

Challenges Facing the Implementation of Free Day Secondary Education in Public Secondary School in Narok North Sub County Kenya

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Abstract

The launch of Free Primary Education (FP E) in Kenya in 2,003 resulted to high enrolments of pupils in the primary schools. However only a small proportion of these pupils were able to access and complete their secondary education due to the cost implications of high school fees which have become a burden to many parents. The purpose of this study was to investigate the challenges facing the effective implementation of FDSE in Kenya with special reference to Narok North sub-county. Kenya in relation to adequacy of learning resources and funding to schools and come out with solutions to these problem. The specific objectives were to: Examine the effect of finances on the implementation of free day secondary education in school in Narok North sub county; access the effectiveness of education policy on the implementation of, FDSE in schools in Narok North sub county; determine the adequacy of resources in the implementation of FDSE in schools in Narok North sub county. to suggest the education system in the implementation of FDSE in schools in the study area. The study employed a descriptive survey research design. The target population was 442 respondents consisting of 30 head teachers. 300 teachers and 8 education officers in the study area. The sample size was 126 respondents, made up of 7 head teachers. 108 teachers, one DEO and two Zonal Quality Assurance and Standards Officers (ZQASOs). Proportionate sampling was used to select the head teachers and teachers while purposive sampling was used to select the DEO and ZQASOs. Questionnaires were used as instruments/or collecting data from the head teachers and teachers while interview schedules were administered to the DEO and the Zonal Quality Assurance and Standards Officers (zQASOs). Validity of the instruments was done through experts in education. Reliability was tested by subjecting the instruments to a pilot study the results were used to compute the alpha reliability coefficient in order to establish the internal consistency of the instruments. Data analysis was done using descriptive statistics after data cleaning and coding. Quantitative data will be analyzed using frequency counts, means and percentages while qualitative data was analyzed by tallying the numbers of similar responses. The results were presented using frequency distribution tables, bar graphs and pie charts. The findings of this study indicated that free day secondary school brought with it many challenges that have been difficult for the teachers and head teachers to cope with. The key challenges that were noted were; increase in the number of student's enrolment against very few resources and facilities in terms of finances, toilets and class room. The head teachers indicated that the finances were not released on time and this had been a major challenge for their planning process. The study therefore concluded that there is need to put in place appropriate measures to ensure that the required facilities were put in place in order to support the entire program. The study discovered that there was need to hire more teachers to be able to handle the influx of the number of students joining the secondary education due to FDSE. The study recommends that more finances be allocated to support the program and the money should be released on time 'in order to enable the head teachers to plan for their activities. The study if implemented by the government is expected to stimulate continuous debate on FDSE and provide valuable insights that the government, stakeholders, scholars and researchers can rely on in their collective endeavor of 'addressing the challenges and making the FDSE initiative a success. The study thus recommends more research be done on this subject.

Key words: *Challenges, Implementation, Free Day Secondary Education, Public Secondary Schools. Narok North Sub County Background to the Study*

Introduction

Education forms the basis upon which economic, social and political development of any nation is founded. Investment in education can help to foster economic growth, enhance productivity, contribute to national and social development, and reduce social inequality. UNESCO (2005) argues that the level of a country's education is one of the key indicators of its level of development. Globally, education is recognized as a basic human right. The Human Rights Charter treats education as one of the human rights. It indicates that in 1948 the Universal Declaration of Human Rights laid down Article 26, that everyone had the right to education and that education would be free, at least in the elementary and fundamental stages.

Education for all has been discussed in international forums, for example United Nations Educational Scientific and Cultural Organization (UNESCO) World Conference at Jomtien, Thailand in 1990 and its follow-up in Dakar, Senegal in 2000 (Republic of Kenya, 2005). Consequently, governments around the world have invested huge amounts of their expenditure on education. Before independence, education for most of the African countries including Kenya was geared towards perpetuating and producing. Achoka, Odebero, Maiyo & Mualuko, (2007) noted that the current re-thinking, however, ensures that the African is rooted in the culture of her environment and prepared for participation in nation building through educational reforms. In 1963, when Kenya attained independence, the then ruling party Kenya African National Union (KANU) came up with the KANU Manifesto in which the government committed itself to the provision of Universal Free Primary Education in tandem with the Addis Ababa Conference of African Ministers held in 1960. The conference had promised to offer Universal Primary Education within twenty years. In 1963, the government declared a

fight against three enemies of development; ignorance, disease and poverty. In light of this, the government adopted a policy of universal primary education.

Chabari (2010) Doted that the government's effort to expand educational opportunities had been informed by various educational commissions all appropriately named after their respective chairpersons. Alongside these commissions were relevant policy documents such as the Sessional Paper No. 86 of 1988 and the Sessional Paper No.1 of 2005, the latter is a Policy Framework for Education, Training and Research.

The first Commission, after independence, came up with the Report of the Kenya Education Commission (Chabari 2010) that sought to reform the education system inherited from the colonial government to make it more responsive to the needs of independent Kenya. The Commission proposed an education system that would foster national unity and the creation of sufficient human capital for national development. Sessional Paper No: 10 of] 965 on African Socialism and its Application to Planning in Kenya formally adopted the Ominde Report as a basis for Post-independence educational development (Republic of Kenya, 2010). The Report of the National Committee on Educational Objectives and Policies (Chabari 2010), focused on redefining Kenya's educational policies and objectives, giving consideration to national unity, and economic, social and cultural aspirations of the people of Kenya.

The Report of the Presidential Working Party on the Second University in Kenya led to the removal of the advanced (A) level of secondary education, and the expansion of other post-secondary training institutions. In addition to the establishment of Moi University, it also recommended the establishment of the

8:4:4 Systems of education and the Commission for Higher Education (CHE). The Report of the Presidential Working Party on Education and Manpower Training for the Next Decade and beyond focused on improving education financing, quality and relevance. This was at a time when the Government scheme for the provision of instructional materials through the National Textbook Scheme was inefficient and therefore adversely affected the quality of teaching and learning (Rotich, 2004). From the recommendations of the Working Party in 1988, the Government produced Sessional Paper No 6 on Education and Training for the Next Decade and beyond. This led to the policy of cost sharing between government, parents and communities (Chabari, 2010).

The Commission of Inquiry into the Education System of Kenya was mandated to recommend ways and means of enabling the education system to facilitate national unity, mutual social responsibility, accelerated industrial and technological development, life-long learning, and adaptation in response to changing circumstances. The subsequent report, popularly known as the Koech Report recommended Totally Integrated Quality Education and Training (TIQET). While the Government did not adopt the Report due to the cost implications some recommendations, such as curriculum rationalization have been adopted and implemented (Abagi, 2000).

Recent policy initiatives have focused on the attainment of Education for All (EFA) and, in particular, Universal Primary Education (UPE). The key concerns for the government were access, retention, equity, quality and relevance, and internal and external efficiencies within the education system (Achoka, et al, 2007).. The effectiveness of the current 8-4-4 structure and system of education had also come under increasing scrutiny in light of the decline in enrolment and retention particularly at the primary and secondary

school levels. The Government had shown her commitment to the provision of quality education and training as a human right for all Kenyans through the introduction of Free Primary education in 2003 and Free Day Secondary Education in 2008 whose challenges in the implementation the study sought to seek.

Initially, primary education was made free in 1974 and later Free Primary Education was scrapped as a result of the structural adjustment programme. A political transition took place in Kenya after the December 2002 elections when the political party (KANU) that had ruled since independence lost to the opposition party. Just before the elections, the major opposition parties formed a coalition (NARC) that eventually Won. During its campaigns, NARC promised to offer free primary school education. And true to its promise, after taking over in December 2002, through MoEST, the NARC government introduced FPE in January 2003. And as was expected in a country where a substantial proportion of children were out of school, the response was overwhelming (Asyago, 2005).

UNESCO's assessment report of FPE in Kenya after the introduction of FPE in Kenya in 2003, an additional 1.5 million children were able to attend schools for the first time (UNESCO, 2005). The free primary initiative had been key in enhancing access, retention and quality at the primary level as propagated by the Ominde Education Report (Republic of Kenya, 1964). The challenge that emerged for the government was to ensure that pupils graduating from primary school access secondary education. To address this challenge, the government introduced Free Day Secondary Education (PDSE) in 2008 as earlier promised in 2007 election campaigns.

The launch of Free Day Secondary Education (FDSE) in 2008 was meant to address illiteracy, low quality education and low completion rates at the secondary *level, high cost* of education and poor

community participation (Republic of Kenya, 2005). Unlike the FPE initiative, which had reference to enormous conventions, resolutions and literature, free day secondary education initiative could have been triggered by the politically charged climate that engulfed the country during the 2007 general election which implied that the country may not have been very prepared for its implementation. However, there was government commitment to increase transition from primary to secondary by seventy percent in all counties (Ohba, 2009).

The Free Day Secondary Education policy, the government was expected to meet the tuition fees of KShs 10,265 per student, while the parents were required to meet other requirements like lunch, transport and boarding fees for those in boarding schools, besides development projects. This was in line with the government commitment to ensure that regional special needs and gender disparities were addressed (Ohba, 2009). These efforts were a positive move towards the realization of the Millennium Development Goals (MDGs) and Education for All.

Based on the experience on the implementation of FPE, it would be expected that implementation of free day secondary education was to be faced with a myriad problems. Research on FPE indicated that there were many challenges facing its implementation (Republic of Kenya, 2005). For example, UNESCO (2005) carried out an assessment of the Free Primary Education programme in Kenya in 2005. The assessment found out that some of the major challenges facing free primary education initiative were increased student numbers; shortage of teachers; lack of clear guidelines on admission; lack of consultation with teachers and parents; delay in disbursement of funds by the government; and expanded roles for head teachers. It was however not clear about the challenges that were being faced in the implementation of free day secondary education. This was the concern that the study sought to investigate and also suggest possible remedies.

Today, Kenya has one of the strongest and most diverse human resources pools in the region. Enrolment throughout the country's education system has improved markedly. The rate of transition from primary to secondary has registered particularly impressive growth. Following the introduction of free day secondary education that was commenced in 2008, the primary to secondary transition rate increased remarkably to 66.9 percent in 2009. (Republic of Kenya, 2010).

Gross Enrolment Rate (GER) and the Net Enrolment Rate (NER) increased from a low of 28 percent and 19.4 percent, respectively in 2005 to a 38 percent and 24.2 percent in 2007 before increasing remarkably to 45.3 percent and 35.8 percent in 2009, respectively. In order to meet training requirements, as well as standards of a rapidly industrializing country, these positive trends have to be sustained (Republic of Kenya, 2010). A historical analysis of patterns and trends of education financing in Kenya reveals existence of partnership between the Government, communities and households .. However, in most developing economies, public spending on social services has all along been rising without achievement of the desired outcomes such as quality and quantity. In Kenya for instance, public expenditure on education has had the highest budget allocation relative to other social services.

The implementation of Free Day Secondary Education (FDSE) in Kenya however, found school managers off guard; they had not been prepared for the change and so they found it challenging. Many schools had an overwhelming increase in enrollment while others witnessed mass exodus. Average class sizes rose from 40 to 70 while the facilities remained the same. In Kenya today, approximately 50% of all the country's primary schools are housed in temporary and/or semi-permanent buildings; others are on split sites. The declaration of free primary education witnessed the rise in

student enrollment which in turn led to strain in the existing physical resources.

School managers are judged with the responsibility of interpreting educational policies to the parents and other stakeholders; they are also responsible for obtaining, directing and utilizing resources available for successful implementation of education policies and programs. This study is designed to explore management challenges facing implementation of FDSE in Kenya, a case of Narok North Sub County.

Statement of the Problem

Secondary education policies have evolved over time with the Government of Kenya addressing the challenges facing the education sector through several Commissions, Committees and Taskforces. Secondary education is characterized by low participation rates, as attested by low transition rate; low gross enrolment rate and low net enrolment rate, which have been partly attributed to the high cost of secondary education. One of the factors constraining secondary school enrolment is that the growth in the number of secondary schools has not matched that of primary schools.

NER is enrolment of official age group in a given level expressed as a percentage of eligible official school age population (6 - 13 years). In recognition of the problem, the Government in 2008 commenced provision of Free Day Secondary Education (FDSE) except for boarding expenses. With the imminent rise in the number of students completing primary and secondary education as a result of state-financed education at those levels, preparations have to be made to expand tertiary and higher education enrolment. Although boarding schooling is a popular phenomenon in the country, most students (approximately 58 percent) in secondary schools are actually enrolled in day schools and or mixed day and boarding schools. The Government and other development partners have endeavored to provide facilities for the

realization of free day secondary education. This study sought to determine the challenges likely to face the effective implementation of Free Day Secondary Education in public secondary schools in Narok North sub county, Kenya.

Objective of the study

The Objectives of this studies included the following.-

Examine the effect of finances on the implementation of free day secondary education in schools in Narok North Sub County;

Assess the effectiveness of education policy on the implementation of FDSE in schools in Narok North Sub County; Determine the adequacy of resources in the implementation of free day secondary education in schools in Narok North Sub County ,and

Examine the effect of the education system in the implementation of FDSE in schools in Narok North Sub County. Conceptual framework

This study conceptualized the challenges facing the implementation of free day secondary education in public secondary schools in Narok North Sub County, with seven administrative zones. The independent factors that is challenges facing the implementation of free secondary education were conceptualized as, finances, effectiveness of education policy, adequacy of resources and the education system in Kenya. The dependent variable was conceptualized as implantation of free day secondary school. This was presented in the conceptual frame work as shown on figure 2 .. 1.

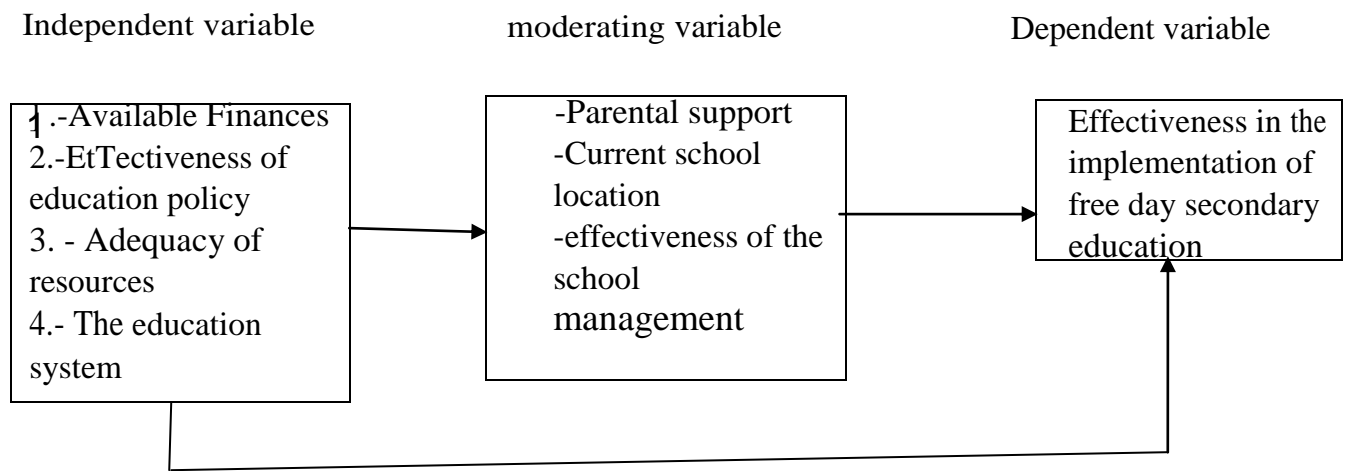


Figure.2.1: Conceptual Framework

1. Effect of finances on the implementation

The conceptual frame work shows that there is a direct relationship between available finances for the free day secondary school and the effectiveness in the implementation of free day secondary school. However this relationship may be affected by lack of parental support, where by schools where there is parental support the use of the free day secondary funds are used more effectively compared to those schools where there is no parental support, The current location of the school also might affect the effectiveness in the implementation of the free day secondary schools since the schools have different levels of development. It is noted that without an effective school management (head teacher, BOM and PTA) the implementation of day secondary school shall not be effective.

2. Effectiveness of education policy

It also be noted that there is a direct relationship between the Effectiveness of education policy on the effectiveness in the implementation of free day secondary school. This shows that if the education policy is appropriate it brings about effective implementation of free day secondary education. However this relationship may also not hold because of other moderating factors that may be affecting this implementation such parents role in the implantation process, the current location of the school and the effectiveness of the school management.

3. Adequacy of resources

This refers to the adequacy of the teachers, the classes and other infrastructure and ~ library. This study noted that there is direct relationship between these and, adequacies of resources in the schools the effectiveness in the implementation free day secondary schools. However, school may have the required infrastructure but because of other factors such as parental involvement, school location and the effectiveness of the school management this relationship may ~ influenced and hence we may not be a achieve effectiveness in the implementation process of the free day school.

4. The education system

This study noted that since the school is system then there is need for all the parts to operate together in harmony. There is direct relationship between the education system which is required to be more participative and the effectiveness in the implementation of the free day secondary school education. If the system is not appropriate then it means that the implementation process is affected hence will not give the required result This is explained by the moderating variables.

Methodology

This study employed a descriptive survey research design. Descriptive survey research designs are used in preliminary and exploratory studies to allow

researchers to gather information, summarize, present and interpret for the purpose of clarification. Mugenda and Mugenda (2008) on the other hand give the purpose of descriptive research as determining and reporting the way things are. Creswell (2006) indicated that it is noted that descriptive survey research is intended to produce statistical information about aspects of education that interest policy makers and educators. The study fitted within the provisions of descriptive survey research design because the researcher collected data and reported the way things are without manipulating any variables.

The target population for this study consisted of all the 30 head teachers and 385 teachers from the 30 public secondary schools in Narok North Sub County. The Sub County Education officer and the seven (7) Zonal Quality Assurance and Standards Officers (ZQASOs) in the Sub County were also targeted. Therefore the total population for the study was 423 subjects (Narok North Sub County education office).

Findings and Discussion

The study distributed a total of 201

questionnaires, 14 to the head teachers and 183 to the teachers. Four interviews were conducted three from the ZQASOs and one from the DEO. All the 14 questionnaires from the head teachers were collected back for analysis and a total of 154 (84.2%) questionnaires from the teachers were collected back and used for the analysis. This response was considered appropriate for this study because recommended a response rate of 70% and above, on the other hand Mugenda and Mugenda (2008) indicated that 50% response rate is adequate, 60% good and 70% and above rated very appropriate. For this study all the questionnaires were collected back and used for the analysis. This high response was achieved as the researcher self administered the questionnaires and the assistance received from the head teachers.

Demographic Data

The study sought demographic data of the respondents as they have an effect on the respondent's opinion and views. The variables under consideration were gender, level of education, and work experience. The responses were summarized in table 1.

Table 1: Responses on demographic data of the respondents

Education level	Head teachers		Teachers	
	Frequency	%	Frequency	%
Gender				
Male	10	71	93	61
Female	4	29	61	39
Age				
Between 20-29 years	0	0	21	14
Between 30-39 years	1	7	74	48
Between 40-49 years	9	64	36	24
50 years and above	4	29	22	14
Level of Education				
Masters	6	43	21	14
Bachelor'S Degree	8	57	112	73
Diploma	0	0	20	13
Working experience.				
Between 1-3	1	7	16	11
Between 4-7	6	43	49	32
Between 8-12	4	29	66	43
12 and more	3	21	22	14

The results of the respondents as shown in table 4.1 indicated that among the teachers who participated in the study 93(61 %) were male and 61(39%) females. As for the head teachers, there were 10(71 %) were male and

4(29 %) female. This shows that more male participated in the study than female which is also a reflection in the number of teachers and heads teachers in the schools in Narok North Sub County.

The study also sought to establish the age of the respondents because it has a role to play in evaluating the opinion and views of the respondents. The results shows that majority of the head teachers 9(64%1) were aged between 40-49 years, 4(29%) were aged above 50 years and the rest 1 (7 %) were aged between 30- 39 years. Among the teachers, majority 74(48%) were aged between 30-39 %), 36(24%) were aged between 40-49 years while an equal number 21(14%) were aged between 20-29 years and above 50 years.

Table 1 also shows that majority of the head teachers 57% have Bachelors Degrees while 43/0 have Masters Degrees. Among the teachers Majority of the teachers 73% had a Bachelor's degree, followed by 14 %, who had a Masters Degree. Only a 13%) of the teachers had a Diploma in education. School administrators and teachers need various skills in order to cope with the demands of their management and teaching tasks. Such skills can be attained through formal training, and it is important to note that quite a number of head teachers and teachers have Masters Degrees.

It was also important to establish the years of experience of the respondents at their current station. This has an effect on their understanding of their station and the

Table 2. The challenges faced by the head teachers in relation to finances For FSE

Challenges faced	No. of bead teachers	Percentage
Inadequacy of funds	14	100
Late release of FSE funds by the government	13	93.2
The government did not consider funding ongoing projects before. implementing FSE	1	82.4
Delays in disbursement offunds to needy students	2	74.4
	10	

Table 2 shows that all 1000/0 headteachers indicated that the funds allocated to their schools by the government were not enough to meet the school needs while 93.20/0 of the headteachers indicated that Free day Secon dary Education funds were released late, implying that they were not able to perform dai ly school management functions because of this delay. From the analysis

challenges that they face as managers in those schools. The results show that most of the head teachers 43% had worked for 4- 7 years in their current position, 29%1 had worked for 8-12 years while 21% had worked for 12 years and more. As for the teachers, 66% had worked for 8 - 12 years. 32% had worked for 4 -7 years and 14% had worked for more than 12 years, while 11 % had served as teachers for less between 1-3 years. These results indicate that majority of the respondents had worked for a long time, so they had appropriate experience to do their jobs accordingly, and were in a position to give useful information on the implementation offree day secondary education.

Challenges associated with adequacy of finances.

The third research question sought to find the adequacy of funds allocated by the government for effective implementation of free day secondary school education in NarokNorth Sub County. Government support is essential to the growth of public institutions anywhere in the world, Kenya included. While doing the research, the headteachers were asked if the funds allocated to their schools were adequate to the school needs, to which all of them replied in the negative, that the funds allocated to them were not adequate to their school needs.

82.40/0 of the headteachers indicated that the government did not consider fundin~ tho.se projects. that were ,ongoing. befor implementing FDSE. This adversel affected schools because they. had ahead~ organized their ways of funding project~ before the government offered to pay fOJ school tuition and most projects did no succeed as a result. A total of 74.4% ofth

Headteachers experienced delays in the disbursement of funds to needy students, and this also affected the running of schools budgets. The results indicate that in almost all the schools the challenges affecting them due to the FSE funds affect their operations due to the factors identified in the study. Having seen that the head teachers were

facing various challenges in relation to finances for implementing free day secondary education, it was important to find out the strategies employed by the head teachers to cope with the challenges. The heads of the schools were asked to indicate whether they agreed or did not agree with the various statements of strategies given.

Table 3 Head teachers coping strategies with the shortage of funds for FSE

Coping Strategies	Agree	Not sure	Disagree
Working on tight budgets	14 (100%)	0	0
Seeking CDF partnership in school development projects	10 (71.4%)	0	4(28.6%)
Seeking donor funding	5 (35.7%)	0	9(64.3%)
Subsidizing with PTA funds	12 (85.7%)	0	2 (14.3%)
Fundraising	3 (21.4%)	0	11(78.6%)
Acquisition of goods on credit from suppliers	11(78.6%)	0	3 (21.4%)
Making budget readjustments	14 (100%)	0	0
Borrowing money from other school heads	0	0	14 (100%)
Leaving some tasks undone until funds are available	10 (71.4%)	0	4 (28.6%)

Table 3 shows that the strategies employed by headteachers to cope with inadequacy of FDSE funds included working on tight budgets 100%, seeking CDF partnership in development projects 71.4%, and seeking donor funding 35.7% and subsidizing with PTA funds 85.7%. Other strategies included fundraising 21.4%, acquisition of goods on credit from suppliers (78.6%) , making budget readjustments (100%), and leaving some tasks undone until funds are released by the government (71.4 %). This indicated that the head teachers have to be very keen on what to do to ensure that they achieve their objectives.

resources and in the absence of significant policy reforms, SSA countries have responded to the increased demand for secondary places by spreading the same resources over larger number of students (Verspoor, 2008). Consequently, essential inputs often are in short supply resulting in increasing class sizes, shortages of textbooks, instructional materials and supplies, poorly stocked libraries and double or triple shift use of facilities which adversely affect the curriculum supervision and implementation.

The interview with the DEO and ZQASOs indicated that the schools were struggling to meet their budgets indicating that funding was inadequate. They proposed a need to improve capitation per student especially on tuition. This is in line with Lewin (2008) who indicated that projections of the financing required for a significant expansion of access to secondary education. Progress towards a basic education cycle of 9 or 10 years indicate that enrolments in secondary education cannot be expanded at the present unit cost levels. Constrained by limited public

The DEO also noted that despite the role of the government in ensuring that it provides these funds in order to effectively manage the schools and improve on the service delivery. However there is a big challenge which the secondary schools realizes since the money distributed is not usually enough to adequately finance the resources required by the schools. These interview results have clearly indicated that the funds provided to the schools to finance the free day secondary education is usually not adequate to satisfy the need. The DEO also noted that in some cases the funds are also diverted due to poor management in the schools hence making it even more badly

for the schools to effectively run. The inadequacy of the funds has led to poor performance in the schools due to strain that the few resources have been put to by the increased enrolment of the students.

Challenges Related to Adequacy of Teaching and Learning Resources

The first research question sought to find out the challenges facing effective implementation of free day secondary

education in relation to adequacy physical facilities and teaching/learn resources in Narok north Sub County. study sought to find out the challenges facing effective implementation of free day secondary education in relation to adequacy of resources. To determine this, the teachers were asked to rate the adequacy/inadequacy of teaching and learning resources in their schools, to which they responded as shown in Table 4.

Table 4 : Ratio Adequacy of resources

	Head teacher				Teacher			
	Adequate		Inadequate		Adequate		Inadequate	
	F	%	F	%	F	%	F	%
Classrooms	36	72.0	9	18.0	16	16.0	149	149.0
Sanitary units (Toilets/latrines, urinals)	5	7.0	13	93.0	29	17.6	136	82.4
Desks	7	50.0	7	50.0	36	21.8	129	78.2
Textbooks	4	29.0	10	71.0	22	13.3	143	86.7
Other teaching-learning resources (writing materials, charts, chalk)	5	36.0	9	64.0	27	16.4	138	83.6
Average response	4	29.0	10	71.0	26	15.8	139	84.2

Table 4 shows that 9(64%) of the head teachers indicated that the classrooms were in adequate, while 5(36%) indicated that they were inadequate. Sanitary units such as toilets and urinals were rated adequate by only 5(7%) by the head teachers and inadequate by 13(93%) of the head teachers. An equal number of head teachers 7(50%) indicated that Desks were rated adequate and 7(50%) indicated they were not adequate. Textbooks were rated adequate by 4(29%) of the head teachers and inadequate by 10(71%) of the head teachers. Majority, 5(36%) of the head teachers rated other teaching and learning resources such as writing materials, charts, chalks as adequate while 9(64%) rated them inadequate. On average it is noted that among the head teachers majority 10(71%) indicated that their schools did not have adequate resources.

Table 4 also shows that 16(9.7%) of teachers indicated that the classrooms were in adequate, while 149(90.3%) indicated that they were inadequate. Sanitary units such as toilets and urinals were rated adequate by only 29(17.6%) by teachers and inadequate by 129(78.2%) of the teachers. Only 36(21.8%) of the teachers indicated they inadequate. Textbooks were adequate by 22(13.3%) of the teachers and inadequate by 143(86.7%) of the teachers. Only 27(16.4%) of the teachers rated teaching and learning resources writing materials, charts, chalks as adequate while 138(83.6%) rated inadequate. On average it is noted among the teachers majority 139(84.2%) indicated that their schools did not have adequate with only 26(15.8%) of the teachers indicated that they were adequate.

These analyses indicate that, almost all resources in the schools were inadequate and particularly sanitary resources. The inadequacy of these resources could make it difficult for head teachers and teachers to perform their functions adequately. This indicates that school head teachers and teachers face increasing administrative difficulties. These include inadequate and badly constructed buildings; shortage of books and equipment; lack of proper school furniture particularly desks; poor or sometimes non-existent maintenance and repairs; over-crowded classrooms. Shortage of these resources could compromise the quality of secondary education in the country. For instance, inadequate classrooms would mean overcrowding and hence making the classroom environment unfavourable for learning ..

The Sub County Education Officer (DE O) and ZQASDs concurred with headteachers and teachers by noting that none of the public secondary schools had adequate physical facilities in the Sub County. They added that free secondary education had made the situation worse because of rise in enrolment in all the public schools. Shortage in physical facilities, the DED, has had adverse effect on curriculum delivery and implementation. The ZQASOs added that lack of facilities such as laboratories led to poor performance in sciences and that there was congestion due to lack of classrooms, which was a draw back towards teacher student interactions.

Studies carried out in the past indicated that a number of Kenyan schools do not meet the Ministry of Education requirement. For example, a study carried out in Ruiru Division of Thika County by Ng'etbe (2004) found that 74% of the schools experienced a shortage of latrines, which interfered with teaching and learning as pupils queued for long periods of time to use the few toilets available. Likewise, Siwolo (2004), Asyago (2005), and Mugo (2006) conducted studies in public schools in Nairobi, Machakos, Kitui and Embu County respectively. They

all found out that inadequacy of sanitation facilities (toilets and urinals) were among the challenges experienced in the schools. Lack of adequate toilets can prove to be a health hazard to the schools and the community around it. The findings presented here indicate that the main challenges faced in public secondary schools include inadequacy of textbooks, classrooms and sanitary resources. Previous studies have revealed similar findings.

The interview results from the DEO and the ZQASO staff indicated that majority of the secondary schools in the Sub County did not have adequate facilities especially in terms of the classrooms, teachers, sanitary facilities, desks among other factors. This shows that the implementation of the free day secondary school find is hampered by the inadequacy in the facilities required by the schools to enhance learning. This has been attributed to the increased enrollment of the students in the secondary schools with no improvement in the facilities.

The interview results the ZQASO noted that the inadequacy of the physical facilities has affected the general motivation of the teachers due to the increased enrolment trends with the poor facilities. Lack of classrooms has contributed to poor syllabus coverage by the teachers which has affected the performance. Because of the lack of facilities in the schools, it was noted that there has been a generally poor students performance in national examinations with the best grade having been a B (B plain), The DEO pointed out that the free day secondary education was appropriate but it has led to strain on the few available resources in most of the schools. This has lowered the performance in the division where the mean grade has been recorded as low as C-(C minus) in the entire Sub County.

The DEO indicated that the teaching staff is inadequate and this has a direct impact

on the performance hence production of low quality education in terms of curriculum delivery and low teacher contact hours. The teacher to student ratio is very low with one teacher having to handle large numbers of students and also the heavy work load due to one teachers having to handle so many subjects at ago. The ZQASO also indicated that teaching and learning resources for example text books and laboratory equipments were missing. This lead to student's receiving theoretical education which denies the chance to the practical aspects. This has lead to many students lacking the competence needed after their secondary school.

Education policy

The second research question sought to find out the students' enrolment trends and teachers' workloads in public secondary schools in Narok North Sub County since the introduction of free secondary education. The introduction of free secondary Education was aimed at improving enrolment and retention rates in secondary schools, and absorbing those graduating from primary schools. Sessional

Paper No. 1 of 2005 on a Policy Framework for Education, Training and Research (Republic of Kenya, 2005) among the many challenges which threaten the sustenance of a robust education regime in Kenya is low enrolment and retention rates, constricted access and equity at higher levels, establishment and maintenance of quality and relevance, and a myriad of inefficiencies in managing the limited resources allocated to the education sector. The government introduced Day secondary.... Education. With an aim of improving access and retention at the secondary level education. The study aimed at establishing the enrolment rates in the schools for the period before and after introduction of day secondary education. In order to understand the students' enrolment and how this impact on teacher workloads in public secondary schools Narok North Sub County, head teachers were asked to provide data on enrolment in their schools for the period 2007 - 2009. Table 5 shows the trends of students in the schools for period.

Table 5 schools enrolment between 2007 and 2009

School	Year 2007	Year 2008	Year 2009
1	42	534	57
2	7	365	9
3	3	347	340
4	3	334	584
5	586	381	31
6	286	540	2
7	334	671	412
8	54	812	540
9	0	522	70
10	606	34	2
11	705	7	83
12	38	321	7
13	5	312	54
14	26	416	3
Average	270	429	35
	27	530	3

Table 5 shows that the average number of students in the schools increased steadily from 270 in year 2007 to 530 in year 2008 and then 402 in year 2009. This shows that the enrolment increased after the introduction of free Day secondary

education. While this is commendable, it would be a problem if important resources like teachers and teaching/learning materials were not increased. An interview with the UEO indicated that, enrolment shot up by about 30% in the

County after the introduction of FDSE. He noted that while a rise in enrolment meant enhanced access, it also had negatively affected the quality of education and curriculum delivery. The ZQASOs on the other hand noted that FDSE meant more students especially those from the marginalized areas gaining access to education, but it also led to congestion due to increase in enrolment and mushrooming of day secondary schools which lacked adequate staffing.

It was important to find out the number of streams in the schools as this would show trends in enrolment in the schools for the period before and after the introduction of free day secondary education. The results from the DEO and the ZQASO interview indicated that there is a remarkable improvement though not much in the level of enrolment in almost all the 14 schools under the study. The DEO further pointed out that the introduction of FDSE has led to high enrolment which has caused a strain on the existing facilities. He indicated that the enrolment has rose from 3000 students in

2007 to 6,528 students currently. This population is distributed among the 3 girl's schools, 1 boy's school and 19 mixed schools. It was also noted that in most schools the number of girls has increased to a great extent.

The increase has also been attributed to more students from poor backgrounds having the chance to join the secondary schools. A similar view was held by the ZQASO who indicated that the enrolment has increased because more needy students have a chance to join secondary schools than before.

Effect of the Education System on the implementation of the FDSE

This study sought to establish the effect of the education system on the implementation of the FDSE in schools in Narok. The respondents were provided with various statements which helped the researcher to understand the effect that the school education system has on the implementation of the FDSE.

Table 6: Respondents on effect of education system on FUSE implementation

Statement	Head teachers		Teachers	
	Agree	Disagree	Agree	Disagree
The schools have adequate physical facilities to support the increase in students enrolment.	18%	82%	15.8%	84.2%
The schools don't get adequate finances which makes it difficult to support the many needs of the free secondary education	78%	22%	73.7%	26.3%
There is always a delay in disbursement of funds for free secondary education because of the operations of the education system and this affects its implementation	84%	16%	66.7%	33.3%
Free secondary education has led to constant Conflicts between the schools management and the parents due to the funds to support the provision of services in the school	92%	8%	75.5%	24.6%
The teachers face a lot of difficulty in management of the classes as they are not enough yet the requirements are so many.	88%	12%	84.2%	15.8%
The schools are experiencing cases of indiscipline among pupils due to the increased enrolment	89%	11%	88%	12%
The school is experiencing very high shortage of teachers and support staff to handle the increase in the number of students because of understaffing.	76%	24%		
There is a lot of overcrowding in the classes due to the increase in the number of students,	100%	0	100%	0
Schools are experiencing low results as a result of inadequate teacher delivery of content due to the overcrowded classes	96%	4%	100%	0
			100%	0

The results in table 6 show that majority of the respondents both the teachers and the head teachers were able to give their responses which were captured. The result shows that on whether schools have adequate physical facilities to support the increase in student's enrolment 82% of the head teachers and 84.2% of the teachers disagreed meaning that the schools did not have adequate facilities. The results indicate that in the current education systems, a class is supposed to hold an average of 35 students but most of the classes hold up to 50 students.

On whether the schools get adequate finances to support the many needs of the free day secondary education majority 78% of the head teachers and 73.7% of the teachers agreed with the statement. This indicates that the finances that are released to the schools are not enough to support the free secondary education. The education system provides that the students must cover a certain set of subjects and this puts a lot of pressure on the teachers who lack the facilities to provide quality education under the FDSE.

It was also noted that there is always a delay in disbursement of funds for free secondary education because of the operations of the education system and this affects its implementation of FDSE. Among the head teachers majority 84% agreed with the statement while only 66.7% of the teachers agreed. This response could be attributed to the fact that the head teachers are the ones directly involved in the management of the funds and the management of the school. When the funds delay they are the ones who suffer most as they struggle to service the activities of the school.

It was also important to establish whether Free secondary education has led to constant conflicts between the schools management and the parents due to the funds to support the provision of services in the school. The head teachers agreed at a very high response 92% while for the teacher's majority 75.5% agreed with the

statement. This means that the constant refusal of the parents to meet the expense of their children claiming that there is free secondary education money has really affected the performance of the schools. The head teachers have been accused by the parents as common because of the free secondary education funds. These conflicts have affected the operations of the school systems and hence the education system.

The interview results from the DEO and the ZQASOs were in support of these findings. It was noted that among the challenges that have affected the operation and the effective implementation of FDSE was the conflict between the school management and the parents. The parents do not want to give any support to the schools because they argue that there is free secondary money. This has made it very difficult to have the schools function appropriately.

The study also noted that the small number of teachers in the schools was a challenge in teachers class management. Majority of the head teachers 88% and 84.2% of the teachers agreed with the statement. The teachers in the schools are not enough to support the large classes and also be able to accommodate the large workload that is then in the schools. The interview results from the DEO and the ZQASOs shared the same view by indicating that; class management was very difficult because the classes have swelled. The shortage of teachers has been a major factor affecting many schools in the Sub County and the policy on FDSE came in place before proper measures were put in place.

About discipline in the schools it was important to know the views of the head teachers and the teachers on whether they are experiencing cases of indiscipline among pupils due to the increase in enrolment. 76% of the head teachers and 88% of the teachers agreed with the statement. This means that because of the increase in the enrollment rates due to the FDSE, classes have become unmanageable.

teachers are dealing with more mature students past the average school age. Some of these students become unruly and this affects the effective running of the schools.

All the respondents both teachers and head teachers indicated that there is a lot of overcrowding in the classes due to the increase in the number of students. This increase has resulted into a lot of challenges for the teachers and the schools management. The effects of this condition are the low results as a result. Other factors that have been revealed in this study as having affected the schools performance are of inadequate teachers who are not in apposition to delivery the content due to the overcrowded classes. This was noted by all the teachers who participated in the study and 96% of the head teachers also agreed with the statement.

Conclusion

Based on the findings of the study as summarized above, it can be concluded that free secondary school education is a worthy initiative as it enhances access to education despite the many challenges. The study established that there has been an increase in secondary school enrolment since the initiation of the programme. The first objective was to examine the effect of finances on the implementation of free day secondary education in schools in Narok North Sub County. From the findings it was noted that free secondary education stretched school resources too much, in that, schools are unable to run effectively due to lack of finances. It was noted that the finances that were set aside for the running of the FDSE were not adequate and they were dispersed very late to the schools. The schools are unable to run their daily affairs because they lack the appropriate finances.

The second objective was to assess the effectiveness of education policy on the implementation of FDSE in schools in Narok North Sub County. The study established that the policy on POSE was a good idea but its implementation has been

derailed by many factors. There were no proper frameworks to support the policy in terms of improved facilities, finances, teachers and other infrastructure. There is a shortage of teachers to attend to the rising number of students, resulting to inadequate curriculum supervision and implementation in schools. The education policy has therefore had an effect on the implementation of the free secondary education in the Sub County.

The third objective was to determine the adequacy of resources in the implementation of free day secondary education in schools in Narok North Sub County. The study established that the resources in almost all the schools were not

adequate to support the increased number of students in the schools. Among the resources that were identified to have been strained due to the new policy were classrooms which were so small to accommodate the increased number of students, the toilets and other sanitary facilities, the chairs, books and the library. This indicated that the schools resources and facilities are not adequate and they have been overstretched as a result of increased in the number of enrolment due to FOSE.

The last objective was to examine the effect of the education system in the implementation of FDSE in schools in Narok North Sub County. The education system was noted to have an effect on the implementation of the FDSE. The education systems dictate the management system of the school. The study noted that most schools had shortage of classrooms and as a result of overcrowded classes teachers were experiencing big workload which may make them not to be effective in their work. Therefore the education system in itself was noted to have had an effect on the implementation of the FOSE in Kenya. It was noted that the schools management are unable to effectively manage their operations due to various challenges, cases of indiscipline were cited by majority of the

teachers and the head teachers and this was attributed to the enlargement in enrolment of the students.

Recommendations

Based on the analysis of the study, the researcher wishes to make the following recommendations; The government should allocate enough funds to schools to ensure that free secondary school education runs smoothly without putting unnecessary pressure on the head teachers and hence interfering with the ,smooth running of the school, The study established that lack of adequate financial resources was the biggest c h a 11 eng ea ff e c tin g effective implementation of free secondary education in public secondary schools.

The researcher recommends that the government should allocate more finances to the development of the required infrastructure particularly the classrooms and sanitation facilities. There is also need to employ more teachers to accommodate all those qualifying for secondary education from the primary schools. Due to lack of enough teachers there is uncertainty about the quality of the education given in the schools currently.

There is need to look again into the education policies about the curriculum, the

required number of students per class, the motivation of the teachers in order to effectively provide quality education to expanded enrolment, hire ring the teachers and also developing the teache in order to handle the changes that a OCCUITing in the schools. The governme should organize more capacity buildin programmes for both head teachers an teachers to equip them with adequate skill and abilities to handle the emerging issu with the implementation of Fre Secondary education.

There is also need to have the schoe systems looked into, in order to reviet where necessary. The managem~t syster of these schools should be improve trained and audited to ensure that th~ strictly use the money for the purpose fq which they were intended. There is al need for the schools to have inca generating activities whether they c generate extra funds to subsidize funding. The community through the BO and the PTA should be sensitized understand their role in the management the schools, There is need for them understand what they need to do, whe "they should come in and assist the school management in order to ensur sustainability of their schools.

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