiolo had been given an enhanced allocation to encourage student enrolment (Watkins & Alemayu, 2012). These initiative aims at enhancing access and reducing disparity in all the public secondary schools. However, parents still shoulder the burden of boarding expenses and other related costs which has impacted negatively on participation of students in public secondary schools. This is an indication that the policy on bursary has minimum impact on enhancing access since bursary allocation has limited impact to support for a full secondary education programme. Consequently, the government initiative on bursary funds and also tuition fees planning should be done to monitor to ensure

effectiveness in accessing secondary education particularly in arid and semi arid areas.

According to the Ministry of Education (2009), schools are expected to charge fees that reflect the cost of living as long as they did not exceed the maximum amount. According to County Director Wajir, (2014) schools in Wajir are charging high school fees for boarding schools Kshs 35,000 and for day schools 15,000 per year. This means the children from poor families may not have access to these schools since there is a gap in fees paid by parents is higher than the subsidy fees paid by the government. This agrees with Bucheche (2011) that parents who cannot afford other payments other than government subsidies fees cannot keep their children in schools. In Wajir County there are several concerns on low enrolment, inadequate procurement of teaching and learning materials, poor academic performance, poor school fees payment by parents and limited number of schools (Quick Win Wajir County secondary Education Forum, 2014).

This study sought to establish the impact of the fees subsidy programme introduced by the government of Kenya on access to education where access is measured in terms of increase or decrease in student enrollment and retention in secondary schools. The secondary education programme there was an increase in enrolment of over 1.03 million students in 2007 to 2.1 million in 2014 students while number of schools increased from 5,600 in 2009 to 7, 325 in 2014 an increase of 30.8 percent (MOEST, 2014). This student increase of enrolment was due to the introduction

tuition fees subsidies at secondary level due to reduced direct costs of secondary education.

The high enrolment saw the quality of education go down due to overcrowding in classes, high pupil- teacher ratio in secondary schools. The programme was hurriedly implemented without proper planning and focusing and not all the schools are likely to be well equipped with laboratories, libraries, quality teaching, adequate classrooms and learning materials in Kenya to cope with increasing enrolment. According to (Tedaro, 1994) it is the student from the poor families that are most likely to leave school due to lack of text books, uniforms and day time meals and this undermines access to quality in secondary education. Regional disparities not only regards to enrolment of secondary education still exist but also spread of schools. Kenya post independence policy encourage communities expansion of education facilities through harambee, creating disadvantages, to marginalized groups especially the pastoralist community of the ASAL region who lacked resources to establish and expand schools.

The overall effect of this is that there are considerable disparity in access to secondary education between counties such as Nyeri in Central Kenya was as high as 40% while in Garissa, Wajir and Mandera, all ASAL counties access was as low as 7 percent, 6 percent and 5percent respectively ( Sifuna and Brahin 2014). With regard to the quality of secondary education, the government has always recognized that adequate physical facilities as well as teaching and learning materials be provided to achieve objective of access to secondary education. Since the introduction of

subsidized fees in 2008, responsibility for constructing physical facility and providing other learning and teaching materials has been shifted to parents raising the cost of education; that parents are required to meet quality of facility and equipment which has continued to deteriorate in most secondary schools.

Wajir County having the least number of public secondary schools for only 0.54 percent (43 schools) (County Director of Education Wajir, 2014). Secondary schools transition from primary to secondary also depends on the number of available space in public secondary schools among other factors. In Wajir, students could be lacking opportunities to enroll to access secondary education due to limited number of schools. According to KIPPRA (2007), supply of secondary schools captured through number of secondary schools per square kilometer has positive impact on access to secondary education. In arid and semi arid regions, expansion of boarding and mobile schools subsidized by the government could be required to improve access. However it is important to note that even with subsidized fees been introduced by the government, access is still low in Wajir. Schools with low enrolments, inadequate physical facilities and no adequate funds may not to compete in relevance of education compared with schools with high enrolment, with adequate physical facilities and highly qualified teachers (MOE, 2009).

The Government of Kenya was to provide funds to be made available on the recommended priorities for school expenditure on instructional materials of Kshs 3,600 per student per year to implement subsidized fees in secondary education (MoE, 2008). Learning environment and utilization of teaching learning materials

for improved learning achievement need to be addressed for quality education to be given the direct implication on student achievement in public schools.

According to Image, a magazine produced by TSC (2008) there is rampant corruption in the public secondary schools regarding procurement of school textbooks and learning materials in implementing the right decision for planning access to quality education outcome. This means the high cost of teaching facilities and learning materials may not be acquired limiting the effectiveness of implementing students' access to secondary education.

According to Baraza (2007), there are concerns in most schools; parents pay high fees for extra teaching / learning materials for the students, which is beyond the expectation of the ministry of education in implementing subsidized fees. The high cost of teaching and learning resources such as text books specially following the introduction of VAT on printing materials and other levies on teaching materials contributed to low access in secondary education.(MOE, 2008). This might make the overall cost incurred by the parents, which undermines Governments efforts to accessible and affordable secondary education for the poor students who should not have missed schooling (Wajir County Director of Education, 2014).

**Table 1.2: Funding category of teaching and learning materials**

<b>Category</b>	<b>Description</b>	<b>Annual per capital fund allocation (Kshs)</b>
I	Textbooks	2,185.00
II	Exercise books	728.00
III	Laboratory equipment/chemical	300.00
IV	Teaching & learning Aids	70.00
V	Teachers' Guides	113.00
VI	Chalk, Dusters, Registers among others	5.00
VII	Internal examinations	199.00
	<b>TOTAL</b>	<b>3,600.00</b>

Source: MoE, (2008)

As shown in Table 1.2 the funding of different categories of teaching and learning materials allocation should be guided by annual procurement policy of every school for effective implementation to improve access. The inadequate learning materials due to the increase enrolment resulting from the introduction of subsidized fees has caused severe obstacles on existing facilities. Student learn in an open areas due to lack of physical facilities and inadequate teaching and learning materials. Access to adequate teaching and learning resources such as laboratory equipment, teachers guides, textbooks, teaching and learning aids among others although the situation has improved when free tuition was introduced in 2008 (MoE, 2009).

The government subsidy fees programme of Secondary Education that was to enhance access to quality education, nomadic communities in Wajir may not be fully benefitting from education service as shown by their low access and participation rates. The county has the lowest secondary GER of 13 percent compared to the National GER of 56.2 percent (MoEST, 2014). Wajir County had be characterized by low access rate even after subsidized secondary education was introduced.

Possibly, due to inability of some parents to raise fees. Despite the abolition of fees parent had to pay more fees such as boarding fees, uniform, transport cost and infrastructure development of school among others.

As a result, according to Alex (2004) opportunity cost of participation in school programmes increases, the chance of poor children remaining and completing school is losing ground. There is a need to open adequate Boarding Secondary Schools, particularly for girls since among the few students who have access to Secondary schooling in the County may not be receiving quality education.

**Table 1.3: School attendance (age 14-19) Wajir County, 2014**

<b>School attendance</b>	<b>Male %</b>	<b>Female %</b>	<b>Average %</b>
At school	8.2	4.8	6.5
Left school	5.9	7.1	6.5
Never attended school	85.9	88.1	87

Source: County Director of Education, Wajir County 2014

Analysis of Table 1.3 shows that the attendance for boys is 8.2 percent while for the girls is 4.8 percent. This means that those who did not attend secondary education but are school going age (age 14-19) are 87 percent, were not in school by 2014. The negative cultural practice of the Somali community towards secular education which has less value than animals keeping particularly towards girls (MoE, 2009). The government funding formula which does not compensate marginal regions for past disadvantages largely explains the continued low access in Wajir County



compounded with security which led to shortage of teachers to implement subsidized secondary education programme. There seems to be a big gap in accessing secondary education and there is need for effective secondary education.

**Table 1.4 Wajir County secondary school enrolment trend (2006 – 2013)**

<b>Year</b>	<b>Total</b>	<b>Percentage change per year</b>
2006	5622	-
2007	5962	6.0
2008	6300	5.7
2009	6640	5.4
2010	7455	12.3
2011	7791	4.5
2012	8634	10.8
2013	9488	9.9

Source: Wajir County Development Plan , 2006-2013 (Director of Education 2014)

Secondary school enrolment increased from 5622 in 2006 to 9488 in 2013. This could be contributed to the provision of government ASAL bursary intervention that was to enhance access in secondary education even before secondary education was subsidized in 2008. In 2007-2009, there was a gradual drop of 0.6 percent in percentage change of enrolment in Wajir secondary schools from 6.0 in 2007 to 5.4 in 2009. These reflect decreases in annual increment in secondary school students' enrolment in Wajir which reflect many age going secondary students are out of school. This may be due to lack of fees and increased direct cost even after introduction of Tuition fees subsidy at secondary level. There was increase of annual

percentage increase 5.4 in 2009 to 12.3 in 2010, an increase of 6.9 percent. This was because of introduction of subsidized fees that improved transition rate from primary to secondary schools and maintaining students in schools (Wajir County Director of Education, 2014).

There was further sharp drop of percentage between 2010 12.3 percent and 2011 4.5 percent a decline of 7.8 percent which remains disparity as evidenced in Table 1.5 Secondary education cost such as boarding expenses, uniforms, nomadic lifestyle, project development in schools among other would be an obstacle to students access on quality secondary education (Holla & Kreme 2008). It is evident that introduction of free tuition in secondary education in 2008 have not benefited nomadic community of Wajir County since it did not attract students access in large numbers in public secondary schools. This could also be contributed to high poverty level of the community making difficult for student to participate in boarding schools which are more expensive compared to day schools which has more positive impact on enrolment (Holla & Kreme 2008). According to Mutegi (2015), there is a relationship between family economic and access to secondary education in boarding schools.

This study further seeks to establish the impact of fees subsidy programme on provision of quality of education in secondary schools. The quality of education is described in terms of grades attained by students at end of the study period as well the nature of learning experience during the course. Quality of education is another factor affecting participation in secondary education. Performance in national

examination and overall learning achievement among students in KCPE is a main tool for transition from primary to secondary level (KIPPRA, 2009). These agrees with the findings of welfare monitoring survey in (1997) where about 1.4% of the children out of school identified low performance as one of the factors for school non attendance. According to Wanjala (2002), in both developed and developing nations, schools that are staffed with professionally qualified teachers with adequate learning resources have continued to perform better in national examinations both in rural and urban areas.

The Government of Kenya was to fund schools to implement access to good performance since better funding directly impact quality of input procured to support educational provision, this could explain better student performers in school. Schools aim to invest activities that can help them to attract good students that can improve ranking in performance. A study by Masese (2005) found out that there is a positive correlation between fees charged and performance in KCSE exams. He also emphasizes that adequate subsidized fees and levies charged by schools improves students' participation in activities in school.

An analysis of performance in KCSE examinations depicts a worrying trend evidenced by the poor examination results for the last few years. Since 2006, over 70 percent (about 290,000 in 2011) of those who sat for KCSE did not attain C+, the average grade for transiting to university. More so, about 60 per cent of the student were unable to attain 50 per cent of the mark. In 2006, 61 percent of the student

scored less than 49 per cent of the marks, C- and below and 59 per cent (240,000) in 2011.

Majority of the students scored D+ and below, having 44 per cent (182,218 and 2011) (Sifuna & Oanda 2014). Its evidence that with the current performance the vision of the education service provision to have a globally competitive quality education, training and research for Kenya's sustainable development may not be achieved. Mass failure in public examination may have long run and detrimental effects to the society and economy, which have an impact on Kenya's productivity (Sifuna & Oanda, 2014).

According to Ministry of Education (2009), access of students to quality performed grades in KCSE had been compromised due low marks entry behavior. Delay in disbursement of subsidized fees to school sometimes may have been causing low quality grades in examination. The government releases funds in phases very late and this may had been affecting school learning programme to meet demand for good students' performance in national examinations. Competition among schools in terms of infrastructure development and high mean grade in academic performance leads to overcharging parents school levies to meet the demand. This may be reasons for the inflated school fees because of academic improvements of schools (MOE, 2008).

**Table 1. 5: Performance in KCSE, 2010-2013 Wajir County, 2014**

Percentage Grade/ C & Below Year	A	A-	B+	B	B-	C+	C	C-	D+	D	D-	E	Total	C+ & Above
2010 95.3	0	0	11	12	14	38	120	150	280	462	412	90	1589	4.7
2011 95.1	0	2	4	10	12	40	130	240	220	330	400	54	1442	4.9
2012 93.5	0	1	10	22	30	53	110	193	328	456	501	87	1791	6.5
2013 93.2	0	1	8	15	16	62	113	185	346	309	391	58	1504	6.8

Source: County Director of Education Annual Report, 2014

As shown in Table 1.5, quality of secondary education attainment in Wajir County shows most of the students get low quality grade and learners achievement in the national examination.

In 2010, 95.3 percent, scored C and below and the quality grades were only 4.7 percent compared to 2013, only 6.8 percent had quality grades C+ (plus) and above whereas 93.2 percent had C plain and below. Low education attainment is attributed to poor quality of procurement, inadequate teaching and learning facilities and inadequate funds (MoEST, 2014). The KCSE candidates decreased from 1791 students in 2012 to 1504 students in 2013. There is a decrease of 10.4 percent in the candidature of 2013 reflecting the gaps towards secondary education in Wajir County. With low grades then it means there is poor quality in performance in schools (Orodho, 2014).

## **1.2 Statement of the problem**

In an effort to enhance the policy in secondary education related to improving relevance and expansion on student access to quality education through reduced indirect cost to the parents, the Government of Kenya introduced subsidized fees in public Secondary schools in 2008. The Government and other development partners provided funds for the realization of subsidized fees to increase access to quality education in Secondary Education; however, there had been concerns that public secondary schools are increasing fees and other fees levies ignoring government subsidized fees programme (MOEST, 2009).

The extent of access to secondary education may be related to: Increase enrolment, academic performance, utilization of available finance and effective procurement of learning resources. After introduction of Subsidized fees programme in Secondary Education in Kenya, enrolment increased from 1,030,080 students in 2006 to 2.1 million students in 2014 while number of schools increased from 5,600 in 2009 to 7,325 in 2014 an increase of 30.8 percent, (MOE statistics section of 2015). Despite the government of Kenya investing 23 percent of the total government revenue on education sector, transition rate in secondary school is still at 74.6 percent (MoE, 2014).

The teaching and learning facilities in Wajir have remained static over the years, lowering the standard of student access to quality in secondary education (County Director, Wajir, 2014). According to the County Director of Education Wajir County (2014), children at the age of 14-19 who are the secondary school going age, 87

percent are not attending school and only 13 percent are attending school as shown in Table 1.5. This maybe due to financial constraint since government, subsidized fees contribute less compared to fees that should be paid by parents (CDE Wajir, 2014).

This trend suggests that there is a challenge to access in secondary education, which remains not effectively implemented across the County. According to the Development plan in Wajir DEO's office (2008-2012), most parents experience problems of meeting their obligation towards financing of their children's education. As a result, academic standards are declining as evidenced in the national examinations KCSE results (2012) where out of 47 Counties, Wajir was ranked as position 41 and in 2013, and it was ranked at position 44 (Wajir County, Director of Education, 2014). Various workshops have been held by the Ministry of Education in consultation with Kenya Education Management Institute (KEMI), to continue to strengthen the sensitization of other stakeholders and the capacity of Secondary Schools' on implementation. However, there is no study done so far to establish if government fee subsidy programme is achieving desired goals of improving students access to quality education in Wajir County. This study therefore sought to establish the impact of subsidized fees on students' access to quality education in public secondary schools in Wajir County.

### **1.3 Purpose of the study**

The purpose of this study was to establish the relationship between subsidized fees programme and students' access to quality education in public secondary schools in Wajir County, Kenya.

### **1.4 Research objectives**

The objectives of the study were:

- i. To establish the effect of subsidized fees on enrollment rates in public secondary schools in Wajir County, Kenya.
- ii. To determine influence of subsidized fees on student academic performance in Wajir County.
- iii. To examine how schools adhere to subsidized fees utilization of financial resources on students access to quality education.
- iv. To examine the impact of subsidized fees programme on procurement of instructional material for effective quality secondary education.

### **1.5 Research questions**

The study was guided by the following research questions:

- i. What are the effects of subsidized fees on enrollment rates in public secondary schools in Wajir County, Kenya?
- ii. To what extent are subsidized fees influencing student academic performance in Wajir County?



- iii. To what extent are school's adhering to subsidized fees utilization of financial resources on students access to quality education?
- iv. What are the impacts of subsidized fees programme on procurement of instructional material for effective quality secondary education?

### **1.6 Significance of the study**

The study may be significant in the provision of insights to the government, school principals to establish the impact of subsidized fees secondary education on planning for students access to quality education in Wajir County. The findings of the study may be significant to the Ministry of Education as it may provide data on how secondary school principals are implementing government-subsidized fees. The Ministry of Education may be in a position to analyze these strategies and establish their effectiveness in order to measure regarding the implementation of government subsidized fees. To the school principals and teachers, the study acts as a self-assessment tool. The study may benefit the researchers with knowledge at school level. Findings from the study may also help to analyze the gaps of the subsidized fees in the implementation of Secondary Education programme to ensure learners access to quality education in the County.

### **1.7 Limitations of the study**

The study was limited by security threats in all the four sub counties. This was overcome by travelling in vehicles escorted by security personnel. Public secondary schools in Wajir County were inaccessible due to poor road network making

accessibility very difficult. The researcher used more financial resources in collecting the data. Government subsidized fees was limited to government capitation. The findings may be generalized to other areas with caution, as conditions prevailing in Wajir may be different from those in other areas.

### **1.8 Delimitation of the study**

The study focused only on public secondary schools in Wajir and the subsidized fees of the Ministry of Education after 2008 to the present. The study analyzed the impact of subsidized fees on student access to quality secondary education in Wajir County schools since subsidized fees applies only in public secondary schools and not in private schools. The data was collected from the principals, teachers and BOM chairperson in the public secondary schools that were accessible during the time of the study.

### **1.9 Assumption of the study**

The study was carried out based on the following assumptions:

- i) That Ministry of Education subsidized fees is an essential tool in the effective implementation of education at all levels including secondary education.
- ii) That public secondary schools use Ministry of Education subsidized fees in implementing free day secondary education in Wajir.
- iii) That the respondents would co-operate and provide honest information.

iv) That the cost of education has potential to influence access to quality education, and that other variables are insignificant in determining access to quality education.

### **1.10 Definition of significant terms**

**Students access** refers to the ability of all students to have equal opportunity in education, regardless of their social class, gender, ethnicity background or physical and mental disabilities.

**Evaluation** refers to the valued judgment on the effectiveness of the application of approaches based on subsidized fees programme for secondary school level.

**Impact of implementation** refers to the execution of a given plan, in this case the Free Day Secondary Education programme in a successful manner.

**Students Performance** refers to the possession of the abilities to do well in KCSE.

**Planning** is the process of preparing, coordinating and evaluating to achieve targets implementations.

**Public school** refers to schools maintained or assisted out of public funds by the Government of Kenya.

**Quality secondary education** refers to the outcomes of education that satisfy the needs of the society by focusing on acquisition relevant competencies, skills and knowledge

**Subsidized fees programme** refers to the regulation and dissemination by ministry of education to be used in the implementation of tuition fees for capitation per child in subsidized Day Secondary Education after it was introduced in 2008 in Kenya.

### **1.11 Organization of the study**

This study is organized into five chapters. The first chapter comprises of the background to the study, statement of the problem, objectives of the study, research questions, significance of the study, limitations and delimitations of the study, the basic assumptions of the study and the definition of significant terms. The second chapter contains the literature review, which consists of introduction to literature review, historical development of subsidized fees in secondary education in Kenya, economic and social benefits on students' access to quality secondary education, implementation of subsidized fees on access to quality in Secondary Education in the developed countries, implementation of subsidized fees in Secondary Education in Africa, implementation of subsidized fees in Secondary Education in Kenya, factors affecting implementation of subsidized fees in secondary education, summary of literature review, theoretical and conceptual framework. The third chapter addresses research methodology comprising of research design, target population, sampling techniques and sample size, research instruments, validity and reliability of the instruments, data collection procedures, data analysis techniques and ethical considerations. The fourth chapter deals with the analysis and interpretation of research findings. The fifth chapter contains the summary of study findings, conclusion, recommendations and suggestions for further research.

## **CHAPTER TWO**

### **REVIEW OF RELATED LITERATURE**

#### **2.1 Introduction**

This chapter focuses on the literature related to impact of subsidized fees on student's access to quality education globally and in the local context. It address issues regarding, historical development of subsidized fees in secondary education in Kenya, the economic benefit of secondary education, the implementation of subsidized fees on access to quality in secondary education in the developed countries, Africa and in Kenya. It also focuses on factors affecting quality implementation of subsidized fees on access to quality secondary education, a summary of literature review and section on theoretical and conceptual framework.

#### **2.2 Historical development of Subsidized fees in Secondary Education in Kenya**

In late 1990s basic education in Kenya went through various transformations despite the un-conducive political and economic conditions at the time. Due to limited resources and unreliable donor funding, the Kenyan government experienced complications of sustaining and maintaining educational standards. As a consequence, the quality of education declined and there was an ever increasing numbers of school-age children who were not able to access formal education (Orodho, Waweru, & Getange, 2014).

According to Oketch and Ngware, (2012) and Orodho, Waweru, & Getange (2014) the dropout rates escalated between 1993 and 1998 where about one million students

enrolled in standard one in 1993 and in 1998, less than half a million got to standard eight.

The same sentiments were emphasised by Mwiria (2009), who opined that the school enrolment population in Kenyan secondary schools has risen from 30,120 students in 151 schools at the dawn of independence (1963) to 620,000 students in 3,000 schools in the year 2000. Later, in 2008, the government introduced plans to offer free tuition Secondary education to all Kenyans with the aim of increasing enrolment in secondary schools. The introduction of free tuition secondary education was accompanied by many challenges such as stretching of infrastructure, inadequate manpower, overcrowded classrooms as a results of increased number of children remains the main challenges in most secondary schools in Kenya (Orodho, 2013).

As a results of educational budget constraints, parents still have the responsibility of providing classroom materials such as exercise books, writing materials and other stationery (Mutegi, 2015). In a bid to supplement the free tuition kitty allocated to schools, the government has also established other avenues to support secondary education. Such interventions includes, Local Authority Transfer Fund (LATF), Constituency Development Fund (CDF), and Constituency Bursary Fund (CBF). Despite, their supplementary role, these funds may not reach many students given the high per student cost in the delivery of secondary education (KIPPRA, 2008).

## **2.2 The economic and social benefits on students' access in secondary education**

In order to contextualise the impact of implementation of subsidised fee on students' access to quality secondary education, there is need to first understand the economic benefit of the level of education under study. In this case, there is need to understand the importance of investing in secondary level of education. Studies by Lewin and Caillods, (2001), Briseid and Caillods, (2004) World Bank (2010), have shown that secondary education plays an important role in addressing the emerging human development concerns in countries engaged in building knowledge societies for staying connected to the globalisation process.

Studies by World Bank (2010) have argued that secondary education needs to be expanded in order to respond to increased social demand and also as a link between the primary level and secondary education in every country. They also emphasised on investing in secondary education in a bid to yield considerable social and economic returns which is crucial for national development.

Literature shows that secondary education has two functions, one at individual and the other at social level or what is referred to as private benefit and social benefit. According to Alvarez, (2000) at individual level, secondary education prepares youth for life in respects to personal development, preparation for the labour market, training for higher cognitive functioning. At social level it creates human and social capital for nation building. It also plays a role of redistributing income and wealth as well as alleviating poverty. Farmanesh (2005) further argues that secondary education greatly contributes towards acquiring global competitiveness and

achievement of the the MDGs. He further alludes that investing in youth provides the longest and most effective dividend towards meeting the MDGs by building the social capital needed to foster pragmatic development.

According to UNESCO, (2011), a high proportion of the population has to have received secondary education for any economic growth to take place. More so, in a World Education Forum participants argued that no country can be expected to develop into a model open economy without having a certain proportion of its work force completing secondary education (UNESCO, 2011). According to Alvarez, (2001) over emphasising on primary education may results in producing force which is educationally behind the anticipated level of industrial development. Watkins, (2000) argues that without a sustained improvement in coverage and quality of secondary education, developing countries will fall further behind relative to developed countries.

Secondary education has also been viewed functionally in relation to electing a democratic government. Alvarez (2000) alludes that for democracies to survive, their citizens must be educated so that they are able to understand difficult issues, make informed decisions, and hold officials accountable for their actions. The resport by Alvarez (2000) also argues that Secondary education increases the voice of the poor, particularly at the local level, where the poor gain the self-confidence needed to engage in dialogue and influence decisions. Secondary education raises young people's awareness of their civil rights and responsibilities and encourages a sense of national loyalty.



### **2.3 Implementation of subsidized fees on access to quality secondary education in developed countries**

Number of European countries had implemented subsidized fees in secondary education which had improved student access to quality and completion rate through effective planning of secondary education. According Morris (1998) many developed countries had invested in secondary education which resulted to positive improvement on access, retention and completion rate. A study by State University (2002) on equity and quality education in the USA, found that many children did not have equal opportunity to learn and is not likely to attend quality schools. Its critics suggest that education systems perpetuate poverty and disadvantages, providing the rich and the poor schools with constraints in the learning environment and physical facilities in achieving quality even in millions of dollars invested. Education is funded through Federal, State and local government because of the disparities in the economies of States and local authorities, which varies regionally (MoEST, 2014). Schools in Britain used complex procedures of capacity training as key in implementation of access to free secondary education (Morris, 1998). Schools in Britain ensure that there is efficiency in planning for access to quality secondary education.

In Sweden, the country has a schooling system where funds are transferred to the parents of the school age children through a voucher system in the aim of creating competition in funding according to their enrolment (World Bank, 2010). For easy access, each student in Sweden is allocated funding for education from pre-school to

secondary school. The system has led to improved standards in terms of quality and expenditure (Secondary fees task force survey, 2014). In 1945, South Korea's education was in a poor situation before the Government subsidized fees programme. The enrollment rate was 20 percent in secondary school and less than 2% in higher education (World Bank, 2010). The government to eliminate imbalances to access quality education financed both, public and private schools. According to the OECD report, South Korea education expenditure index GDP is 7.2 percent which emphasizes on the importance it attaches to access quality of secondary education (Secondary fees task force survey, 2014).

#### **2.4 Implementation of subsidized fees on access to quality secondary education in Africa**

Report by Uwezo Kenya (2010) confirms that in sub Sahara Africa number of students are suffering from learning deficit even when they are enrolled in their schools. In Schools, there are low learning achievements with wider inequalities in education despite government subsidy programme in public secondary schools in Africa. This means that provision of tuition fees, increase investment in school infrastructure and increase teacher recruitment that the government of the third world has been implementing there was no much change in learning achievement to access quality education.

The demand for secondary education is increasing in most of the developing countries (Verspoor, 2008). This may have created challenges in planning policy implementation for access to quality secondary education during implementation of fees subsidy provided by government. In Benin according to the World Bank (2007), about 250,000 students of primary school graduate attended government funded secondary schools in 1987. In most schools, tuition was free but parents pay entrance fee and uniform. In 2007, Uganda made secondary education free, and is likely to achieve Millennium Development Goal for education in 2015 (World Bank, 2008). According to Chapman (2009) the ministry of education in Uganda, there are more than half a million secondary school children who are studying under the USE policy in some 1471 schools. This is a vast improvement in terms of students access to secondary schools. However, the quality of education provided to Ugandan students still a questionable even as government tries to offer new subsidies to cover the education related costs.

In developing countries where public resources are not so plentiful, the question of how to allocate scarce resources to increase student access across different levels of education is a challenge that educational planners are facing today (World Bank, 2005). Free secondary education is likely to increase demand for education and lack of access to relevant learning materials for quality education to be achieved in secondary schools (UNESCO Report, 2013/2014). In different times countries have come up with clear policy document and programmes on free day secondary education to promote access to quality secondary education by providing funds,

adequate teachers, physical facilities, teaching resources and procurement of quality resources (Bedi & Sharma, 2006).

The implementation of policies is inclined towards increasing access by lowering fees to allow children from poor families to access secondary education at the expense of the quality provided. In developing countries such as Egypt, Malawi, Uganda, Mauritius, Botswana and Nigeria initiated subsidized fees in secondary education to meet high demand for the increased enrolment and access to quality secondary education through subsidy and bursary fund aimed at assisting the poor (Sumra & Rajan, 2006). In Malawi, where open door admissions policy continued with low fees, it led to a deterioration of quality as reflected in high student- teacher ratios (Psacharopoulos & Woodhall, 1985).

According to Oyaró, (2008) due to poor planning and insufficient skills, the quality education was not implemented effectively in Secondary Education programme. According to Oketch and Rolleston (2007) while conducting a study on financing found out that, most developing countries tend to neglect secondary education only receiving an average of 15 percent to 20 percent of state resources. School fees are still high increasing household burden negatively affecting student access to quality secondary education implementation.

Lewin (2003) asserts that the government of Sri Lanka introduced free education using such mechanisms and quality of education was not affected. The views of Lewin, (2003) and Abagi (2002) differ on the effect of introducing free education on

quality education based on the willingness of the government to provide necessary facilities for learning. Abagi (2002) argues that the quality of education is affected due to increase of class size which is not matched with the availability of text books and teachers while Lewin, (2003) alludes that if such facilities are provided then quality of education will not be affected.

Subsidised fees in secondary education was introduced in Mauritius. According to Suddho (2001) in Mauritius prior to 1977, only scholarship winners of primary school-leaving examinations were entitled to free education in state schools. Non-Scholarship winners are allocated a few places with a moderate fee ranging from Rs 10 per month for form one to Rs 40 per month for form four.

The government of Mauritius promoted basic education as part of its social-economic development strategy. The education is tuition free with parents paying for extra tuition, uniform and textbooks, fifty two per cent of the children receive secondary education which takes 7 years. The pupil/teacher ratio was higher in public than in private due to the wide range of subjects offered in state schools.

According to UNESCO (2005) the government of Zimbabwe introduced subsidized fees in secondary education where the government allocate resources for payment of teachers 'salaries and purchase of school books and equipment on the basis of the number of subjects and topics are rationalized, examinations localized and science teaching improved. The government also provides for construction of school buildings, maintenance, salaries of all staff and all other materials and running

expenses in public schools. The UNESCO (2005) report shows that free education programme in Zimbabwe is 80 percent a success.

In Nigeria, senior secondary students are required to purchase textbooks and uniforms. (www.wikipedia.com) According to Fafunwa (2010) there is a big gap of access resulted from large number of overcrowded classrooms. In Egypt financing of subsidized fees in secondary education was the responsibility of the government, however, due to inadequate finances of student access to quality secondary education is adversely affected (Zahir, 2006).

## **2.5 Implementation of subsidized fees on access to quality secondary education in Kenya**

According to Abagi (2002), the successful introduction of free primary education led to increase in enrolment levels. This consequently led increased class sizes where classroom management and effective teaching become difficult. As a result the access of learners is negatively affected. However, Lewin, (2003) held a different view by suggesting government can introduce free schooling without affecting the quality of education by embracing mechanisms such as widely distributing schooling facilities throughout the country, distributing free textbook in schools, innovatively developing curriculum that meets the need of the students and also embracing quality teacher training and in-service programmes.

The monitoring and evaluation of Free Secondary Education (FSE) team of the Ministry of Education in October 2010 reported that enrolment had increased since

the inception of subsidized Secondary School funding (MOE, 2009). There was therefore serious congestion in the classrooms, acute shortage of teachers and inadequate infrastructure such as laboratories, libraries and classrooms. The government of Kenya has been formulating appropriate educational policies and relevant training to ensure maximum development of the human resources in order to attain national development agenda (Munavu, Ogutu, & Wasanga, 2008). According to (Ngware, 2006, Njeru & Orodho, 2003) on education financing, cost sharing and on factors affecting enrollment indicated that most parents have been unable to meet the cost of education with introduction of cost sharing policy by the government of Kenya in 1998 in implementing secondary education effectively.

Kilonzo (2007) agrees also that 92.5 percent of the parents were not ready to pay levies to schools when education is free which could have influenced negatively on student access on quality education since this will affect budgeted facilities and materials that are necessary for conducive learning environment. Ideally, what the public funding policies in education in Kenya have failed to take into account is that the children who are out of school are in such difficult circumstances due to financial related dynamics (Watkins & Alemayehu, 2012). Studies have also established that when education subsidies are based on head count enrolments and extended to students at school especially at secondary levels, such funds are thinly spread across the board to benefit siblings who are not out of school, defeating the purpose for which the funds were provided for in the first place (Obonyo, 2013).

Providing equal education funding therefore does not necessarily improve access and the quality of education that the poor receive in school. Education public funding policies in Kenya need to take into account two considerations to achieve greater equity and quality. The first approach would be to design policies attract greater weight to the number of children from poor regions and families that are not enrolled in school and other broader indicators of disadvantage that influence of educational opportunities in determining basic education public allocations. The second radical policy alternative would be to base public allocations to education on a needs based approach to equitable sharing, which can be determined by the degree of educational and socioeconomic disadvantage of a given region (Watkins & Alemayehu, 2012).

The key challenges include low enrolment and retention rates, poor performance, poor procurement procedures of teaching resources and late disbursement of subsidized fees (Republic of Kenya, 2008). Up to 1985, the government controlled all fees in public secondary schools and it was meeting most of the costs of education (Koech, 2000). The cost sharing policy however was officially introduced through sessional paper No. 6 of 1988 on Education and Manpower Training for the next Decade and beyond. Due to scarcity of educational resources, various approaches that have been suggested to augment them and define strategies for education financing. The most notable approach according to Elimu Yetu Coalition, (2003) was the cost-sharing framework, where the government was to meet salaries of teachers and education administration costs while the parents provided tuition fees and textbooks. Other than, the government and parents, communities were to be



responsible for putting up physical facilities and ensuring their maintenance. However, given the differential economic endowment of regions and even social groups, disparities in access to education emerged. The disparities were cost related since not all groups could marshal resources on equal footing.

According to Munya (1995) the cost sharing arrangement made the parents feel exploited by School Board of Management. The School Board of Management were considered unsympathetic to parents due of the burdens they imposed on them. Abagi & Olweya (1999) on the other hand observed that, school fees typically contributed 91 percent to 100percent of all financial resources that were available in schools supported these sentiments; government subsidies on the other hand hardly ever exceeded 8 percent of the schools' total budget.

The launch of Subsidized Day Secondary Education in 2008 was meant to address illiteracy, low quality education, low completion rates and high cost of education (Republic of Kenya, 2008). These efforts were a positive move towards the realization of the Millennium Development Goals (MDGs) and Education for All (World Bank, 2005). Education partners have contributed to the development of education implementation including international organizations such as USAID, care International, Oxfam, EMACK, Government of Kenya through bursaries and CDF funding among others. However, based on statistics on access and participation on Secondary Education for last five years, it would be expected that implementation was to be faced with numerous problems some never anticipated. Increased enrolment led to overstretched facilities and teaching materials, overcrowded class

rooms, poor academic performance, inadequate learning facilities, inadequate funding particularly in rural areas have remained unaddressed (Sessional paper 14 of 2012). There is need to plan for sustainable implementation by identifying various inputs that may impact on access to quality education given due to increased enrollment and poor quality performance in secondary education. In the Secondary Education, the government of Kenya subsidized fees expects the schools to provide competences and skills to enable students to improve their lives. However, more schools are being constructed with insufficient number of TSC teachers, which affects the access to quality education negatively (MOE, 2008).

Although since independence secondary education has expanded considerably, access remains restricted which need to be tackled during the implementation of free day secondary. This means that rate of enrollment is not keeping pace with the growth of population of eligible age group continued to decline. These could mean number of secondary age going students are not in secondary school (MOE, 2009).

**Table 2. 1 Access in Secondary Education Indicators, 2008-2013**

<b>Secondary</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>
<b>Total Enrolment '000'</b>	1,382.2	1,507.5	1,701.5	1,767.7	1,914.8	2,023.3
<b>GER</b>	42.5	45.3	47.8	48.8	49.3	56.2
<b>NER</b>	28.9	35.8	32	32.7	33.1	39.5
<b>Teachers</b>	44,305	48,087	53,047	56,735	64,338	65,494
<b>GPI</b>	0.85	0.86	0.86	0.87	0.88	0.87
<b>Completion</b>	79.8	83.2	76.8	74.6	80.3	86.0
<b>Transition to secondary education</b>	64.1	66.9	72.5	73.3	76.6	77.0

Source: Ministry of Education, 2014

Table 2.1 summarizes basic statistics on secondary education between 2008 and 2013. However, when subsidized fees was introduced in Kenya secondary schools had increased from 5600 in 2008 to 7325 in 2014. This was an increase of 46.5 percent. The enrolment increased from 1.8 million in 2008 to 2.1 million students in 2014. The GER increased from 42.5 percent in 2008 to 56.2 percent in 2013, while the NER increased from 8.9 percent to 39.5 percent in 2013. Transition rate has increased 2008 64.1% to 77% in 2013 while completion rate 79.8 in 2008 to 86.0 in 2013 an increase of 6.2%. this expansion in secondary education can be contributed to the introduction of subsidized fees in 2008. (Secondary School Fees Task force Survey, 2014).

Kenya was ranked 111 out of 148 countries in 2014 global competitiveness index in access to secondary education. Nevertheless, about 60.5 percent of the secondary education age going population were not in school in 2013 (MOST, 2014). The Kenyan Government financing of public secondary schools in 2008/2009 shows that 34 Billion shillings was used and 67.9 Billion shillings in the year 2013/2014 to meet the secondary education implementation costs (MOE, 2014). However, the donors and NGOs are not funding effectively the secondary education as a result affecting quality of education (Ohba, 2009).

## **2.6 Influence of subsidized fees on various aspects /parameters in education**

### **process**

Implementation of subsidized fees in secondary education can be affected by several factors. Some of the expected factors affecting access to quality education are presented as follows:

### **2.6.1 Effects of subsidized fees on enrolment rate in secondary education**

According to MoEHRD and KEDI, (2007) in Korea, enrollment rates in secondary schools. At the middle level it's as high as 59 percent and a 91 percent at high school with a transition of 99.7 percent in 2007. This was achieved without any significant disparity in enrollment and advancement rates indicating successful achievement of gender parity and there have been no significant dropout problems in secondary education. According to (UNESCO, 2000), in Chile secondary education has been free and compulsory since 1920. The state schools provide free education, consisting of four years secondary education with increased emphasis on vocational training at the secondary level. Secondary schools had 739,316 students, with 72 percent of those eligible attending secondary school. The literacy level, which was 50 percent in 1920, now stands at 95.7 percent in the year 2000.

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. The programme was expected to cost 30 billion Ugandan shillings (US \$ 17.15 million). According to Oketch and Rolleston (2007), 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.

Kenya Vision 2030 is the nation's new development blueprint for 2008 to 2030 which aims at making Kenya a newly industrializing, middle income country providing high quality life for all its citizens by the year 2030 (UNESCO, 2007). The plan is to be implemented in successive five-year terms with the first plan covering 2008-2012. The education goals of the 2030 Vision are to provide globally competitive quality education, training, and research for development. This is to be achieved through reducing literacy by increasing access to education, improving the transition rate from primary to secondary schools, and raising the quality and relevance of education. The government also aims to increase the enrollment in schools to 95 percent as well as the transition rates to technical colleges and higher education to 8 percent (Orodho, 2014).

However, it is important to note that the expansion of education requires expansion of teaching-learning resources in order to accommodate the extra numbers joining secondary schools because of the subsidized fees programme. It is impossible for subsidized fees programme to achieve much if the input required for its successful implementation are lacking. This is a gap, which was to be addressed by the current study through an audit of the programme at the time of the study. It was necessary to

establish the required resources for subsidized fees programme to operate effectively and the actual amount available for the programme from all the possible sources (Orodho, 2014).

A study by Coady and Parker (2002) in Mexico had shown that high fees in secondary school had consistently large negative effect on enrolment. The impact in general was much larger for girls' attendance 8.6 percent, whereas for boys the corresponding increase would be approximately 6.3 percent.

According to (UNESCO, 2007), secondary enrolment rate in sub Saharan Africa are the lowest in the world. 104 million secondary age going children only 25 percent were enrolled in school in 2006 (UNESCO, 2008). The gap in secondary School Net Enrollment between South Sahara Africa and developed world average is 33 percent. According to UNESCO 2005) sub Saharan Africa has the lowest opportunity to enroll in secondary education. The policy of subsidized fees in secondary education in developing world aim at expanding access to secondary. However, household direct and indirect cost remains deterrent for children from poorhouse hold to gain access to secondary education.

Uganda introduced universal secondary education in 2007 but parents are still required to pay boarding and medical costs (Museveni, 2008). While in Nigeria, the government provides tuition fees but different forms of fees are imposed to parents to cover costs of running education system. According to KIPRA (2008) access and funding disparities in Kenya has also been replicated within urban areas, specifically

family living in relatively low income formal settlement are likely to have their learners enrolled in public schools lower, compared to families living in formal settlement. This means that learners living in the rural settlement have limited access to public secondary education and options for the poor families to enroll in formal settlements is more expensive relatively to richer families despite subsidized fees of the government (KIPPRA, 2008). When subsidized secondary education was initiated, Kenya secondary schools had increased from 5600 in 2008 to 7325 in 2014. This was an increase of 46.5 percent. The enrolment increased from 1.8 million in 2008 to 2.1 million students in 2014. The GER increased from 42.5 percent in 2008 to 56.2 percent in 2013, while the NER increased from 8.9 percent to 39.5 percent in 2013 (Secondary School Fees Task force Survey, 2014).

Schools may find it difficult to maintain students without funds and as results students are sent away to, collect fees which sometimes result to dropouts hence low enrolment (GoK, 2009). Kenya was ranked 111 out of 148 countries in 2014 global competitiveness index in access to secondary education. Nevertheless, about 60.5 percent of the secondary education ages going population were not in school in 2013 (MoEST, 2014).

**Table 2. 2: Student enrollment in secondary schools per year from Form One to Form Four**

Form 1 to Form 4	2007	2008	2009	2010	2011	2012	2013
Totals National	1,030,080	1,180,267	1,382,211	1,507,506	1,701,501	1.85	2.1
Totals Wajir county	4365	4780	5231	5542	5971	6503	7195
% Wajir versus National Enrolment	0.42	0.40	0.38	0.37	0.40	0.35	0.34

**Source: Ministry of Education Statistics section, 2013**

As shown in Table 2.2, Wajir has low student enrolment growth compared to national student enrolment growth, as low as 0.42 percent in 2007 and 2008. In 2011 and 2013, the Wajir student population was 0.34 percent even lower demand as compared to when a subsidized fee in secondary education was initiated (MOEST, 2014). This may be due to poor attitude towards schooling and high transition of local teachers to NGOs, County Government and high school cost that are expensive. This is a challenge towards access and implementation of quality education. Over the years, enrolment has been low in Wajir despite free secondary education and this is the gap that the researcher wanted fill through this research.

### **2.6.2 Influence of subsidized fees on student academic performance to access education**

A study by Desarrollo (2007) in Latin America outlined that secondary student with the responsibility of earning money for their families on a regular basis performed poorly in their national examinations. In Malawi, according to Scharff and Brady



(2006), girls are expected to help their mothers with household chores before going to school and therefore arrive to class late resulting to poor performance in KCSE exams. (Scharff, 2007). Studies carried by Mwinzi and Kimengi (2006) in Kenya indicated that students are being sent home frequently to collect fees balance despite government subsidized fees interfere with students learning and their academic performance. On average students take up one week per month to report back to school, in total the student ends up missing an average of one month per term, which translate to one term per year (Mwinzi and Kimengi, 2006). The consequences of missing classes have far-reaching effects on the students that include increasing school dropping out.

The introduction of free secondary education in Kenya attracted several researchers into establishing its effectiveness and its challenges. For instance Gogo (2012) carried out a study in District, and established that the government subsidy to secondary education was not adequate to support quality education hence triggering the head teachers to raise school fees in order to meet school. He further observed that parents had poor response on fees payment hence the headteachers felt the poor fees payment by the parents was not feasible, and that fees should be raised instead. They argued that prevailing budgets in public schools were the lowest in the face of consistent increase in prices of goods and services which in effect strained school budgets.

According to Shikanda (2013) despite the Government introducing grants to the tune of 10,265 per student per year in 2008, complaints from headteachers and parents about the unbearably high costs arising from increased prices of school uniforms, stationery and food have persisted. Muindi, (2012) also alluded that the grants whose disbursement is erratic seem not to be adequate to sustain the targeted vote heads such as tuition fees, exercise books, laboratory equipment and teaching aids, internal examinations, electricity, water, conservancies and students' activities.

There is not a lot of evidence on the impact of introduction or removal of user fees in education and the available evidence is mixed (World Bank 2009). For instance, Fafchamps and Minten (2007) show that removing user fees in rural Madagascar resulted in a rise in school enrolment. There is, as far as we know, no evidence on the scale at which we investigate the question, and no previous attempt to study how user fees modify the intergenerational transmission of education. While the policy relevance of our estimates is limited by issues of definition and reliability of data, the consistency of the qualitative results and the vast scope of our analysis sample mean that the results presented here show that removal of user fees increases educational attainment. The size of this impact needs to be weighed against its costs and the net return to subsidizing fees compared with alternative interventions.

Policy of cost sharing has over led to only children from economically advantaged households enjoying the benefits of education as the poor and marginalized suffer from, poverty-induced exclusion. Financial resources are used for acquisition of other resource such as physical facilities, textbooks and human resources to improve

performance (MoE, 2009). Despite the importance of government financial in promoting acquisition of other resources KIPPRA (2008) noted that school have a narrow revenue base which consist of mainly school fees. Even if government has been making financial support in form of fees subsidy in Secondary Education the funds may be inadequate unless well planned. Where subsidized fees are implemented inadequate, the state of infrastructure will be poorly developed compromising access to secondary education. This ends up putting a lot of strain on existing resources, which end up compromising academic performance of the school (Eshiwani, 1993).

Shikanda (2013) argues that there are disparities in cost an indication of under funding of some schools on a critical indication input. Better funding directly impact quality education inputs procured to support education provision. This could explain the better student performance in schools that are funded with increased enrolment. According to Shikanda (2013), schools have been enrolling more students and rising up their fees and this hinders students from poor families to access schools with conducive environment for learning. According to Sifuna and Oanda (2014), no government-subsidized fees have been provided to support capital development in schools, therefore it translate to students in arid areas such as Wajir county that are in public schools, and that are under difficult conditions are maybe the possible reasons for their poor quality grades performance.

According to MOE (2014) educational attainment at the secondary level in Kenya is low, with 72.9 percent of candidates not achieving the minimum grades of C+ and above for admission to university education. The mean score is particularly low for female candidates. Moreover, only 6.6 percent of the candidates attained B+ and above in KCSE in 2013. Whereas in Wajir County shows that most of the students get low quality grade for example in 2013, 93.2 got C plain and below which means that most of them were not able to access university (County Director, 2014).

### **2.6.3 Impact of adhering to regulations of subsidized fees in the utilization of financial resources**

Objective two of the Dakar action frame work stipulates the free and compulsory basic education of good quality” must be offered to all. Financial burden under privileged families must be lightened by reducing the indirect costs borne by the poorest parents when they put their children through schooling” but also by alleviating the indirect cost, (UNESCO 2004). According to the World Bank (2006), most developing countries seem to be spending much on subsidized fees in secondary education but in the fact, the high cost is due to inefficient planning for the utilization of available financial resources.

According to the Ministry of Education (2009), schools were expected in planning for school subsidized fees and levies charged on parents to utilize financial resources. Schools were to show clearly the source of financial resources in implementing scarce resources to attain effective access to secondary education. The schools Board of governors were also expected to oversee and utilize finances in

order to implement government subsidized fees and fees paid by parents in their schools to improve access and retention rate to ensure quality secondary education (Republic of Kenya, 2012).

According to KIPPRA (2008) funds for subsidized fees in Secondary Education programme in Kenya is the untimely delay by the government to disburse the much expected to the schools. Despite the introduction of subsidized fees in Secondary Education, 2.7 million secondary school age children were out of school (Republic of Kenya, 2009). This was mainly because schools re-introduced levies comprised of PTA charges, extra tuition charges, examination fees, sports fees and boarding fees, among others. The institutions must plan by prioritizing its expenditure, which shall be approved by Board of Management. The implementation of tuition waiver in public secondary schools that started in 2008 may have escalated the already high expenditure on education necessitating the question of access to secondary education.

Successful implementation of subsidized fees programme cannot ignore effective financial planning and proper budgeting in schools. Since education is costly, with great opportunities it calls for transparency and use of scarce finances to maximize service delivery in schools for student access to quality education (Oyaro, 2008). According to Gekunde (2012), effective implementation of subsidized fees will only succeed by lowering the operation costs in schools when proper planning and effective use of financial resources are accounted for. Yet schools should audit reports points' misuse of funds in utilization of financial resources. The government

of Kenya is faced with challenges of ensuring that additional cost are charged within prescribed guideline and provision of quality education in the face of scarcity of teaching material resources and inadequate facilities in most public secondary schools (Aduda, 2008).

According to MoE (2014) accountability and planning mechanism for schools, financial resources are often low quality in poor communities and parents often lack the networks to constitute themselves as oversight for public service provide to them even in public institutions. According to MoE (2010), public funded education oversight services such as secondary public school audits and utilization of financial resources are non-existent in marginal regions and other poor communities. In terms of funding, the 2013 basic education Act has spelt how basic education will be funded and utilization of subsidized fees and greater accountability. The formula for funding equally have shown more developed regions receive much of these funds, largely use of numbers instead of the extent of deprivation and this may not ensure equal access to quality education in ASAL regions such as Wajir County (Republic of Kenya, 2013).

#### **2.6.4 Effects of subsidized fees on procurement of instructional materials to access education**

According to UNICEF/UNESCO (2013), while studying school access to teaching / learning materials of Jamaica students in secondary education, declared that better achievement were associated with procurement of school materials and access to reading materials in schools. The study also agrees by Hinum and Park (2004) who

determine that there was a positive correlation between the presence of reading materials and access in rural china. The above studies by Grantham and Hinnum and Park were extended by a research of Jagero in 1999 in Kisumu district that substantiated the finding that lack of adequate procurement for reading materials in school was a major factor affecting student access to quality secondary education implementation.

In many developing countries, the availability of learning materials, such as textbooks and other materials that create conducive environment for learning in school are limited. UNESCO (2007) observed that while student textbook ratio is important measure of education quality and access in many classrooms in developing nations, they are inadequate. The subsidized fees provided was to enable schools to identify and procure their instruction materials, once arrived in schools are expected to be accounted for any storage and to ensure utilization. According to the Ministry of Education (2007), issue of bursary funds and subsidized fees provided was to expand access and reducing cost to parents. The government of Kenya provides teaching and learning materials to public school while encouraging parents to provide physical facilities and other learning teaching aids. However, according to the study done by Kilonzo (2007), persistence delays by the government of Kenya in sending the subsidized fees to school was hampering the effective implement of subsidized fee in secondary education.

The government initiated the reform process of procurement of teaching learning materials in public schools where all public schools received circulars, which

provided directions on measures to enhance accountability and transparency in expenditure planning and utilization of funds from the government subsidy fees and parent levies (Watkins & Alelemayehu, 2012). However, the slow pace of procurement reforms to improve access in secondary education remains an issue of concern of financial management by policy planners.

A study conducted in 2006 by IPAR on behalf of the ministry of education's Taskforce on affordable secondary education confirmed that more than half of secondary schools were not adhering to provision of the procurement law making procurement process vulnerable to abuse by tender committee members (Ngware, Onsamu & Muthika (2007). Another study conducted by the World Bank (2008) has sought to decentralize procurement activities to schools by depositing funds directly into their bank accounts. However, the management of subsidized fees disbursed by Ministry of Education was characterized by allegations of misappropriation through the procurement of goods and services, which was an obstacle to the implementation to access of secondary education (MoE, 2009).

According to Hallack and Poisson (2007). on a study conducted to find out the problems public secondary schools found that schools fail to adhere to procurement policy suggesting that there is a gap in effectiveness of learning instructional materials in secondary education. Procurement Act (2005) and Regulations (2006) outlines all contracts for goods and services to ensure value for money (MOE, 2007). Irregularities in the delivery of necessary suppliers to schools may threaten the proper implementation of quality education programme (MOE, 2010). Procurement



in public secondary school has been mainly by open tender system and managed by committees such as tender committee, procurement committee, evaluation committee and inspection and acceptance committee.

According to CDE Wajir, (2015) Wajir schools could be lacking adequate capacity to effectively utilize procurement of teaching and learning materials in their institutions, which is critical for effective implementation to access secondary education programme. According to Hallack and Poisson (2001), poor procurement practices increase transition cost, and reduces access to quality secondary education.

According to Onyango (2001) with introduction of subsidized fees led to increased enrolment, which means that, resources available in schools are constrained. Schools may be unprepared to carry out adequate procurement of resources for subsidized fees that requires careful planning and co-ordination for implementation. The procurement procedures in secondary schools were to ensure efficiency and accountability by schools in their implementation of subsidized fees for quality and accessible learning resources (Oyaro, 2008). In most schools, many facilities, basic equipment and materials are in a sorry state. secondary schools have been poor for many years in Arid and Semi arid regions being the most affected since the introduction of basic education (Carr, Hill, Peart, 2001). According to Carr, Hill, Peart, arid areas cannot do their best in an open-air schools with inadequate learning and teaching facilities to students' access on quality education. According to Wachira (2012) more than 8 billion have been spent towards building of new classrooms and rehabilitation through infrastructure programmes for arid and semi

arid regions but the situation on the ground is different as many schools are still in poor conditions and unfit for learning. These compromise the impact of subsidized fees on student access particularly in Arid and Semi arid regions (MOE, 2012). Students from low-income households such as Wajir and ASAL areas may be most affected by impact of constraints in financing and supply of learning materials (MOE, 2008).

### **2.7 Summary of literature review and identification of gaps**

In the literature review, it is clear that several studies have identified how subsidized fees programme in Secondary Education has been established in many countries and the challenges that it has been facing in its implementation. The government of Kenya provided funds for realization of subsidized fee to increase access to quality education in public secondary schools. However, there have been concerns that public secondary schools in Wajir are increasing fees and other fee levy ignoring government subsidized fee programme to increase access to quality education. (MOEST, 2009). However, this study did not establish the extent to which the subsidized fees has been implemented and its impact on the planning for access of students to quality education. From literature review, there exist knowledge gap on the impact of subsidized fees such as on enrollment, academic performance, adherence to regulation of financial resources and the use of procurement on instructional materials that affects access to quality education which this study intended to fill. A study done by UNESCO in 2014 showed that in many countries, there are very low secondary school access and those who join schools complete

with low levels of reading, writing and numeracy which is an indicator of poor quality of education received. The literature review explains that the government-subsidized fees do not have adequate funds to support access to secondary education.

Kenya Institute for Public Policy Research and Analysis (KIPRRA) studies done in 2008 showed that adequate finances in schools contribute greatly to the success of students' access in secondary education. Secondary Education subsidized fees programme can be used as the base line to plan for the provision of student access to quality education, but to what extent have subsidized fees has been implemented by schools? According to MOE (2009), over the years, access has been low in Wajir County despite government subsidized fees and the researcher want to find out the gaps to access secondary education in Wajir County. This study therefore, sought to establish the impact of subsidized fees on student access to quality education in public secondary schools in Wajir County.

## **2.8 Theoretical framework**

This study was guided by Human Capital Theory. According to the theory education leads to acquisition of knowledge, skills and right attitude. It has its roots in the work of Sir William Betty (1623-1687) and Adams Smith (1723-1790). The theory was proposed by Schultz (1961) and later developed extensively by Becker (1964). According to Becker (1964), Human Capital Theory was developed in the sixties due to the realization that the growth of physical capital has only small part of growth in the growth of income. The theory asserts that education or training raises the

productivity of workers by imparting useful knowledge and skills, hence raising workers' future income by increasing their lifetime earnings (Becker, 1994). It further postulates that expenditure on education is costly, and therefore should be considered as an investment since it is undertaken with a view to increasing personal incomes.

According to Fagerlind and Saha, (1997) human capital theory also provides a basic justification for large public expenditure on education both in developing and developed nations. The theory was consistent with the ideologies of democracy and liberal progression found in most Western societies. Its appeal was based upon the presumed economic return of investment in education at both the macro and micro levels. Efforts to promote investment in human capital were seen to result in rapid economic growth for society. For individuals, such investment was seen to provide returns in the form of individual economic success and achievement. Based on the human capital theory, which postulates that expenditure on training and education is costly, and should be considered as an investment.

The high government of Kenya expenditure on education and training should be considered as an investment with aim of increasing productivity of the citizen (Oyaro, 2008). Provision of formal education is seen as an investment in human capital that the proponent of the theory have considered as equally or even more worthwhile than that of physical capital (Psacharopoulos & Woodhall, 1997). Human capital theory holds the need for human investment and this may reveals why the government of Kenya introduced subsidized fees, that enable the poor to have an

equal opportunity to access education and increase attendance in school (Republic of Kenya, 2008). It is designed to analyze access to quality of secondary education situation in Wajir. Also to encourage potential individual members of the organization to articulate the subsidized fees provided by Ministry of Education in order to increase access. The significance of human capital emphasizes that education system should be designed to remove financial barriers that can prevent students from lower economic background from developing their own values. As a result many students do not have chance to learn and are not likely to attend school, hindering student access to participate in education. Returns to secondary schooling are useful measure of productivity of education and incentive for individuals to invest in their own human capital. Public education not only rewards the educated person but education creates benefits that are shared by society (Ministry of Education, 2010).

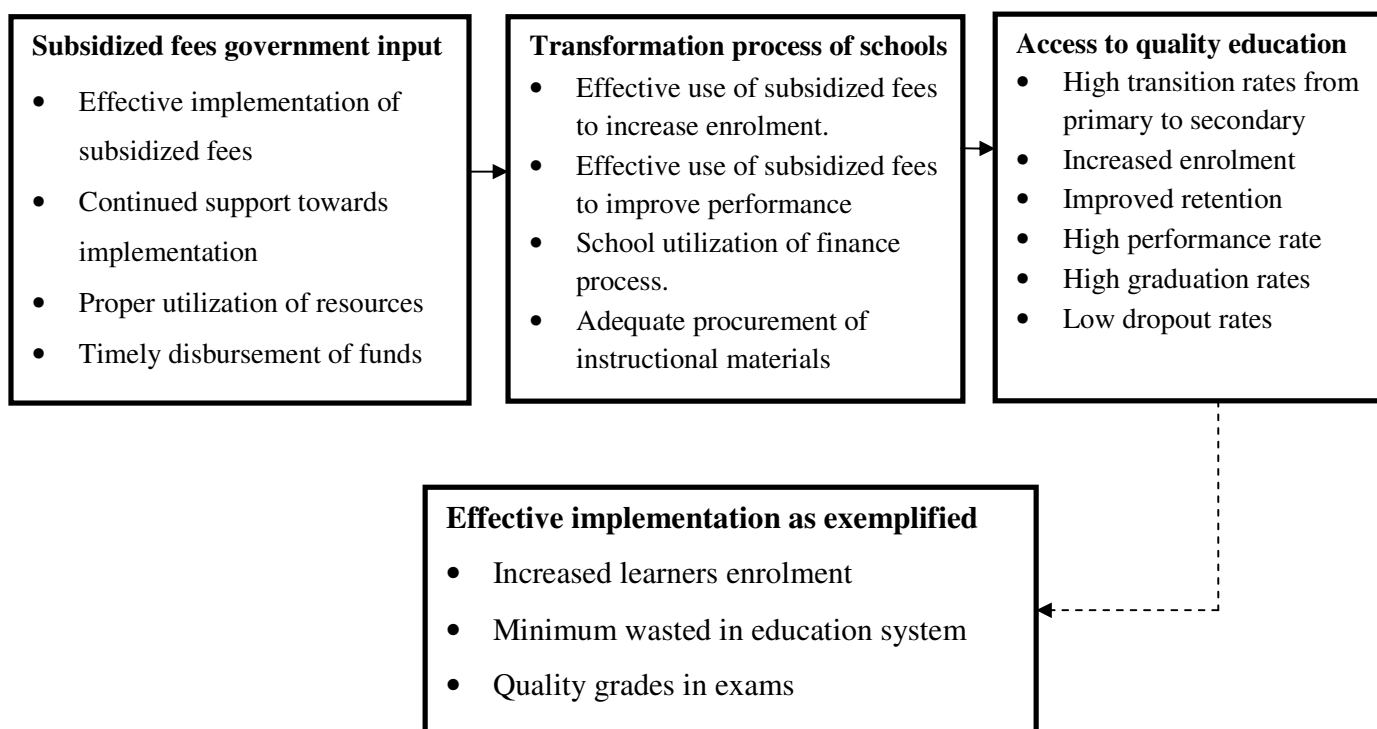
Due to benefits from education, countries and parents invest in education to earn more earnings. The government policy on subsidized fees should create incentives that both promote investment and ensure that low-income families make those investments (Psacharopoulos, 1995). As long as acquisition of secondary education requires parents to spend on indirect costs, learners from low income families will have obstacles from participating in schooling since cost are important determinant of student participation to access education in public secondary schools. However, with secondary school charging levies many parents may not be able to enroll their children in secondary schools. This theory formed the base of this study because it

explains why the governments invest to improve access to quality education. This will translate to student access to quality education and demand driven education that promotes professionalism, knowledge and qualification that are required in various sectors of the economy.

## 2.9 Conceptual framework for the study

A conceptual framework refers to a model, which shows the relationships between variables in the study diagrammatically (Orodho, 2009). This study adapted, modify and apply Davis (1980) the impact of implementing government-subsidized fees on student access in Secondary Education in Wajir County.

**Figure 2.1: Conceptual framework illustrates on the relationship between subsidizes fee programme and students access to quality education**



**Source:** Adopted and modified from Davis (1980, p11).

The conceptual framework allows one to look at different aspects at the same time that is inputs, the process, outputs and outcomes. Figure 2.1 above shows the interaction between government subsidized fees input for provision of education such as effect of implementation of subsidized fees, continue support towards implementation, utilization of resources and timely disbursement of funds towards student access to quality education outcome as a result of the government inputs. If the government provide adequate subsidized fees, then the schools are expected to implement subsidized fees received through the transformation process at school level. This can be achieved by effective use of subsidized fee programme to increase enrolment, improve academic performance, adherence to utilization of financial resources and adequate procurement of teaching learning resources at the institutions. High school levies reduces attendance because the poor will drop out of schools. If there is effective implementation of subsidized fees, increased enrolment, high transition rates from primary to secondary, low dropout rate, improved retention and quality grades will be achieved. The conceptual framework guides schools to improve planning for student access to education through effective implementation of subsidized fees programme on student access to quality education.

## **CHAPTER THREE**

### **RESEARCH METHODOLOGY**

#### **3.1 Introduction**

This chapter discusses the procedures that were used to carry out the study. The chapter focuses on research design, target population, sample size and sampling techniques, research instrument, validity of the instruments, reliability of the instruments, data collection procedures, data analysis techniques and ethical considerations.

#### **3.2 Research design**

This study was anchored on descriptive survey research design. Orodho (2012); Singleton (1993) note that a descriptive research survey design is an appropriate way of evaluating education programmes as educational activities operate in a social context. In addition, Best and Kahn (2000) note that descriptive research survey is an appropriate design to establish the impact of subsidized fees on student access to quality educational programme as it uses utilizing both quantitative and qualitative information to identify, analysed and interpret condition that exist in relation to set standards. The design therefore helped to draw valid general conclusion from facts discovered through measurement, classification, analyze, comparison and interpretation of data (Koul, 2006).

Descriptive survey design was appropriate for this study because it enabled the researcher to collect in depth qualitative and quantitative data, from the current



situation in a natural setting on the extent of the impact of government-subsidized fees on student access to secondary education by schools in Wajir County. Data were collected on state of affairs of schools from the school principals, Board of Management chairpersons and secondary school teachers in Wajir County using questionnaires, interview schedules, observations schedules and document analysis.

### **3.3 Target population**

The target population for this study consisted of public secondary schools in the four sub-counties of Wajir County. There are 270 teachers in the four sub-counties of Wajir County with approximate student population of 9488 in 40 public schools (CDE, statistic section, 2014). The target population for this study was therefore be 40 principals who have vast experience and knowledge on resource use in the implementation of subsidized fees programme. The target population of 40 chairpersons of school Board of Management from each of the public secondary schools, who are policy makers and implementers on behalf of the Ministry of Education since they have skills and knowledge acquired through training on implementation of government subsidized fees programme. In addition, this study targeted 270 classroom teachers of secondary schools as they are viewed as implementers of teaching and learning of the secondary schools and are thought to have acquired enduring skills and knowledge for the students to achieve better grades. The total targeted population was 350 respondents.

### **3.4 Sampling techniques and sample size**

Although Mugenda and Mugenda (2003) explain that generally ten percent of accessible population is adequate for a sample depending on the size of the population being studied, the researcher carried out the study in the 40 public secondary schools in Wajir County. In determining the sample size for this study, the 20% and 50% rule was applied. Stratified random sampling was used to cluster the schools into four sub-counties; Wajir South, Wajir East, Wajir North and Wajir West. Each sub county was then stratified into types and categories of schools that is, boys boarding, girls boarding and mixed day. Each of the stratum were presented by sample, which is 20% of its population.

The researcher then used purposive and random sampling technique to get the actual male and female teachers. Through simple random sampling, 54 teachers were selected from a teacher population of 270 in the 40 schools in the County based on the 20% rule. 50% of the principals and BOM chairpersons were selected as participants using purposive sampling because they are few in number and they have adequate insight on the extent of the implementation of the Government subsidized fees on secondary education on planning for quality access to education in the County. Thus, the total sample size for the study was 94 respondents.

The sample size for this study was 26.8%, which was enough representatives for generalization. According to Mugenda and Mugenda (2003) and Gay (1992), a research sample of 10% to 20% of a population is representative enough for the findings to be generalized if the population size is between 10,000 and 20,000.

Based on a view the sample population for this study was seen to be representative enough for the findings to be generalized about the effectiveness of the implementation of the subsidized fees programme being employed in the public Secondary schools in Wajir County. The Sub-County schools being a unit of implementation of the subsidized fees reflected the necessary change in the implementation for the provision of access to quality of secondary education. The sample size was as shown in the Table 3.1.

**Table 3.1: Target population and Sample size of BOM chairpersons, principals and teachers of selected schools**

Sub county	No. Principals target population	Principal sampled 50%	No. teachers population		Teachers sampled 20%		BOM chair persons target population	Selected BOM chair persons Sampled 50%
			M	F	M	F		
			Wajir West	8	4	30		
Wajir East	12	6	60	30	12	6	12	6
Wajir South	11	6	52	18	9	5	11	6
Wajir North	9	4	48	12	8	4	9	4
<b>Total</b>	<b>40</b>	<b>20</b>	<b>190</b>	<b>80</b>	<b>35</b>	<b>19</b>	<b>40</b>	<b>20</b>

**Table 3.2: Category sample size of schools**

<b>Sub-county</b>	<b>N</b>	<b>Boys</b>	<b>Bn</b>	<b>Girls</b>	<b>Gn</b>	<b>Mix Day</b>	<b>MD<sub>n</sub></b>
Wajir West	8	4	2	2	1	2	1
Wajir East	12	6	3	2	1	4	2
Wajir South	11	5	2	2	1	4	2
Wajir North	9	4	2	3	1	2	1
<b>Total</b>	<b>40</b>	<b>19</b>	<b>11</b>	<b>9</b>	<b>4</b>	<b>12</b>	<b>6</b>

Key: N = Sub county schools population, Bn -Boys boarding school samples Gn - Girls boarding school sample MD<sub>n</sub> – Mixed day sample

Table 3.2 shows schools were divided according to types of schools in order to get sample size of 20 public secondary schools which were drawn from population size of 40 public secondary schools in Wajir. Fifty per cent (50%) of each strata of the four was divided based on school category to ensure equal representation of all schools types that is, boys boarding 11 schools, girls boarding 4 schools and mixed day 6 schools to give every school a chance to participate in the study. Simple random sample procedure was used to select schools. Mugenda (2011) avers that they have required information with respect to the objectives of the study.

### **3.5 Research instruments**

The data for this study was collected using questionnaire, interviews schedules, observation schedules and document analysis. Orodho (2009) underscore the importance of using several appropriate instruments for the collection of the relevant information.

### **3.5.1 Questionnaires**

The first questionnaire (Appendix II) was administered to the teachers and the second questionnaire (Appendix III) was administered to the principals. Both questionnaires were used to obtain data on the impact of subsidized fees on students' access to quality education. The subsidized fees programme guided the questionnaires and were administered to each of the principals and the teachers of the selected secondary schools.

Questionnaires for the principals were centre on subsidized fees financial management, academic performance, procurement of teaching and learning materials, students' enrolment rate to ensure access to quality of education implementation is delivered. The questionnaire for the teachers were designed to capture information on qualification and experience to the contribution about Subsidy fees in Secondary Education in terms of provision teaching/learning resources and adequacy of finance to improve access and effectiveness of the learners. The close-ended questionnaires items enabled the researcher to obtain demographic information such as gender, academic qualifications, and teachers' experience of the respondents. Open-ended questionnaire items enabled the researcher to obtain information relating to the respondents' opinion on issues.

### **3.5.2 Interviews schedule**

Interview schedule (Appendix IV) to the Board of Management chairperson were administered, it informed on collection of data facilities, status of finance and learning environment to ensure all students in Wajir access quality education.

The interview methods provided for in-depth probing of respondents regarding the impact of subsidized fees on student access to quality secondary education in public schools in Wajir. Patton (2002) asserts that the quality of information obtained through this method largely depends on the interviewer skills and personality. In-depth interviews encourage capturing respondent's views in their own words and is very desirable in quality data collection.

### **3.5.3 Observation schedules**

Observation checklist (Appendix V) was used to get information on the availability and status of resources materials and facilities in schools to remove biasness.

### **3.5.4 Document analysis**

Document checklist(Appendix VI) indicated availability, inadequacy, state of documents on fees structures, circulars and exam analysis, parent day minutes; quantities, quality of resources and how it was used to implement access to quality education in Wajir.

## **3.6 Validity of the research instruments**

Pilot study was carried out to determine validity test, whether the aim of the research was achieved. Validity is a standard measure, which shows how well the research instruments measure the construct under investigation. This can give the expected responses (Wiersma, 1996). The researcher did pre test pilot-study of the instruments in two schools, two principals, four teachers and two BOMs chairperson from two-

selected school who did not participate in the main study. Total respondents were eight. Respondents were requested to complete the questionnaires.

According to Mugenda and Mugenda (2003), 1 percent of the sample size is recommended for a pilot study. Respondents who were the principals, the teachers and the BoM chairpersons who were involved in the pretest were encouraged to make comments and suggestions concerning clarity of the research instruments. The researcher incorporated comments and suggestions from the research supervisors, to enhance validity. The revised research instrument was adapted for the main study once the validity was established. The researcher then used the instruments to collect data from the population in the sampled schools.

The instruments were modified which were initially a likert scale and had five options whose response included strongly agree, agree, disagree, strongly disagree and not at all. Those responses with “strongly agree” and “agreed” were categorized under yes responses and those items, which had “disagreed”, and “strongly disagreed” responses were put under no response on cross tabulation table and this enhanced a determination of the relationship between dependent variable and independent variable.

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

To determine the reliability, the researcher conducted a pilot study to measure reliability of the instruments for use of the two schools that were in the pilot study

but not in the final main study. For the researcher to establish the reliability of the instruments, the researcher analysed the piloted instrument.

Reliability is a standard measure of degree to which research instruments yield consistent results of data after over a number of repeated trials by respondents in similar condition at a different time (Orodho, 2009); Mugenda & Mugenda (2003). The same research instrument was re-administered to the same group after two weeks after which a correlation coefficient for the two scores were calculated to find out the consistency of the research instruments. Correlation coefficient was calculated using the formula shown below; Gay (2002) observes that a correlation coefficient of 0.7 and above can be regarded as a high reliability.

$$r = \frac{\sum xy - \frac{(\sum x)(\sum y)}{N}}{\sqrt{\left[\sum x^2 - \frac{(\sum x)^2}{N}\right] \left[\sum y^2 - \frac{(\sum y)^2}{N}\right]}}$$

Where x = first test, y = second test, N = Number of respondents in both test x and y.

After testing the head teachers and teacher's questionnaire for reliability test. They scores 0.84 and 0.87 respectively. This implies that all the instrument were highly reliable.

### **3.8 Data collection procedures**

A research permit was obtained from the National Commission for Science, Technology and Innovation through the Chairperson of Department of Educational Administration and Planning. The researcher hand delivered the questionnaires to schools with the permission from the school principals.



The researcher conducted the research in the first 3 months of second term of the school calendar. Second term is usually the longest term and therefore the researcher had ample time to administer the instruments without compromising respondent's time. After filling the questionnaires, an interview schedule was conducted. The researcher carried out observation and updated the questionnaires from the field.

### **3.9 Data analysis techniques**

Quantitative and qualitative of data was collected for the purpose of organization and easy planning during data collection. The study used descriptive statistics given the nature of data collected. According to Mugenda and Mugenda (2003), in order for one to obtain quantifiable information from a sample population using descriptive research survey design, one has to analyze detailed demographic data descriptive documents. The data collected were coded according to the objectives of the study. In view of this, all details of the information contained in the document used to collect data in this research were coded and analyzed according to the category of the respondents and edited to ascertain accuracy.

In this study, the numerical data and the opinions of the respondents were analyzed. Demographic data were analyzed using descriptive statistics, that is, frequency and percentages. Participants responses of principals, teachers, and BoM chairpersons on the impact of subsidized fee on students access to quality education in the study schools were coded and analysed according to frequency and percentages.

The researcher then used tally sheets to generate frequency of the quantitative responses outcome of which percentage were calculated. This was done using the Statistical Package for Social Sciences (SPSS) Version 23.0. Qualitative data was analysed using content analysis based on analysis of meanings and implications emanating from response until the final report was completed. Then conclusion drawing and verification based on emerging themes and explanations were done.

Qualitative findings were presented in narrative form based on emerging themes and then the result of data analysis was presented using frequency distribution tables. The transition and provision of access to quality education was done by Chi square ( $\chi^2$ ) to establish the strength of association between the independent variables and dependent variables. The test, retest, thus determined the degree of association between the impact of subsidized fees and students access to quality education. The significant level was set at alpha .05. This was used to determine the impact of utilization of financial resources, procurement of teaching and learning materials, enrolment rates and quality grades performance of students in public secondary schools in Wajir County.

### **3.10 Ethical considerations**

According to Mugenda (2011) ethics in research focuses on the application of ethical standards in the planning of the study, data analysis and use of the results. To ensure that there was informed consent and voluntary participation of the respondents, permission to conduct the research from the principals, teachers and BOM chairpersons was sought from public secondary schools in Wajir. Each respondent

was served with a copy of introduction letter, informing them about the nature, purpose and importance of the research. When collecting data, the procedure of the research was explained to the participants. The respondents were further assured of the treatment of their identities with utmost confidentiality and privacy. This was enhanced by asking them not to write their names on the data collection tools.

## **CHAPTER FOUR**

### **DATA ANALYSIS, PRESENTATION AND DISCUSSION**

#### **4.1 Introduction**

This chapter consists of data presentation, analysis, interpretation and discussion of the findings. The study used both descriptive analysis and inferential analysis. The analysis is organized in line with the four research objectives, which sought to establish the impact of implementation of subsidized fees on student access to quality education in public secondary schools in Wajir County. The research objectives were: To establish the effect of subsidized fees on enrolment rate in public secondary schools in Wajir County, to determine influence of subsidized fees on student academic performance in Wajir County, Kenya, to examine the extent to which schools are adhering to regulation of subsidized fees on students in the utilization of financial resources and to examine the impact of implementation of subsidized fees on procurement of instructional material for effective quality secondary education.

#### **4.2 Questionnaires return rate**

Questionnaire return rate is the proportion of the questionnaires returned after administration to the respondents. Out of 20 questionnaires administered to the school principals, 16 of them were returned making a questionnaire return rate for the principals to be 80 percent. For the teachers 39 out of 54 questionnaires were returned and for the BOM 16 out of 20 questionnaires were returned. This is as summarized in Table 4.1.

**Table 4. 1: Questionnaires return rate**

<b>Target population</b>	<b>Questionnaires returned</b>	<b>%</b>
Principals	16	80
Teachers	39	72.2
BOM	16	80
<b>Total</b>	<b>71</b>	<b>75.5</b>

Table 4.1 shows that out of questionnaires administered to all the respondents, 71 of them were returned making a total questionnaire rate to be 75.5 percent. The return rate was high because the researcher personally took the questionnaires to the sampled public secondary schools in Wajir and respondents were given two weeks to fill in the questionnaires. After two weeks, the researcher went back to schools, to collect questionnaires and extra-time time was given to those who had not completed their questionnaires.

The return rate of 75.5 percent was considered representative enough. According to Mugenda and Mugenda (2003), 50 percent of the response rate is considered adequate for analyzing and reporting results. A response rate of 60 percent is good and over 70 percent is very good because this could provide required information for data analysis to enhance representation.

### 4.3 Demographic analysis

As part of the study, the study sought to obtain the demographic information of respondents. These included gender, professional qualification and years of experience for teachers and years of management for both head teachers and BOM chairpersons. School category also formed part of general information about the school. The variables in the study are important because they give the gender and background of the respondents which has bearing on the way teachers and BOM chairpersons implement subsidized fees to make it possible for learner to access education.

#### 4.3.1. Demographic information of teachers, head teachers, and BOM chairpersons

The study sought to establish the gender of the teachers, principals and BOM chairpersons in secondary schools to see if it has any significance in the implementation of subsidized fees in relation to student access to quality education. The respondents were therefore asked to indicate their gender. The data is presented in Table 4.2.

**Table 4. 2: Demographic information of respondents**

Variables	Head teachers		BOM Chairpersons		Teachers	
	n	%	n	%	n	%
Male	13	81.3	12	75	27	69.2
Female	3	18.7	4	25	12	30.8
<b>Total</b>	<b>16</b>	<b>100</b>	<b>16</b>	<b>100</b>	<b>39</b>	<b>100</b>

Table 4.2 indicates that the majority of head teachers (81.3%); BOM chairpersons (75%) and teachers (69.2%) are males. From the table, it is also evident that female respondents were few as either school managers or teachers as their participation percentage distribution is below a third for both head teachers and BOM chairpersons. This implies that female members are fewer than male to the task of school planning in Wajir County. Based on the data, some of the girl's schools are headed by male principals. This may be contributing to low participation rate of girls in education in secondary schools in Wajir County. Thus there is need for the teacher's service commission to intervene and ensure that school adhere to the gender policy which advocates for girls schools to be headed by female head teachers in Wajir County. This would improve better planning of subsidized fees to enhance access for students in Wajir schools because the decisions will be all inclusive.

#### 4.3.1.1 Professional qualification

The researcher further sought to establish whether level of professional qualifications affects the implementation of subsidized fees on student access to quality education.

The data is presented in Table 4.3

**Table 4. 3: Professional qualification**

Qualification	Head teachers		BOM chairpersons		Teachers	
	n	%	N	%	n	%
Diploma	2	12.5	6	37.5	4	10.3
Bachelor degree	9	56.3	8	50	35	89.7
Master degree	5	31.3	2	12.5	0	0
<b>Total</b>	<b>16</b>	<b>100</b>	<b>16</b>	<b>100</b>	<b>39</b>	<b>100</b>

From Table 4.3, it can be deduced the majority of all respondents, teachers, BOM chairpersons and head Teachers had a bachelor's degree professional qualification as attested by 56.3%, 50% and 89.7% respectively. The results also shows that a number of head teachers and BOM chairpersons had attained a master's degree as indicated by 31.3% and 12.5% in that order. This shows that the top management team of the school have requisite professional training to manage schools.

This implies that they have education, which ideally equips them with proper managerial and planning skills to implement government-subsidized fees. From Table 4.3 it can also be deduced that very few head teachers (12.5%), slightly above a third of BOM chairpersons (37.5%) and 10.3% of teachers had a diploma professional qualification. This data gives evidence that professional qualification as factor, which defines individual capabilities, has been adhered to as a key factor that would facilitate the implementation of subsidized fees programme. A professional qualification of a degree puts the teachers, Head teachers and the BOM members in a good position to explain the impact of subsidized fees secondary education implementation on access to quality education in public secondary schools.

#### **4.3.1.2 School Management team years' of working experience**

The number of years a teacher has been in the teaching profession should ideally determines the years of experience in teaching as well as school management. In the same vein, the longer the number of years one has been appointed to serve in the School Board of Management also should equips the person with requisite skills to manage school and more so on implementation of educational policies such as



subsidized secondary education. The years of experience depicts how much an individual has been exposed to various issues in a particular career. Therefore, the researcher sought to establish the number of years that one has been in the teaching profession and the number of years that the BOM members have been serving in the school management team. This is as presented in Table 4.4.

**Table 4. 4: Respondents years of working experience**

<b>Years</b>	<b>Head teachers</b>		<b>BOM chairpersons</b>		<b>Teachers</b>	
	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>
Less than a year	4	25	11	68.8	15	38.5
1-5 year	5	31.3	3	18.7	21	53.8
6-10 year	5	31.3	0	0	0	0
Above 10 year	2	12.5	2	12.5	3	7.7
<b>Total</b>	<b>16</b>	<b>100</b>	<b>16</b>	<b>100</b>	<b>39</b>	<b>100</b>

As shown in Table 4.4, it is evident that the majority of teachers had been teaching in current schools for 1-5 years, head teachers had equal number of years in the management of schools 31.3% for 1-5 and 6-10 years, only a few BOM chairpersons had been stationed at their current schools for 1-5 years. Most of BOM chairpersons were new at their respective schools. The results also shows that a few heads of schools were newly posted in the current school where they serve because they have been there for there for less than a year. This may have a bearing on students' access to secondary education because they have not adapted to cultural dynamics of ASAL communities to implement subsidized fees policy.

### 4.3.2. General information about the schools

Distribution of schools is an important factor in promoting access to education. Therefore, the researcher wanted to identify how schools are distributed in Wajir County by categories. The results are as shown in Table 4.5.

**Table 4. 5: Distribution of school category**

School category	n	%
Boys boarding	7	43.75
Girls boarding	5	31.25
Mixed day	4	25
Total	16	100

Data shows that the majority of schools are boys boarding followed by girl's boarding and mixed day schools. Generally, Table 4.5 indicates that nearly 12 (75%) schools in Wajir County are boarding schools. This is because of the pastoralist lifestyle of ASAL communities, and schools are far apart, making it difficult for students to participate in schooling as day scholars. The presence of more boarding secondary school than day school disadvantages children from poor household from accessing secondary education because of cost implications.

According to Mutegi (2015), there is a relationship between family economic wellbeing and access to secondary education in a boarding school. He found that children from poor families have a lower probability of enrolling in a secondary

school. This was attributed to cost such as boarding fees, pocket money, transport and uniform cost, which are higher in boarding schools than in a day school.

#### **4.4. Data analysis of variables under study**

This section describes the four variables under investigation to show the state of the implementation of subsidized fees in Wajir County. The analysis is guided by the four research objectives that focused on influence of student enrolment rates, academic performance, utilization of financial resources and procurement of instructional materials on students' access to secondary education. Data from both the school principal and the teachers' was gathered through questionnaires mainly by use of a Likert scale. The questions had five possible options whose responses were either not at all, less extent, moderate extent, large extent and very large extent. For carrying out a chi-square, these responses were grouped into a binary response. Those responses of less extent and moderate extent were reassigned "No response" and those responses with large extent and very large extent were reassigned a "Yes response". This was to allow cross tabulation to determine relationship between dependent variable and independent variables using chi-square test.

#### **4.5 The effect of subsidized fees on enrolment rate in public secondary schools**

The first objective sought to establish the effect of fees subsidy programme introduced by the Kenyan government on enrolment in public secondary schools. The results are presented in Table 4.6.

**Table 4. 6: Principals’ response on students’ enrolment in public secondary schools**

<b>Year</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>
Mean	142	219	199	193	272	372	301
enrolment							
Enrolment rate		54.03	-9.05	-3.02	41.03	36.65	-19.09

Table 4.6, indicates that the mean enrolment rate in public secondary school in Wajir County has been fluctuating from the year 2008 to 2014. The results shows that there is no clear pattern of enrolment, which can be described as either increasing or decreasing. In relation to enrolment rate, the results shows that there has been either positive or negative enrolment rates every year. Using 2008 as the base year, it is noted that the enrolment rates increased by 54% in the following year and decreased by 9% in the subsequent year. This is as an indication that even after the introduction of subsidized secondary education enrolment rates have not stabilized in Wajir County. The numbers reflect how much government subsidized fees has not yet promoted secondary school education enrolment implying that students are still out of schools as evidenced by low access rate annually per county and school respectively.

#### **4.5.1 Frequency of student’s dropouts from school**

To establish whether the subsidy programme by the government is helping in student’s retention in schools to enhance access, the researcher sought the frequency of student’s dropouts. The findings are as presented in Table 4.7.

**Table 4. 7: BOM chairpersons’ responses on frequency of student drop out as measure retention from school**

<b>Student drop out</b>	<b>n</b>	<b>%</b>
High drop out	8	50
Moderate drop out	6	37.7
Low drop out	2	12.3
Total	16	100

Implementation of government-subsidized fees to encourage enrolment is still not yet bearing much fruits as the policy makers anticipated. As shown in Table 4.7 despite of subsidized fees by the government, there is a continued student drop out from schools. The results indicates that the majority of the BOM chairpersons were of the opinion that there is high dropout rates of students in public secondary school in Wajir County. However, the rest were of the opinion that the drop out was either moderate or very low. The high dropout rates compromising enrolment and access to education as students stay at home due to poverty of their parents. This reduces the access rate as those who have already enrolled drop out of school since they have no money to retain them in schools.

The results on low enrolments rates mirrors the study by Mutegi (2005) which indicated that in low income families school drop-out is very high. It also echoes Mutegi (2015) who established that there is a statistical significant relationship between unit cost of education and students’ enrolment rates in Arid and Semi-Arid areas in Kenya, where high unit cost reduces enrolment rates in schools. Coady and

Parker (2002) in Mexico gave similar suggestions by asserting that high fees in secondary school had consistently large negative effect on enrolment as students are sent home and thus not enhancing access.

#### 4.5.2 Aspects enhancing student's enrolment

The Kenyan government policy of subsidizing fees in public secondary schools aimed at expanding access to secondary education. To find out how much implementation of government subsidized has affected student enrolment in secondary education, the researcher looked at five aspects as indicators of improved student enrolment. The results are as shown in Table 4.8

**Table 4. 8: Principals responses on aspects that encourage student enrolment**

Aspects	Responses	n	%
There has been timely disbursement of fees by the government to encourage enrolment	Yes	1	6.3
	No	15	93.7
	<b>Total</b>	<b>16</b>	<b>100</b>
Government subsidized fees is sufficient to sustain students in school	Yes	3	18.7
	No	13	81.3
	<b>Total</b>	<b>16</b>	<b>100</b>
School has been receiving adequate bursary and CDF funds for needy students to encourage enrolment	Yes	3	18.7
	No	13	81.3
	<b>Total</b>	<b>16</b>	<b>100</b>
Government subsidized fees and other grants has transformed the attitude of students and parents to enhance enrolment	Yes	6	37.5
	No	10	62.5
	<b>Total</b>	<b>16</b>	<b>100</b>
There has been reduced number of students drop outs because of fees	Yes	7	43.7
	No	9	56.3
	<b>Total</b>	<b>16</b>	<b>16</b>

From Table 4.8, most principals reported that there has not been timely disbursement of fees by the government to encourage enrolment. The rest said that government subsidized fees is insufficient to sustain students in school while the vast majority also said that schools have not been receiving adequate bursary and CDF funds for needy students to encourage enrolment however, a small group of the school principals asserted the government subsidized fees and other grants has transformed the attitude of students and parents to enhance enrolment.

The results also indicate that there has not been reduced number of students dropouts because of fees, which keeps them out of school. It can be concluded that there are a number of factors such as late disbursement of funds, insufficient funds, and inadequate CDF kitty that keeps students out of school. The government introduced CDF and other mechanisms such as grants in order to supplement the government subsidy to help the needy students be able to access secondary education. However, it is noted that in Wajir County such mechanisms play a minimal role in retaining children in schools. Not all these aspects have been able to encourage student's enrolment as reported by the principals. The subsidy programme has not been able to retain the students in school because of its insufficiency therefore not narrowing the gap of students dropping out of school because of fees. In addition, the bursaries and CDFs that is supposed to aid needy students to access education has not been adequate to retain them in school.

The findings on the government subsidy not being sufficient to support secondary education concurs with a study by Mutegi (2015) who established that households spent more money on children who are in secondary school than the government. This aspect of parents spending more makes children drop out of school hence being denied a chance to participate in secondary education. Mutegi (2015) further established that, unit cost of education highly correlate with enrolment at (r.834 and  $P<0.05$ ) for the households and (r.744 and  $P<0.05$ ) for the government an indication that a child is more likely not to enroll in secondary school when household expenditure is higher than the government expenditure.

The foregoing results lead to the conclusion that reduced enrolment in schools results in less money being sent to these schools since government send money based on student count. This leads to insufficient funds in schools which cannot meet the direct cost of administration of schools. School principals are therefore subjected to charge high fees to help them run the schools. As a result many students are instead dropping out of school due to poverty of the parents. A study by Alex (2004), also found that opportunity cost of participation in school programmes increases the chance of poor children remaining and completing school.

A chi-square test was run to establish whether there is statistical relationship between subsidized fees and enrolment rate in public secondary schools. The variables of adequacy of the funds, timeliness of the disbursement of the funds and availability of CDF as a complementarity were tested against enrolments.



The results are as presented in Table 4.9.

**Table 4. 9: Chi-square test on access and student enrolment**

Aspects	Value	Df	P- value
There has been timely disbursement of fees by the government to encourage enrolment	12.17	1	0.000
Government subsidized fees is sufficient to sustain students in school	9	1	0.003
school has been receiving adequate bursary and CDF funds for needy students to encourage enrolment	2.4	1	0.121
Government subsidized fees and other grants has transformed the attitude of students and parents to enhance enrolment	4.267	1	0.039
There has been reduced number of students drop outs because of fees	4	1	0.046

From the chi-square Table 4.9, the results shows that all the variables had a p value ( $p < 0.05$ ) an indication that schools which experience timely disbursement of fees by the government, receive sufficient subsidized fees, with transformed attitude of students and parents, and have reduced number of student dropouts experience an enhanced student's access. Timely disbursement of fees has a much greater influence on student's access as it has a p-value of 0.000. This is because once government

releases money to schools in time, there will be sufficient funds to meet direct cost of administration by principals and thus no urgency of sending students home.

On the contrary Bursaries and CDFs did not show a significant relationship with access based on this data, however from the descriptive statistics with have seen that it does encourages student’s access.

#### **4.6 The influence of fees subsidy programme on provision of quality education in secondary schools**

One of the objectives of the study was to establish the impact of fees subsidy programme on provision of quality education in secondary schools. Access to quality grades was described in terms of grades attained by students at the end of study period. The findings per schools category are tabulated in Table 4.10

**Table 4. 10: Academic Performances, 2010-2015, Wajir County**

School category	No. of schools	2010		2011		2012		2013		2014		2015	
		M	G	M	G	M	G	M	G	M	G	M	G
Boys boarding	7	3.705	D+	2.6	D	3.5	D+	3.756	D+	4.71	C-	4.85	C-
Girls boarding	5	3.01	D	2.4	D-	3.42	D	3.43	D	3.45	D	4.23	D+
Mixed day	4	2.42	D+	3.4	D	3.50	D+	3.24	D	3.26	D	3.57	D+

**M=Mean G =Grade**

From Table 4.10, it is evident that although the government introduced subsidized fees programme to enhance access and supporting attainment of good grades, most of schools are registering an average KCSE mean score of 3.4 in the last six years

from 2010-2015. It is also worth noting that the overall academic performance by schools in Wajir District from year 2010 to 2015 was low. The mean grades attained by majority of the schools ranged between 2.4 to 4.8 and no school had C+ as mean grade, which is entry grade for the university. It is evident that even after the subsidized fees the school performance remained below average of grade C in Wajir County.

The findings of this study on the fees subsidy programme on provision of quality education in secondary schools agrees with earlier research conducted by MOE (2009) which indicates that access of students to quality performed grades in KCSE had been compromised due to low marks entry behaviour. The results shows that girls boarding and mixed day are mostly affected with low quality grades

#### **4.6.1. Influence of subsidized fees on academic performance**

The second objective sought the opinion of the principals on the effects of introduction of subsidized fees on general students' academic performance. The results are as presented in Table 4.11.

**Table 4. 11: Principals’ perception of impact of subsidized fees on academic performance**

<b>Responses</b>	<b>n</b>	<b>%</b>
No noticeable change	9	56.1
Enough learning and teaching materials	2	12.5
Study reduction of the school drop out	2	12.5
The performance has improved greatly	1	6.3
There has been retention of students	1	6.3
There has been a study transition of students from one class to another	1	6.3
<b>Total</b>	<b>16</b>	<b>100.0</b>

Table 4.11 shows that the majority of school principals believe that the implementation of subsidized fees has no noticeable change on students’ academic performance in Wajir county. This is an indication that the performance has not increased an aspect attributable to inadequate teaching and learning materials, low transition from one class to another as well as high dropout rate, since they cannot be able to meet their education expense. Students performance has not also had improvement to encourage enrolment in schools. This indicates with low grades parents were not able to pursue their students to go to school, despite the government introduction to subsidized fees to enhance quality grades that promote access.

The study also sought to establish the effects of school fees on academic performance. To this effect, the respondents were asked to indicate the frequency at which students are sent home to collect school fees. The sending students out of

school for a long period denies students a chance to concentrate in schoolwork and minimizes students teachers contact hours. The results on the frequency of school principal sending students home is as presented Table 4.12.

**Table 4. 12: BOM chairpersons’ responses on frequency of students sent home for fees**

<b>Student frequency of sent home</b>	<b>n</b>	<b>%</b>
Monthly	13	81.2
After two weeks	2	12.5
Weekly	1	6.3
Never sent home	0	0
<b>Total</b>	<b>16</b>	<b>100</b>

From Table 4.12, it can be deduced that most of students are at least sent home every month for school fees. The results also shows that students are sent home after every two weeks, and weekly. This is an indication that every month, students have to go home for school fees, as there was no school reported that students are never sent home. This shows how learning time is going to waste, and thus may compromising quality grades and access students are expected to obtain. This is contrary with the expectation of government, which introduced subsidized fee programme to enhance access and retention of students in schools. This is concurring with studies carried by Mwinzi and Kimengi (2006) and Mensch and Lloyd (1997) in Kenya indicating that students are being sent home frequently to collect fees balance despite government-subsidized fees interfere with students learning and their academic performance. On average students take up one week per month to report back to

school, in total the student ends up missing an average of one month per term, which translate to one term per year (Mwinzi and Kimengi, 2006).

The consequences of missing classes have effects on the students that include increasing school dropping out. Apart from the school fees, the study sought to establish the availability of other resources that promote students' performance in schools. The results are as presented in Table 4.13

**Table 4. 13: Principals' responses on aspects that promote quality education performance**

<b>Aspects</b>	<b>Response</b>	<b>Frequency</b>	<b>%</b>
Parents have been able to fund the construction of physical facilities such as classes, dorms and labs to promote good learning environment	Yes	4	25
	No	12	75
	<b>Total</b>	<b>16</b>	<b>100</b>
Government has been able to provide adequate funds to enable students obtain good grades	Yes	5	31.2
	No	11	68.8
	<b>Total</b>	<b>16</b>	<b>100</b>
Students have been frequently sent home to collect school fees however, this has not affected academic performance	Yes	5	31.2
	No	11	68.8
	<b>Total</b>	<b>16</b>	<b>100</b>
Government subsidized fees has been sufficient to acquire teaching and learning materials to enhance academic performance	Yes	3	18.7
	No	13	81.3
	<b>Total</b>	<b>16</b>	<b>100</b>

The results in Table 4.13, shows that the majority of the principals reported that parents have not been able to fund the construction of physical facilities like classes, dorms and labs to promote good learning environment. The results also shows that the government of Kenya through the ministry of Education Science and Technology has not been able to provide adequate funds to enable students obtain good grades as reported by majority of the principals. The failure of the government and parents to

provide physical facilities like classes, dorms and labs may have affected students' performance in schools. This leaves the schools with a narrow revenue base to support quality education. The results show that the government subsidy on tuition fees has not been adequate to help schools acquire enough teaching and learning resources as attested by a majority of the respondents.

The lack of support from the governments leaves the school principals with the option of sending students home to collect school fees in order to supplement the Ksh 10,625 capitation from the government. This may contribute to dismal performance in academics among the students in Wajir County. This may be attributable to time being wasted by students as they go home to collect school fees and presence of inadequate teaching and learning resources to support quality education.

The findings of this study on the failure of the parents to support school in relation to availing teaching and learning resources and the government delay in dispatching tuition fee kitty mimics a report by Wajir County Director of Education who remarked that teaching and learning facilities in secondary schools have remained static over the years, (County Director of Education, 2014).

The results are also supported by the Development Plan in Wajir DEO's office (2008-2012), which indicated that most parents experience problems of meeting their obligation towards financing their children's education. As a result, academic standards are declining as evidenced in the national examinations academic results

(2012) where out of 47 Counties, Wajir was ranked position 41 and in 2013, and position 44 in the year 2014, (Wajir County, Director of Education, 2014).

In order to establish the impact of fees subsidy programme on provision of quality education in secondary schools, a chi-square test was employed. This was done with the aim of establishing whether there is any statistical significance of parents and government involvement on supplementing the government subsidy and student academic performance.

**Table 4. 14: Chi-square test on subsidized fees variables contributing to students' academic performance**

<b>Aspects</b>	<b>Value</b>	<b>Df</b>	<b>P-value</b>
Parents have been able to fund the construction of physical facilities for example classes, dorms , labs among others to promote good learning environment	4.557	1	0.033
Government has been able to provide adequate funds to enable students obtain good grades	9.01	1	0.033
Students have been frequently sent home to collect school hence negatively affecting academic performance	4.267	1	0.039
Government subsidized fees has been sufficient to acquire teaching and learning materials to enhance academic performance	12.18	1	0.000

From Table 4.14, chi-square test giving a p-value of  $p < 0.05$ , an indication that there is statistical significance association between all variables contributing to students' access to secondary education in relation to government subsidy and students' academic performance. This implies that schools which have inadequate financing



by parents and government have low revenue base, therefore high frequency of sending students home for fees, and consequently poor performance in national examination. The most significant aspect that greatly influence students access through promoting quality students' academic performance is acquisition of sufficient teaching and learning materials in schools as indicated by (p value= 0.000).

According to Development plan in Wajir (DEO's office 2008-2012), it's evidence that in Wajir County parents are poor, hence cannot pay high school fees levied by principals in schools, and the government subsidized fees is faced with delays and insufficiency. In addition, with narrow revenue in terms of fees, schools are not able to acquire quality teaching and learning materials that can enhance access and good grades. Therefore, student academic grades and access have continued to be low in Wajir County.

#### **4.7. The extent to which schools adhere to regulation of subsidized fees in the utilization of financial resources**

In a bid to establish, the extent to which school utilize the resources available in schools. The study first sought to establish the sources of finances in schools. The respondents were therefore asked to indicate other sources of funds for schools. The results are as presented in Table 4.15.

**Table 4. 15 Principals’ responses on the financial sources**

<b>Sources</b>	<b>F</b>	<b>%</b>
Parents	6	37.5
NGO	2	12.5
Bursaries	2	12.5
Government	4	25
Donations and grants	2	12.5
<b>Total</b>	<b>16</b>	<b>100</b>

From Table 4.15, principals responded that the main source of school funds is through parents’ payment of school fees, followed by government. The other sources include donations and grants, bursaries and NGOs. This results concurs with a study by KIPPRA (2008) which established that the main source of school funds is school fees. This is against the backdrop of the government introducing Free Tuition Secondary Education which abolished payment of school fees by the parents.

The results also concurs with Mutegi (2015) who established that in Tharaka South sub county the majority of school receive funds from other sources such a CDF kitty, international community and NGOs. This is an indication that schools finances that comes from the government and parents are supplemented by other sources. All these avenues of sourcing finances were introduced because of the narrow revenue base which consists of mainly school fees from the parents and the government subsidy.

The study also sought to establish the amount of money the school levies, this was with the aim of establishing whether school adhere to the fees guideline crafted by

the government. The school principals were therefore asked to indicate the amount of money that they charge students. This is as presented in Table 4.16.

**Table 4.16: Fees charged by schools from 2008 to 2014 as reported by principals**

School category		2008	2009	2010	2011	2012	2013	2014
Boys boarding	<b>Minimum</b>	27000	29000	32000	32000	33000	33000	33000
	<b>Maximum</b>	36000	38500	42100	44000	44000	44100	45000
Girls boarding	<b>Minimum</b>	30256	31065	31065	31065	31065	31065	31065
	<b>Maximum</b>	31065	39000	40000	47000	52300	54000	55000
Mixed boarding	<b>Minimum</b>	17010	18200	19800	20130	20130	20130	20130
	<b>Maximum</b>	19374	19374	20100	20874	20874	24774	24774
Mixed day	<b>Minimum</b>	17500	17500	18500	18500	20750	20750	21750
	<b>Maximum</b>	17500	17500	18500	18500	20750	20750	21750

Table 4.16 shows a rising pattern in schools fees charged by principals across all school categories. Boys boarding and girls boarding are the leading in terms of maximum fees charged as at 2014, Kenya shillings 45,000 and 55,000 respectively as reported by principals. These charges are above the maximum amount set by the government for boarding schools. Mixed boarding schools are charging a minimum of 20,130 shillings and a maximum of 24,774 shillings by 2014. Day schools are also not left behind in levying high fees at a maximum value of Kenya shillings 21,750 by 2014 which is much higher than Kenya shillings 10,265.

These rises in fees do not encourage student enrolment as parents who are the main source of school finances are also poor. And the government subsidized fees which is supposed to meet all the direct costs of running schools is also faced with great challenges of late disbursement and inadequacy as shown in Table 4.17. Thus, the

students who are coming from poor families are forced out of school, as their parents cannot manage to raise the high fees charged by principals. This has a far reaching effect on access to secondary education as many students opt to stay at home.

The results of this study mirrors the work of Ohba, (2009) who established that most of schools in Kenya are continuing to levy high fees and other levies contrary to subsidized fees programme of Ministry of Education. Mutegi (2015) also established that in 2014 the government spent Ksh 12,471 on every child who is in secondary school through recurrent and development budget expenditure.

The total unit cost from the government comprises of FTSE, income generation activities, other sources like CDF and international bodies donations, recurrent and development expenditures. All this amounts to Ksh 27, 189 per child. This amount is lower than what the household spends to educate a child in a secondary day school. This implies that household spends more money to educate a child in a secondary school compared to what government sounds.

This implies that schools are still charging high fees which are putting away students who cannot be able to raise fees. This is contrary to the government subsidized fees expectation, which was intended to lower the cost of secondary schooling while maintaining planning for access to quality secondary education implementation.

#### 4.7.1 Challenges facing subsidized fees

To identify the challenges that are facing principals on implementation of subsidized fees to enhance access, the researcher sought to find out from both the BOM chairpersons and principals. The findings are as shown in Table 4.17.

**Table 4. 17: BOM chairpersons and principals responses on common challenges facing subsidized fees**

<b>Responses</b>	<b>n</b>	<b>%</b>
Late disbursement of funds	10	62.5
Inadequate funds	6	37.5
<b>Total</b>	<b>16</b>	<b>100</b>

Table 4.17 shows that the implementation of government-subsidized fees has been faced by two main challenges that is, late disbursement of funds, and funds being insufficient to support quality education and promote students access to secondary education as reported by BOM chairpersons and principals. The results shows that majority of the BOM and principals in Wajir County said that the greatest hurdle in utilization of government-subsidized fees is its late disbursement to schools.

This assertion supports the findings of KIPPRA (2008) which establish that funds for subsidized fees in Secondary Education programme in Kenya are faced by challenges such untimely delay by the government to disburse the much expected to the schools as well as the funds being insufficient. This forces principals to charge high fees on the students to cater for both indirect and direct costs. Thus, students

who are supposed to be in schools are sent home since they cannot be able to raise the fees. Ultimately, majority of age going students drop out of school and stay at home.

The study also sought to establish the extent to which schools adhere to guidelines on the utilization of the learning and teaching materials. This is as presented in Table 4.18.

**Table 4. 18: Principals responses on adequacy of government funding of teaching and learning materials**

<b>Items</b>	<b>Responses</b>	<b>F</b>	<b>%</b>
Textbooks	Yes	6	37.5
	No	10	62.5
	<b>Total</b>	<b>16</b>	<b>100</b>
Exercise books	Yes	7	43.7
	No	9	56.3
	<b>Total</b>	<b>16</b>	<b>100</b>
Laboratory equipment/chemical	Yes	7	43.7
	No	9	56.3
	<b>Total</b>	<b>16</b>	<b>100</b>
Teaching and learning aids	Yes	5	31.3
	No	11	68.7
	<b>Total</b>	<b>16</b>	<b>100</b>
Teacher guides	Yes	6	37.5
	No	10	62.5
	<b>Total</b>	<b>16</b>	<b>100</b>
Chalk ,dusters, registers among others	Yes	7	43.7
	No	9	56.3
	<b>Total</b>	<b>16</b>	<b>100</b>
Internal examinations	Yes	5	31.3
	No	11	68.7
	<b>Total</b>	<b>16</b>	<b>100</b>

From Table 4.18, it's very evident that the government subsidy on teaching and learning materials are not adequate. All funds set for text books, exercise books, teaching aids, teachers guide and chalk is not adequate as indicated by majority of the respondents. This state puts the principals at an awkward position and therefore, subjected to raise fees to meet the extra costs required to obtain the basic needed teaching and learning material. At the same time it creates poor learning environment for students that cannot support realization of quality grades expected.

This information was collaborated with document analysis with the aim of establishing the availability, inadequacy, state of documents on fees structures, circulars and exam analysis, parent day minutes; quantities, quality of resources and how it is used to implement access to quality education in Wajir. The results are shown in Table 4.19.

**Table 4. 19: Principals’ responses on adequacy of documents supporting implementation of subsidized fees**

<b>Documents</b>	<b>Not at all</b>	<b>Inadequate</b>	<b>Fairly adequate</b>	<b>Adequate</b>	<b>Very adequate</b>
Adequacy of circulars on fees sent to schools	22.2%	33.3%	33.3%	11.1%	0.0%
Adequacy of PTA minutes of fees structures in the school files	55.6%	22.2%	11.1%	11.1%	0.0%
Adequacy of performance analysis of KCSE result in the school files	22.2%	11.1%	22.2%	44.4%	0.0%
Adequacy of circulars of vote heads on subsidized fees	55.6%	11.1%	11.1%	11.1%	11.1%
Procurement of instructional materials as per the orange book in the school files	33.3%	33.3%	22.2%	11.1%	0.0%
Financial audit report	33.3%	44.4%	22.2%	0.0%	0.0%
Minutes of enrolment trends since 2008	44.4%	22.2%	22.2%	11.1%	0.0%
List of students bursary beneficiaries	44.4%	11.1%	22.2%	22.2%	0.0%
BOM minutes on exercise books/student ratio	11.1%	44.4%	0.0%	22.2%	22.2%
BOM minutes on textbooks/students ratio	0.0%	66.7%	11.1%	22.2%	0.0%
BOM minutes on reference materials	44.4%	44.4%	11.1%	0.0%	0.0%

The government only way of monitoring and evaluation of success on implementation of subsidized fees is by verification of the documents listed in Table 4.19. So when these documents are either not available at all or are inadequate, it becomes very hard to measure and report of on the progress of the implementation. Yet from Table 4.14, it is evident that only performance analysis of KCSE result is adequately available in the school files. It is worth noting that some schools reported not to be having at all circulars on school fees sent to schools, in a majority of schools there is absence of PTA minutes of fees structures in the files, while more



schools also did not have all circulars of vote heads on subsidized fees, and most schools portraying inadequate financial audit documents with slightly above a third reporting completely no financial audit documents in the files.

Both minutes of enrolment trends since 2008, list of students' bursary beneficiaries, and BOM minutes on reference materials are evidently not at all available in schools almost half the schools. Since most documents are either not at all available or inadequately available, government is not up to date in accurately monitoring and evaluating the progress of subsidized fees implementation in Wajir County. This is because most of these documents are used for auditing purposes and once they are not adequately available; there is compromised auditing and inaccurate reporting. Therefore, true picture of what is happening is not portrayed and thereby quality of education is compromised and access is not enhanced. This is witnessed by low KCSE grades and enrolment rates, an outcome of improper planning and failure to fully comply with subsidized fees guidelines in utilization of funds evidenced by inadequate documentation.

Data was also collected by use of observation checklist with the aim of establishing the availability and state of teaching and learning resources in school. This was to triangulate data gathered through questionnaire and document analysis. The results are as presented in Table 4.20.

**Table 4. 20: The state/availability of physical facilities and learning and teaching materials as observed by interviewer**

<b>Items</b>	<b>Poor- Not at all</b>	<b>Fair- inadequate</b>	<b>Good- Adequate</b>	<b>Very good- very adequate</b>
General outlook of the institution	25.0%	43.3%	31.7%	0.0%
Availability of dormitories	25.0%	58.3%	16.7%	0.0%
Availability of classrooms	26.0%	57.3%	16.7%	0.0%
Availability of laboratories	16.7%	61.0%	14.0%	8.3%
Availability of toilets	8.3%	80.0%	11.7%	0.0%
Teaching staff effectiveness	35.0%	50.0%	7.0%	8.0%
Display of subsidy fees	50.0%	25.0%	25.0%	0.0%
Adequacy of teaching and learning materials	8.3%	41.7%	33.3%	16.7%
Availability of textbooks	50.0%	16.7%	33.3%	0.0%
Availability of equipment	50.0%	25.0%	25.0%	0.0%
Maintenance of school facilities	8.3%	61.7%	30.0%	0.0%

From Table 4.20, it is true that all physical facilities (dormitories, classrooms, laboratories, and toilets) are available in the schools, but they are inadequate. On the other hand, it was observed that most of the institutions are in good outlook and a few have poor general outlook. Teaching staff effectiveness was observed to be fair while availability of teaching and learning materials, textbooks and equipment were observed to be inadequate.

Also in a study by Eshiwani (1993) established that where subsidized fees are implemented inadequate, the state of infrastructure will be poorly developed compromising access to secondary education. This ends up putting a lot of strain on existing resources which end up compromising academic performance of the school as evidenced in this study. As result, students are forced out of school because of high fees charged, and also there is low quality of education due to inadequate teaching and learning materials. This is in agreement with the findings of Baraza (2007) which established that there are concerns in most schools; parents pay high fees for extra teaching/learning materials, which is beyond the expectation of the ministry of education in implementing subsidized fees.

#### **4.7.2. Extent to which schools adhere to guidelines on utilization of financial resources**

The third objective sought to establish whether the school principals adhere to the guidelines on the utilization of financial resources towards enhancing access. The results are as presented in Table 4.21.

**Table 4. 21: Principals’ responses on aspects of efficient utilization of financial resources**

<b>Aspects</b>	<b>Responses</b>	<b>n</b>	<b>%</b>
Finances received and spent according to budget	Yes	5	31.3
	No	11	68.7
	Total	16	100
BOM approve the budget before money is spent	Yes	5	31.3
	No	11	68.7
	Total	16	100
Bursaries and CDF received is properly utilized to enhance access	Yes	7	43.7
	No	9	56.3
	Total	16	100
Auditors frequently audit books of account	Yes	7	43.7
	No	9	56.3
	Total	16	100
PTA approves annual fee structure before it is implemented	Yes	7	43.7
	No	9	56.3
	Total	16	100
School fees are charged according to circulars	Yes	7	43.7
	No	9	56.3
	Total	16	100

Table 4.21 show that most principals reported that; the finances received under the FTSE is not utilized according to the set guideline. The results shows that majority of the school principals indicated that the finances received are not spent according to the budget, BOM does not always approve the budget before the money is spent, bursaries and CDF received is improperly utilized to enhance access, auditors do not frequently audit books of account, PTA do not approves annual fee structure before it is implemented, and that school fees are not charged according to circulars.

Based on results in Table 4.21 it is a clear that school principals violate the guidelines set for the utilization of the subsidized secondary education in Wajir

County. It can therefore be concluded that money is not spent according to budget, BOM are not effectively approving the budgets before money is spent, PTA are not actively involved in the designation and approval of fees structures, and finally auditors inadequately auditing books of account as reported by majority of the principals.

This implies that finances received from all sources are not properly utilized to enhance access and promote quality grades. While schools were actually expected to have proper planning for school subsidized fees and levies charged by parents in utilization of financial resources to enhance access to education. Therefore, with the passive involvement of BOM and PTA, principals do not plan well in their utilization of subsidized fees and instead end up charging high fees in schools that put away poor students from enrolment to schools.

A finding in agreement with a study by County Director Wajir, (2014) which established schools in Wajir are charging high school fees for boarding and day schools. This means the children from poor families may not have access to these schools since there is a gap in parents' levies and government subsidy. This agrees with Bucheche (2011) that parents who cannot afford other payments other than government subsidies fees cannot keep their children in schools.

A Chi-square test carried out to establish the relationship between non-adherence to the subsidized fees guidelines and students access to secondary education. The results are as presented in Table 4.22.

**Table 4.22: Chi-square test on access and aspects of efficient utilization of financial resources**

<b>Aspects</b>	<b>Value</b>	<b>Df</b>	<b>P-value</b>
Finances received and spent according to budget	5.735	1	0.017
BOM approve the budget before money is spent	6.667	1	0.01
Bursaries and CDF received is properly utilized to enhance access	5.605	1	0.018
Auditors frequently audit books of account	3.278	1	0.069
PTA approves annual fee structure before it is implemented	9.6	1	0.002
School fees are charged according to circulars	5.255	1	0.022

The results in Table 4.22 shows that there is a statistical significant relationship between finances received being spent according to budget, BOM approving school budget, bursary and CDF being utilized properly, PTA approving annual fees as well as school fees being charged according to the circular and student's access to secondary education. All these variable had a p value ( $p < 0.05$ ). This indicates an existence of statistical significant relationship between access and utilization of financial resources. It can be concluded that schools which adheres to their budget , involves BOM in approving their budget, properly utilize bursaries and CDFs , PTA actively approves their annual fees before it is implemented, and charge school fees according to circulars enhances students access to secondary education. The results also shows that there is no statistical significant relationship between auditors frequently audit books of account Schools and students access to secondary education.

#### **4.8. Impact of implementation of subsidized fees on procurement of instructional material for effective quality secondary education**

The fourth objective sought to establish the impact of subsidized fees on procurement of instructional materials. The government of Kenya initiated a reform process in the procurement of teaching and learning materials in public schools. This is as evidenced by presence of circulars that provide guidance on measures to enhance accountability and transparency in expenditure planning and utilization of funds from the government subsidy fees and parent levies (Watkins & Alelemayehu, 2012). It is on this basis that the researcher sought to find out how schools procured their teaching and learning materials. The results are as shown in Table 4.23.

**Table 4. 23: Principals responses on procurement procedures of quality learning and teaching materials**

<b>Responses</b>	<b>n</b>	<b>%</b>
Follow the procurement procedures	3	18.7
Involvement of procurement and tendering committees	2	12.5
Transparency in giving tenders	4	25
Procure based on school needs	7	43.8
<b>Total</b>	<b>16</b>	<b>100</b>

Table 4.23, indicates that most of principals reported to procure their learning and teaching materials based on the needs of school and not by guidance of vote heads. Very few schools involve procurement and tendering committees, and follow up the procurement procedures. This has a great implication on implementation of

government subsidized fees as there will be inefficient and unaccountable purchasing. As a result, very basic and mandatory teaching and learning materials are sometimes not procured. Therefore, instead of enhancing access and quality education, students end up scoring low grades, as they do not get quality learning and teaching materials to realize high grades. A study by Hallack and Poisson (2001), also established that poor procurement practices increase transition cost, and reduces access to quality secondary education.

In line with procurement procedures in school, the tendering committees are supposed to actively take part in all the procurement of learning and teaching materials in schools. This section seeks to establish the extent to which the tendering committee are effective in schools. Table 4.24 gives the summary of the responses from BOM chairpersons.

**Table 4. 24: BOM chairpersons’ responses on procurement and tendering committees in schools**

<b>Responses</b>	<b>n</b>	<b>%</b>
Ineffective	3	18.7
Slightly effective	6	37.5
Moderately effective	6	37.5
Effective	1	6.3
Very effective	0	0
Total	16	100



From the a Table 4.24, it is very clear that the procurement and tendering committees are not actively involved in procurement of teaching and learning materials of schools. This can really compromise the quality of teaching and learning materials purchased as it is left majorly at the discretion of principals who alone cannot have enormous knowledge required in procurement.

Subsidized fees are the provision of support funding so that tuition cost could no longer be burden to parents to enable poor families achieve affordable secondary education. The government equally subsidizes both day and boarding schools in all vote heads except boarding, equipment, stores among others which are paid by the parents. Table 4.25 shows how schools are procurement practices of schools.

**Table 4. 25: BOM chairpersons’ responses on procurement according to vote heads**

Responses	n	%
Strongly disagree	1	6.3
Disagree	11	68.7
Agree	3	18.7
Strongly agree	1	6.3
Total	16	100

Government has set good guidelines on how schools are supposed to do their procurement of teaching and learning materials. Every vote head is allocated a certain amount of money from government-subsidized fees. However, as in Table

4.23, most BOM chairpersons disagreed with the statement that procurement is done according to the government breakdown of vote heads. This leads to inefficient and unaccountable procurement of teaching and learning materials, thereby leading to inadequate and substandard procured learning and teaching materials that do not enhance access and quality education.

The study also sought to establish the level of teachers' involvement in making decisions in the procurement committee and their perception about the effectiveness of the procurement committee. The Table 4.26 shows findings on extent of teacher involvement in procurement and tendering materials.

**Table 4. 26: Teachers' responses on their involvement in procurement and tendering materials**

Responses	n	%
Not at all	2	5.1
Rarely	23	59
Often	11	28.2
Most often	3	7.7
Total	39	100

It is worth noting that teachers, who are supposed to be making greatest input on the best teaching and learning materials to be acquired, are not actively involved in procurement and tendering process. The same teachers are head of departments and class teachers yet they are not actively involved in acquisition process of materials

that they use for teaching. This is very evident from Table 4.26, which shows that almost two-thirds of teachers reported that they are rarely involved in procurement and tendering materials. Such practices have a bearing on implementation of subsidized fees, as teachers are the key implementers. The aftermath is procurement of teaching and learning materials, which either could be substandard or is not sufficiently furnished with information required by learners to enhance quality education and access.

In secondary schools, there are set procurement procedures to enhance efficiency and accountability in procurement on implementation of subsidized fees for quality and accessible learning. Based on this, the researcher wanted to examine the impact of implementation of subsidized fees on procurement of instructional material for effective quality secondary education. Five aspects of efficient and accountable procurement were studied, and the results are as in Table 4.27.

**Table 4. 27: Principals responses on aspects of efficient and accountable procurement**

<b>Aspects</b>	<b>Responses</b>	<b>Frequency</b>	<b>%</b>
Procurement of teaching and learning materials is done according to the procurement procedures to enhance learning	Yes	6	37.5
	No	10	62.5
	Total	16	100
Procurement is done according to procurement vote heads	Yes	4	25
	No	12	75
	Total	16	100
School is using procurement committees during procurement	Yes	7	43.7
	No	9	56.3
	Total	16	100
School has procured adequate learning and teaching material to enhance access	Yes	7	43.7
	No	9	56.3
	Total	16	100
Auditors frequently audit teaching and learning materials to promote quality education	Yes	4	25
	No	12	75
	Total	16	100

As presented in Table 4.27, most principals reported that: procurement of teaching and learning materials is not done according to the procurement procedures to enhance learning, procurement is not done according to procurement vote heads, school is not using procurement committees during procurement, school has not procured adequate learning and teaching material to enhance access, and that auditors do not frequently audit teaching and learning materials to promote quality education. This finding reflects a state of inefficient and unaccountable procurement

of teaching and learning resources, which flaws the government, set guidelines on procurement procedures. Procurement where there is no following of set procurement procedures, procurement not done according to vote heads, schools not actively involving procurement and tendering committees, insufficient procurement of teaching and learning resources, and finally inadequate auditing of procured teaching and learning materials.

This mode of procurement is not promoting good grades and access to education. The auditors' not actively taking part in frequent audits of procured learning and teaching materials creates loophole for procurement of substandard learning materials that do support quality education. In addition, passiveness of procurement and tendering committees, and failure of fully procuring according to vote heads creates a leeway of procurement of inadequate teaching and learning materials by principals. Hence, a state of insufficient and substandard teaching and learning materials leads to poor grades and low access, as they cannot support quality education to attract more students to seek enrolment.

This is in agreement with a study by Country Director of Education Wajir, (2015). The research established that Wajir schools could be lacking adequate capacity to effectively utilize procurement of teaching and learning materials in their institutions, which is critical for effective implementation to access secondary education programme.

The procurement procedures are marred with lots of flaws, as auditors do not frequently audit teaching and learning materials, procurement not done according to

vote heads and committees not actively involved in schools. Hallack & Poisson (2007) on a study conducted to find out the problems public secondary schools encounter, also established that schools fail to adhere to procurement policy suggesting that there is a gap in effectiveness of learning instructional materials in secondary education. This has led to a state of insufficient teaching and learning materials, which not only discourages enrolment and retention of students but also does not provide quality atmosphere for teachers to teach. A research by Jagero in 1999 in Kisumu district, also found out that lack of adequate procurement for reading materials in school was a major factor affecting student access to quality secondary education implementation.

To have deeper understanding of the variations of efficient and accountable procurement on access, chi-square test was used. The results are as presented in Table 4.28.

**Table 4. 28: Chi-square test on access and aspects of efficient and accountable procurement of teaching and learning materials**

<b>Aspects</b>	<b>Value</b>	<b>Df</b>	<b>P-value</b>
Procurement of teaching and learning materials is done according to the procurement procedures to enhance learning	5.256	1	0.0219
Procurement is done according to procurement vote heads	5.725	1	0.017
School is using procurement committees during procurement	3.3	1	0.071
School has procured adequate learning and teaching material to enhance access	6.667	1	0.010
Auditors frequently audit teaching and learning materials to promote quality education	5.6	1	0.018

From the chi-square Table 4.28, the results shows that five variables had a p value less than the  $\alpha=0.05$ , meaning that there is existence of degree of association between access and procurement of teaching and learning materials. The implication is that those schools which procurement of teaching and learning materials is done according to the procurement procedures, procurement is done according to procurement vote heads, there has been procurement of adequate teaching and learning materials, and finally auditors frequently audit teaching and learning materials has enhanced access to education. The findings has further established that procurement of adequate teaching and learning materials greatly influences access p-value =0.010 than the other aspects. This is because of ease of learning and teaching

created by these materials for learners and teachers respectively. Usage of procurement committees during procurement did not show a statistical significant relationship with access. The procurement that is characterized by efficiency and accountability has been a gap to realization of improved access and quality education in Wajir County as the ones practiced by schools has many flaws like those that the study has established.

The study also sought to establish the best practices that can be put in place to ensure the government subsidized fees is well implemented to enhance access to secondary education. The BOM chairpersons were asked to give their opinion on the best way of implementing the subsidized fees. The results are as presented in Table 4.29.

**Table 4. 29: BOM chairpersons’ recommendations on improvement of implementation of subsidized fees to enhance access**

<b>Suggestions on best way of implementing subsidized secondary education</b>	<b>n</b>	<b>%</b>
Strict supervision of the financial usage in schools	3	18.7
Government to increase amount per student	5	31.3
Timely allocation of funds by the government	5	31.3
Transparency and accountability in funds management by school heads	3	18.7
<b>Total</b>	<b>16</b>	<b>100</b>

From Table 4.29, BOM chairpersons strongly suggested that there is need for the government to increase the amount assigned to each student, and ensure that funds



are disbursed to schools in time, as represented each by 31.3%. The need for strict supervision on the usage of subsidized fees was also recommended by some BOM chairpersons, 18.7%. This aimed at reducing unplanned expenditures, which have not been approved by BOM. Finally, to ensure that there is no misuse and squandering of subsidized fees, 18.7% of BOM chairpersons recommended need of transparency and accountability in the management of subsidized fees.

## **CHAPTER FIVE**

### **SUMMARY, CONCLUSION AND RECOMMENDATIONS**

#### **5.1 Introduction**

This chapter present summary of the study, summary of the finding and the conclusion drawn from the findings of the study. Finally, recommendations made from the findings and suggestions made from further research.

#### **5.2. Summary of the study**

The purpose of the study was to establish the impact of subsidized fees on student access to quality education in public secondary schools in Wajir County. This was an effort to establish if government fee subsidy programme is achieving desired goals of improving access to quality education in Wajir County. The study was guided by the following objectives: To establish the effect of subsidized fees on enrolment rate in public secondary schools in Wajir County, to determine influence of subsidized fees on student academic performance in Wajir County, Kenya, to examine the extent to which schools are adhering to regulation of subsidized fees on students in the utilization of financial resources and to examine the impact of implementation of subsidized fees on procurement of instructional material for effective quality secondary education

In chapter two, literature review is presented based on other studies related to the impact of implementation of subsidized fees on access to quality education in public secondary schools. The literature review also focused on theoretical framework,

which shows the theory on which this study is grounded. The conceptual framework is also presented with the view of showing the relationship between implementation of subsidized fees as independent variable and access to quality education in public secondary schools as the dependent variable.

Chapter three, focuses on research design which in this case was the descriptive design. As suggested by Best and Khan (2000) that descriptive survey research design is able to utilize both quantitative and qualitative data, the two methods were used in this study. Questionnaires were developed and dished out to teachers and principals, an observation schedule and document analysis was also used to obtain quantitative data. While an interview schedule was given to BOM for qualitative data collection. A study, which focused on public secondary schools in Wajir County in the four sub-counties, consisted of a sample size of 54 teachers, 20 principals and 20 BOM. Out of which 39 teachers, 16 principals and 16 BOM participated by fully filling in their questionnaires and returning. The pilot study was used to identify those items that can lead to wrong research findings. Such items were modified and accordingly.

Data collected was analyzed using SPSS. Descriptive statistics was used to analyze, tabulated and present data. Quantitative data collected from the closed ended questionnaires was organized in a similar theme to integrated collective data collected from open ended questionnaires into inferential data. It was coded and a similar respondent was done after frequency counts were made of all response making similar response. The chi square test was used to determine the strength of

association between the dependent variable and independent variables to test whether the observed relationship is significant or not. The significance level was alpha 0.05, which was used to determine the significance of subsidized fees in implementing access to quality education in public schools in Wajir.

In chapter four, data was analyzed, presented and interpretation was made based on the four research questions. Chapter five dealt with summary of the study, conclusions from the study findings, recommendations and suggestions for further research were made.

### **5.3 Summary of the findings**

This research established impact of subsidized fees on students' access to quality education. The study focused on enrollment rate, academic performance, adherence to utilization of financial resources and effects of subsidized fees on procurement of instructional materials. Finally, based on research findings, several conclusion have been made.

#### **5.3.1 Summary of variables of the findings**

##### **Effect of subsidized fees on enrolment rate**

On the aspect of effect of subsidized fees on students' enrolment, the study established that, many students in Wajir have not enrolled in schools as indicated by majority of the respondents who said that there is no notable change in enrolment. However, 15 percent of the respondents reported that there is a steady increase in enrolment while 25 percent said that there is slight increase in enrolment rate.

Frequency of student dropouts is continuing to cause alarm as majority of respondents reported high dropouts.

Besides, a summarized indicator that measures success in implementation of subsidized fees in relation to enhanced enrolment. The result of chi-square in the implementation of subsidized fees has indicated that the p-value was less than  $\alpha = 0.05$ , implying that there is a statistical significance relationship between access and student enrolment. This means that in Wajir schools which experience timely disbursement of fees by the government, receive sufficient subsidized fees, with transformed attitude of students and parents, and have reduced number of student dropouts experience an enhanced student's access. This is an indication that government implementation of subsidized fees in Wajir has not effectively enhanced student enrolment as was expected. The study has also established a statistically significant positive correlation between fee paid and student enrolment rate.

### **Influence of subsidized fees on student academic performance**

The study found in Wajir that subsidized fees has not really impacted on student academic performance as majority of the respondents reported not to have observed any change in academic change while only a small number of respondents who observed a great improvement. Acquisition of learning and teaching materials is continuing to be less effective as majority of respondents reported no observable change as compared to previous years.

Most students in Wajir are sent home for school fees as represented by majority of respondents saying at least every month students are sent home, indicators that measure the success of implementation of subsidized fees in relation to quality student academic performance. The result of chi-square indicates p value of less than  $\alpha=0.05$ , an indication that there is a statistical significance relationship between access and student performance. This implies that schools, which have adequate financing by parents and government thus wide revenue based, less frequently send students home for fees. This value implies a fair success in implementation that has not influenced student academic performance as was expected. The study also revealed statistical significant positive correlation between fee paid and student academic performance.

### **Effect of adhering to regulation of subsidized fees in the utilization of financial resources**

To examine the extent to which schools are adhering to regulation of subsidized fees in the utilization of financial resources, the study has established that in Wajir schools have narrow revenue based as most funds come from parents who are very poor and the other source coming from the government. Schools in Wajir are charging very high fees for both boarding and day schools. Government subsidized fees is faced with two major challenges late disbursement and insufficiency to run the schools. An indicator, which is a measure of efficient implementation of government, subsidized fees through effective and accountable utilization of finances in schools.

The result of chi-square test indicates that the average p-value for the six attributes is  $0.0231 < 0.05$ . This indicates an existence of statistical significant relationship between access and utilization of financial resources. An implication that schools which adheres to their budget, involves BOM in approving their budget, properly utilize bursaries and CDFs, PTA actively approves their annual fees before it is implemented and charge school fees according to circulars has enhanced access. This is an indication of insufficient adherence to regulation of subsidized fees in the utilization of financial resources. The study has also established a statistically significant negative correlation between fee paid and utilization of financial resources.

### **Impact of implementation of subsidized fees on procurement of instructional material**

In order determine the impact of implementation of subsidized fees on procurement of instructional material for effective quality secondary education, the following findings were found in Wajir: Most schools do their procurement based on school needs and not vote heads, however, few school follow procurement procedures. The results also indicate that in few in schools the procurement and tendering committees are not very effective as no school reported. The other finding is that most of schools were found to disagree with procuring guidelines given by the government in relation to various vote heads. Teachers in Wajir were found to be on most cases rarely involved in the procuring and tendering of materials.

Indicators that were summarized to measure success in implementation of subsidized through procurement of instructional material for effective quality secondary education. The chi-square results indicates that, the average p-value was less than alpha 0.05 an evidence that there is a statistical significant relationship between access and procurement of teaching and learning materials. The implication is that those schools where procurement of teaching and learning materials is done according to the procurement procedures, procurement is not done according to procurement vote heads, have negative impact on student access in secondary education. The study has also established a statistically significant positive correlation between fee paid and procurement of instructional materials.

#### **5.4. Conclusions**

In conclusion, the study established that in Wajir, there is still a gap in enrolment rate as most age going students are out of school. Implementation of government-subsidized fees seems not to have encouraged students to come to school. As a result, it was evidenced from table 4.12 that there was high rates of students' dropouts because of fees, and needy students are not obtaining sufficient bursary and CDF allocations to sustain them in schools. Chi-square correlation coefficient established significance between subsidized fees and student access in Wajir County.

The study also established that in Wajir, student academic performance is low despite the government introduction of subsidized fees. This is because most schools have not yet acquired adequate instructional materials to support quality education, and students are sent home at least every month to collect fees. These two aspects



may contribute greatly to low grades observed in Wajir County as learning hours are wasted at home for those who are sent to collect fees, while those who are in school do not have sufficient learning and teaching materials to encourage learning. Physical facilities may also not be adequate to support students' academic performance as there is straining to share these facilities in schools, which are either poor or are poorly maintained.

The study found out that schools in Wajir inadequately adhere to regulation of subsidized fees in the utilization of financial resources. That the schools were charging high fees contrary to government fees circulars, BoM were expected to approve the budget before money is spent, bursaries received is improperly utilized. Therefore, government subsidized fees is not properly utilized to enhance access of students to quality education. There is also no proper documentation of its implementation of subsidized fees as observed in document analysis.

Finally, there is little impact of implementation of subsidized fees on procurement of instructional material for effective quality secondary education. This is due to too much flaws in implementation of government procurement guidelines to ensure efficiency and accountability. Schools are not procuring based on vote heads; teachers are rarely involved in procurement and tendering materials. Procurement and tendering committees are not sufficiently involved in the process, and auditors were said to inadequately audit teaching and learning materials. This may led to continued low access of secondary education despite subsidized fees that were expended to enhance access in public secondary schools in Wajir.

## **5.5. Recommendations**

Based on the findings of this study, the following recommendations are made to the implementers of government-subsidized fees on student access to quality education in public secondary schools in Wajir.

- i) The Kenya Education Management Institute (KEMI) should train teachers, BoM chairpersons and Principals on subsidized fees programme content for better planning to match best practices in the field in meeting the needs of public secondary schools institutions. The county Education board should establish committees, which should be mandated to oversee the implementation of subsidized fees programme. This will ensure effective subsidy fees programme implementation at the school level that will positively impact on subsidized fees programme to increase access to quality education.
- ii) For effective implementation on enrolment rate, the government should ensure that there is timely and adequate disbursement of subsidized fees to schools not based on enrolment rates of students but needs of each regional poverty levels. This will improve access in secondary education and will positively impact on student enrolment to achieve quality education.
- iii) In order fees not to be increased and guidelines are adhered to in schools, principals need to meet set performance of improving KCSE examination results in their schools. Those who improve to be given incentives to sustain the programme implementation. The ministry of education and teacher service commission should take action on non-performing principals in order

to reduce the gap between performing and low performing schools in implementing quality education.

- iv) The Ministry of Education should frequently audit both books of accounts of subsidized fees received by schools. The County Assurance and Quality Standards department and the audit unit should be redesigned by the ministry of education to effectively monitor subsidized fees utilization of financial resources in schools in the County. This will improve implementation of subsidized fee programme by principals to improve student access to quality education.
- v) Oversight body to be established by regional coordinators of education and Board of Management of schools to ensure all tendering and procurement committees in schools are effective and procurement done according to vote heads.
- vi) Government should increase subsidize fees particularly target the arid and semi-arid areas to improve access to quality education. The government should re-assess the impact of subsidized fees programme within and across different counties in the country.

## **5.6. Suggestion for further research**

The following were suggestions for further research.

- i) A study on other factors apart from fees that is influencing students' access in secondary schools, and how they can be planned in arid and semi-arid regions
- ii) Given that the study was carried out only in Wajir County a similar study in other counties in the country would be useful for comparison purposes.
- iii) Other researchers could carry out a similar study in private schools in the country for comparison.

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**APPENDIX I**  
**LETTER OF INTRODUCTION TO THE RESPONDENTS**

Koriyow Hussein Ali  
University of Nairobi  
P.O. Box 30197  
Nairobi

Dear respondent,

**RE: PERMISSION TO CONDUCT DATA COLLECTION**

I am a post graduate student in University of Nairobi, pursuing Doctor of education in educational planning in the Department of Educational Administration And Planning. Currently conducting research on *'The impact of subsidized fees programme on students' access to quality education in public secondary schools in Wajir County, Kenya.'*

You will be provided with necessary information that will assist you to understand the study and to explain what will be expected of you. Please feel free to ask me, the researcher any question(s) regarding anything that is not clear to you.

The information given is only meant for study purposes and will be treated with lots of privacy.

Kindly, respond to all items. Your positive response is highly appreciated.

Yours faithfully,

Koriyow Hussein Ali

## APPENDIX II

### TEACHER QUESTIONNAIRE

This questionnaire is designed to collect data from public secondary schools in Wajir County on the impact of subsidized fees on student access to quality education. You are kindly requested to complete the questionnaire by ticking (√) against your option and giving your explanations in words in the blank spaces where required. The information given is only meant for study purposes and will be treated with lots of confidentiality. Your cooperation and assistance will be highly appreciated. Do not write your name or the name of your school anywhere in this questionnaire.

#### PART 1: TEACHER AND SCHOOL PROFILE

1. Please indicate your gender.      Male ( )              Female ( )
  
2. What is your professional qualification?
  - i) Diploma                              ( )
  - ii) Bachelor degree                      ( )
  - iii) Masters degree                      ( )
  - iv) Ph.D.                                      ( )
  
3. For how long have you been in a teacher of this school? (In years)
  - i) Less than a year                      ( )
  - ii) 1-5    ( )
  - iii) 6-10years                              ( )
  - iv) above 10 years                      ( )

4. State categories of your school

i) Boys boarding ( )

ii) Girls boarding ( )

iii) Mixed day ( )

iv) Specify others.....

**PART II: ENROLMENT RATE**

The statements provided relate to various aspects that encourage enrolment. Kindly indicate the extent to which the following statements have applied to your school since 2008. Use the key below to tick as appropriate.

**Key: 1:** Not at all **2:** Less extent **3:** Moderate extent **4:** Large extent **5:** Very large extent

Statements	1	2	3	4	5
5. There has been timely disbursement of fees by the government.					
6. Government subsidized fees is sufficient to sustain students in school					
7. School has been receiving adequate bursary and CDF funds for needy students					
8. Government subsidized fees and other grants has transformed the attitude of students and parents					
9. There has been reduced no of students dropouts because of fees					

10. What has been the enrolment trend in your school since 2008?

Gender	2008	2009	2010	2011	2012	2013	2014
Boys							
Girls							
Total							

11. In your opinion, has subsidized fees had impact on student enrolment?

.....

.....

.....

**PART III: ACADEMIC PERFORMANCE**

To what extent have the following statements that promote academic performance applied to your school since 2008? Use the key below to tick as appropriate.

**Key: 1:** Not at all **2:** Less extent **3:** Moderate extent **4:** Large extent **5:** Very large extent

Statements	1	2	3	4	5
1. Parents have been able to submit fund for the construction of physical facilities for example classes, dorms, labs to promote good learning environment					
2. Government has been able to provide adequate funds to enable to students obtain quality grades					
3. Students have been less frequently sent home to collect					

school fees to reduce absenteeism rate to enhance academic performance					
4. Government subsidized fees has been sufficient to acquire teaching and learning materials to enhance academic performance					

5. Kindly fill in the table below concerning your school academic performances from 2010-2015

<b>Year</b>	<b>Average marks</b>	<b>Grades</b>
2010		
2011		
2012		
2013		
2014		
2015		

6. In your opinion, has subsidized fees had impact on academic performance?

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

**PART IV: UTILIZATION OF FINANCIAL RESOURCES**

The statement provided relate to various aspects of proper utilization of financial resources to enhance access to secondary education. Kindly indicate the extent to which the following statements have applied to your school since 2008. Use the key below to tick as appropriate.

**Key: 1:** Not at all **2:** Less extent **3:** Moderate extent **4:** Large extent **5:** Very large extent

Statements	1	2	3	4	5
7. Finances received are recorded and spent according to the budget to encourage access					
8. BOM approve the budget before money is spent					
9. Bursaries and CDF received is properly utilized to enhance access					
10. Auditors frequently audit books of account to enhance accountability					
11. PTA approves annual fee structures before they are imposed					
12. School fees are charged according to circulars of subsidized fees					

13. How much is the fee levied on parents in your school for the stated period?(exclusive of government subsidy)

<b>Year</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>
<b>Total amount</b>							

14. State the general sources of your school funds

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

15. How many students have benefited from bursary in your schools since 2008?.....

16. State the most common challenges you experience in the utilization of subsidized fees in your school.

- i. ....
- ii. ....
- iii. ....

17. How has been the utilization of financial resources impact quality education?

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



**PART V: PROCUREMENT OF TEACHING MATERIALS**

Statements provided relate to various aspects of good procurement procedures to enhance quality education. Kindly indicate the extent to which the following statements have applied to your school since 2008. Use the key below to tick as appropriate.

**Key: 1:** Not at all **2:** Less extent **3:** Moderate extent **4:** Large extent **5:** Very large extent

Statements	1	2	3	4	5
18. Procurement of teaching and learning materials is done according to the procurement procedures					
19. Procurement is done according to procurement vote heads					
20. School uses the procurement committees for all procurement					
21. School has procured adequate learning and teaching material to enhance learning					
22. Auditors frequently audit teaching and learning materials					

23. How often are teachers involved in procurement and tendering materials?

- i. Not at all ( )
- ii. Rarely ( )
- iii. Often ( )
- iv. More often ( )

24. How has subsidized fees influenced acquisition of teaching and learning materials to promote access?

.....  
 .....

**PART IV**

**Since implementation of government-subsidized fees in 2008, how can you rate the following aspects in relation to the previous period before the policy.**

**Key: 1- Much worse; 2-Somewhat better 3-About the same; 4-Somewhat better; 5-Much better**

Items	1	2	3	4	5
25. Student academic performance					
26. Students enrolment rate					
27. Utilization of financial resources					
28. Procurement of learning and teaching materials					

29. Give any recommendations that will improve the implementation of the subsidized fees to promote access secondary education.

.....  
 .....

**Thank you for your participation**

### APPENDIX III

#### PRINCIPALS QUESTIONNAIRE

This questionnaire is designed to collect data from public secondary schools in Wajir County on the impact of subsidized fees on student access to quality education. You are kindly requested to complete the questionnaire by ticking (√) against your option and giving your explanations in words in the blank spaces where required. The information given is only meant for study purposes and will be treated with lots of confidentiality. Your cooperation and assistance will be highly appreciated. Do not write your name or the name of your school anywhere in this questionnaire.

#### Part 1: Principal and School Profile

1. Please indicate your gender.      Male ( )                  Female ( )
  
2. What is your highest professional qualification?
  - i) Diploma                                  ( )                  ii) Bachelor degree      ( )
  - iii) Masters degree                      ( )                  iv) PhD                                  ( )
  
3. For how long have you been in the management of this school? (In years)
  - i) Less than a year                      ( )                  ii) 1-5                                  ( )
  - iii) 6-10years                              ( )                  iv) above 10 years                  ( )
  
4. State categories of your school
  - i) Boys boarding                          ( )
  - ii) Girls boarding                          ( )
  - iii) Mixed boarding                        ( )

Specify others.....

**PART II: ENROLMENT RATE**

**The statements provided relate to various aspects that encourage enrolment.**

**Kindly indicate the extent to which the following statements have applied to your school since 2008. Use the key below to tick as appropriate.**

**Key: 1:** Not at all **2:** Less extent **3:** Moderate extent **4:** Large extent **5:** Very large extent

Statements	1	2	3	4	5
5. There has been timely disbursement of fees by the government					
6. Government subsidized fees is sufficient to sustain students in school					
7. School has been receiving adequate bursary and CDF funds for needy students to encourage enrolment					
8. Government subsidized fees and other grants has transformed the attitude of students and parents to enhance enrolment					
9. There has been reduced no of students dropouts because of fees					

10. What has been the enrolment trend in your school since 2008?

Gender	2008	2009	2010	2011	2012	2013	2014
Boys							
Girls							
Total							

11. In your opinion, has subsidized fees had impact on student enrolment?

.....  
 .....

**PART III: ACADEMIC PERFORMANCE**

**To what extent have the following statements that promote academic performance applied to your school since 2008? Use the key below to tick as appropriate.**

**Key: 1:** Not at all **2:** Less extent **3:** Moderate extent **4:** Large extent **5:** Very large extent

<b>Statements</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>
12. Parents have been able to fund the construction of physical facilities for example classes, dorms, labs among others					
13. Government has been able to provide adequate					
14. Students have been frequently sent home to collect school fees					
15. Government subsidized fees has been sufficient to acquire teaching and learning materials					

16. Kindly fill in the table below concerning your school academic performances  
from 2010-2015

<b>Year</b>	<b>Average marks</b>	<b>Grades</b>
2010		
2011		
2012		
2013		
2014		
2015		

17. In your opinion, has subsidized fees had impact on academic performance?

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

**PART IV: UTILIZATION OF FINANCIAL RESOURCES**

**The statement provided relate to various aspects of proper utilization of financial resources to enhance access to secondary education. Kindly indicate the extent to which the following statements have applied to your school since 2008. Use the key below to tick as appropriate.**

**Key: 1:** Not at all **2:** Less extent **3:** Moderate extent **4:** Large extent

**5:** Very large extent

<b>Statements</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>
18. Finances received are recorded and spent according to the budget to encourage access					
19. BOM approve the budget before money is spent					
20. Bursaries and CDF received is properly utilized to enhance access					
21. Auditors frequently audit books of account to enhance accountability					
22. PTA approves annual fee structures before they are imposed					
23. School fees are charged according to circulars of subsidized fees					

24. How much is the fee levied on parents in your school for the stated period?(exclusive of government subsidy)

<b>Year</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>
<b>Total amount</b>							

25. State the general sources of your school funds

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

26. How many students have benefited from bursary in your schools since 2008?.....

27. State the most common challenges you experience in the utilization of subsidized fees in your school.

- iv. ....
- v. ....
- vi. ....



28. How has been the utilization of financial resources to promote quality education?

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

**PART V: PROCUREMENT OF TEACHING MATERIALS**

**Statements provided relate to various aspects of good procurement procedures to enhance quality education. Kindly indicate the extent to which the following statements have applied to your school since 2008. Use the key below to tick as appropriate.**

**Key: 1:** Not at all **2:** Less extent **3:** Moderate extent **4:** Large extent **5:** Very large extent

<b>Statements</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>
29. Procurement of teaching and learning materials is done according to the procurement procedures					
30. Procurement is done according to procurement vote heads					
31. School is using the procurement committees during procurement					
32. School has procured adequate learning and teaching material					
33. Auditors frequently audit teaching and learning materials					

**34.** How has subsidized fees influenced acquisition of teaching and learning materials to promote access?

.....  
 .....

**PART VI**

**Since implementation of government-subsidized fees in 2008, how can you rate the following aspects in relation to the previous period before the policy.**

**Key:** 1- Much worse; 2-Somewhat better 3-About the same; 4-Somewhat better; 5- Much better

<b>Items</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>
35. Student academic performance					
36. Students enrolment rate					
37. Utilization of financial resources					
38. Procurement of learning and teaching materials					

**39.** Give any recommendations that will improve the implementation of the subsidized fees to promote access secondary education.

.....  
 .....

**Thank you for your participation**

## APPENDIX IV

### INTERVIEW STRUCTURE SCHEDULE FOR THE BOM CHAIRPERSON OF SCHOOL

This questionnaire is designed to collect data from public secondary schools in Wajir County on the impact of subsidized fees on student access to quality education. You are kindly requested to complete the questionnaire by ticking (✓) against your option and giving your explanations in words in the blank spaces where required. The information given is only meant for study purposes and will be treated with lots of confidentiality. Your cooperation and assistance will be highly appreciated. Do not write your name or the name of your school anywhere in this questionnaire.

#### Part 1: BOM and School Profile

1. Please indicate your gender.    Male ( )                  Female ( )
2. What is your highest professional qualification?
  - i) Diploma ( )
  - ii) Bachelor degree ( )
  - iii) Masters degree ( )
  - iv) PhD ( )
3. (a) For how long have you been in the management of this school? (In years)
  - i) Less than a year ( )
  - ii) 1-5 ( )
  - iii) 6-10 years ( )
  - iv) Above 10 years ( )

4. State categories of your school

i) Boys boarding ( )

ii) Girls boarding ( )

iii) Mixed day ( )

iv) Specify others .....

**PART II: ENROLMENT RATE**

5. What is your view about student enrolment trend from 2008-2014 in this school?

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

6. Has there been timely disbursement of government subsidized fees to encourage enrolment of students in this school?

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

7. Describe how the government subsidized fees and other grants have changed the attitude of both parents and students to encourage enrolment.

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

8. State the cases of student dropouts in your school

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

9. Are needy students receiving others subsidies like bursaries and CDFs funds to sustain them in school? Explain

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

**PART III: STUDENT ACADEMIC PERFORMANCE**

1. What can you say has been the trend in students academic performance in your school in the last five years (2010-2015)?

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

2. Describe the ability of parents to fund the construction of physical facilities like classes, dorms, labs, library among others in your school?

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

3. In your opinion, has government subsidized fees been adequate to obtain quality grades in school?

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

4. Comment on the frequency students are sent home per term for fees in your school?

.....

5. In your opinion, has subsidized fees had impact on academic performance?

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

**PART IV: UTILIZATION OF FINANCIAL RESOURCES**

6. Is the subsidized fee enough to acquire both learning and teaching materials required by the school? Explain why.

.....  
.....

7. Please list how you ensure finances received is recorded and spent according to the budget to enhance access

- i. ....
- ii. ....
- iii. ....

8. State the roles of BOM on school budget?

- i. ....
- ii. ....
- iii. ....

9. Kindly explain how the following persons ensure that fees levied are accurate.

i. PTA:

.....  
.....

ii. Auditors:

.....  
.....

10. State the general sources of your school funds

- i. ....
- i. ....
- ii. ....
- iii. ....

11. State the common challenges you experience in the utilization of subsidized fees in your school.

- i. ....
- ii. ....
- iii. ....

**PART V: PROCUREMENT OF TEACHING MATERIALS**

12. How is the school ensuring that there is procurement of quality learning and teaching materials according to the procurement procedures?

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

13. State how auditors audit the teaching and learning materials

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

14. How effective is procurement and tendering committee in your school.

- i. Not effective ( )
- ii. Ineffective ( )
- iii. Neutral ( )
- iv. Effective ( )
- v. Very effective ( )

15. Give any recommendations that will improve the implementation of the subsidized fees to promote access secondary education.

.....  
.....

**Thank you for your participation**



## APPENDIX V

### DOCUMENT ANALYSIS

Key: 1: Not available 2: Inadequate 3: Fairly adequate 4: Adequate 5: Very adequate

	Item	1	2	3	4	5
i	Subsidized fees policy, for example adequacy of :					
	a) Circulars on fees sent to schools					
	b) PTA minutes of fees structures in the school files					
	c) Performance analysis of academic result in the school files					
	d) Circulars of vote heads on subsidized fees					
ii	Procurement of instructional materials as per the orange book in the school files					
iii	Financial audit report					
iv	Minutes of enrolment trends since 2008					
v	List of students bursary beneficiaries					
vi	BOM minutes on					
	a) Exercise books/ student ratio					
	b) Text books / student ratio					
	c) Reference materials					

## APPENDIX VI

### OBSERVATION SCHEDULE

	Item	Poor	Fair	Good	Satisfactory	Adequate	Inadequate	Sufficient	Insufficient
i)	General outlook of the institution								
ii)	Physical facilities a) Dorms b) Classrooms c) Laboratories d) Toilets								
iii)	Teaching staff effectiveness a) Lesson observation b) Lesson notes c) Schemes of work								
iv)	Display of subsidy fees								
v)	Adequacy of teaching and learning materials								
vi)	Availability of textbooks								
vii)	Available equipments								
viii)	Maintenance of school facilities								
ix)	Others, specify								

## **APPENDIX VII**

### **LIST OF SECONDARY SCHOOLS IN WAJIR COUNTY**

1. ABAKORE SEC
2. ADEMASAJIDA
3. AHMED LIBAN SEC
4. BARAGWO SECONDARY SCHOOL
5. BIYAMADHOW
6. BUNA DAY
7. BUNA GIRLS
8. BUNA SECONDARY
9. BUTE BOYS SEC
10. BUTE GIRLS
11. BUTE MIXED
12. DIF SECONDARY SCHOOL
13. ELDAS BOYS BOARDING SECONDARY SCHOOL
14. ELDAS GIRLS SECONDARY SCHOOL
15. ELDAS SEC
16. FURAHA MIXED
17. GRIFTU SEC
18. HABASWEIN BOYS SECONDARY
19. HABASWEIN MIXED
20. HADADO BOYS BOARDING SECONDARY SCHOOL
21. HON KHALIF GIRLS

22. INSHAALLAH SEC
23. KARONDILLE SEC
24. KHOROF HARAR
25. KORODILE GIRLS
26. KUTULO GIRLS
27. LEHELEY SEC
28. LOGBAL SECONDARY SCHOOL
29. MAKAROR
30. MANSA BOARDING
31. SABULI SECONDARY SCHOOL
32. SABUNLEY SEC SCHOOL
33. SENIOR CHIEF OGLE GIRLS
34. SHALETI MIXED DAY SECONDARY SCHOOL
35. TARBAJ SEC
36. WABERI MIXED
37. WAGGALA SECONDARY SCHOOL
38. WAJIR BOR
39. WAJIR GIRLS SECONDARY
40. WAJIR HIGH SCHOOL

## APPENDIX VIII

### RESEARCH AUTHORIZATION



#### NATIONAL COMMISSION FOR SCIENCE, TECHNOLOGY AND INNOVATION

Telephone: +254-20-2213471,  
2241349, 310571, 2219420  
Fax: +254-20-318245, 318249  
Email: secretary@nacosti.go.ke  
Website: www.nacosti.go.ke  
When replying please quote

9<sup>th</sup> Floor, Utalii House  
Uhuru Highway  
P.O. Box 30623-00100  
NAIROBI-KENYA

Ref. No. **NACOSTI/P/16/76728/10316**

Date: **11<sup>th</sup> April, 2016**

Koriyow Hussein Ali  
University of Nairobi  
P.O. Box 30197-00100  
**NAIROBI.**

#### **RE: RESEARCH AUTHORIZATION**

Following your application for authority to carry out research on ***“Evaluation of the impact of implementation of subsidized fees on access to quality education in public secondary schools in Wajir County,”*** I am pleased to inform you that you have been authorized to undertake research in **Wajir County** for a period ending **2<sup>nd</sup> April, 2017**.

You are advised to report to **the County Commissioner and the County Director of Education, Wajir County** before embarking on the research project.

On completion of the research, you are expected to submit **two hard copies and one soft copy in pdf** of the research report/thesis to our office.

  
**BONIFACE WANYAMA**  
**FOR: DIRECTOR-GENERAL/CEO**

Copy to:

The County Commissioner  
Wajir County.


The County Director of Education  
Wajir County.

## APPENDIX IX

### RESEARCH PERMIT

**THIS IS TO CERTIFY THAT:**  
**MR. KORIYOW HUSSEIN ALI**  
**of UNIVERSITY OF NAIROBI, 10-70201**  
**Habaswein, has been permitted to**  
**conduct research in Wajir County**  
**on the topic: EVALUATION OF THE**  
**IMPACT OF IMPLEMENTATION OF**  
**SUBSIDIZED FEES ON ACCESS TO**  
**QUALITY EDUCATION IN PUBLIC**  
**SECONDARY SCHOOLS IN WAJIR**  
**COUNTY.**  
**for the period ending:**  
**2nd April, 2017**

**Permit No : NACOSTI/P/16/76728/10316**  
**Date Of Issue : 11th April, 2016**  
**Fee Received :ksh 2000**



*[Signature]*  
**Director General**  
**National Commission for Science, Technology & Innovation**

**CONDITIONS**

1. **You must report to the County Commissioner and the County Education Officer of the area before embarking on your research. Failure to do that may lead to the cancellation of your permit.**
2. **Government Officers will not be interviewed without prior appointment.**
3. **No questionnaire will be used unless it has been approved.**
4. **Excavation, filming and collection of biological specimens are subject to further permission from the relevant Government Ministries.**
5. **You are required to submit at least two(2) hard copies and one(1) soft copy of your final report.**
6. **The Government of Kenya reserves the right to modify the conditions of this permit including its cancellation without notice.**

**REPUBLIC OF KENYA**

**NACOSTI**

**National Commission for Science, Technology and Innovation**

**RESEARCH CLEARANCE PERMIT**

**Serial No. A 0843**

**CONDITIONS: see back page**

## APPENDIX X

### MAP OF WAJIR COUNTY

