

## A Review of Board of Management Teachers' Wage Bill with a Special Focus on Public Secondary Schools in Gem Sub-County, Kenya

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**Abstract:** In Kenya, teachers employed under the Board of Management (BOM) receive monthly wages for the services rendered from the school. However, the government's annual capitation grant of Ksh 12,870 that each student in public secondary school is entitled to does not include the wages for these teachers. In addition, schools are not allowed to charge parents extra fees besides the approved fees by the government. As a result, schools are forced to divert funds from teaching and learning materials, Boarding Equipment and Stores (BES), Repair, Maintenance and Improvement (RMI), Local Travel and Transport (LT&T), Electricity, Water and Conservancy (EWC), administrative costs, activity, Personal Emolument (PE) and the medical vote heads to cater for the wage bill of BOM teachers. This paper is anchored on the findings of a study that sought to establish the wage bill level of teachers under the BOM in public secondary schools in Gem Sub-County, Kenya. Using a descriptive survey design on a target population of 38 head teachers, 190 Heads of Departments and 214 BOM teachers, the study had a sample of 34 principals, 140 Heads of Departments and 194 BOM teachers obtained by saturation sampling. Data collection was done by document analysis guide and questionnaires for principals, heads of departments and BOM teachers. Scrutiny by research experts was done to establish the face validity of the instruments after which a pilot study was performed in 4 schools (not part of the sample) through test re-test method to establish the reliability co-efficient of the research instruments. Analysis of collected data was done by descriptive statistics. Qualitative data on the other hand was thematically analyzed. The study established that schools in Gem sub-county spent Ksh. 20,251,284 in 2013 and Ksh. 20,616,498 in 2014 on wages of BOM teachers.

**Keywords:** BOM, Teachers, Wage Bill, Public Secondary Schools, Gem Sub-County.

### INTRODUCTION

It is widely recognized that while the number and recruitment of teachers has grown significantly since 1970, recruitment rates have stalled and not kept pace with expanding enrolments. This has led to a worldwide shortage of teachers that is particularly acute in developing countries. Many countries have therefore resorted to the practice of hiring contract and temporary teachers to fill this supply gap [1]. In Sub Saharan Africa, an insufficiency of teachers, coupled with inefficient deployment practices and scarcity of funds, has seen a trend whereby contract teachers are often hired for secondary teaching and paid through school or community fees [2]. In Uganda, contract teachers are hired either by School Management Committees (SMCs), local government or municipalities. Citing Republic of Kenya [3], Chabari [4] says that in Kenya, Board of Governors (BOGs) hire additional teachers paid from school fee income to fill teaching positions for which no government teachers have been assigned. Use of contract teachers has been encouraged by World Bank perspectives regarding cost-effectiveness and efficiency in education [5].

In Europe, fixed term contracts are usually established to replace absent teachers or employ teachers who are not fully qualified during times of teacher shortage. In Peru, contract teachers represent about 11 per cent of all teachers. A similar trend is found in Chile where contract teachers represent up to 20 per cent of the teaching force. In China, contract teachers hired directly by the local community represented about half of all teachers in primary and secondary schools by 1980. Contract teachers have been a key factor in increasing access to early primary grades in some states in India such as Rajasthan, Madhya, Pradesh and Andra Pradesh, where thousands of local contract teachers or *para* teachers as they prefer to call them have been hired by the local communities to supplement the existing teaching force [6].

The practice of hiring contract teachers for a public service position is quite dominant in West Africa with several countries in the sub-region currently employing over half of their teachers under contract. In East Africa, Tanzania has a critical shortage of qualified

teachers, especially at secondary school level. The authorities have responded to the current shortage of qualified teachers in the country by recruiting unqualified teachers. These unqualified teachers are known as ‘licensee’ teachers. In Uganda, most of the unqualified teachers were recruited in 1997, when the country introduced free primary education. A substantial number of private schools in the country have also employed unqualified or contract teachers [7].

However, countries differ in terms of who hires and appoints contract teachers. In Cambodia, it is the school principal; in Nicaragua the school committee and in India the village Education Committee. In West Africa, it can be the local education office or the community with or without state financial support [6]. In India, the local community leadership plays an important part in the recruitment of *para* teachers in most states. In Burkina Faso, the government provides two government paid teachers for every newly established lower secondary school; communities and other providers are expected to contract additional teachers as needed. In Chad, half of the teachers in junior secondary schools are community teachers mostly paid by parents [8]. In Nicaragua, financial transfers were made to school councils who were given the power to hire and fire teachers within the existing legal framework governing teachers’ rights, and it could offer them additional financial incentives (bonus payments) on the basis of performance. In Uganda, individual schools hire contract teachers who receive a gross salary of 50 000 shillings (\$29) per month. In Tanzania, community schools attempt to make-up for the inadequacy of government funded teachers by using school contributions to hire teachers on contractual terms, and/or paying allowance to teachers in other government schools to come and teach in the community schools on part time basis [9].

The findings of a study by Warui [10] on challenges facing teaching and learning of Integrated

Business Studies in day secondary schools in Kirinyaga West District, Kirinyaga County, Kenya, indicate that there being no Teacher Service Commission (TSC) teachers in schools, financial challenges encumber the schools as they struggle to pay for the BOM teachers. This concurs with findings of a study by ILO [11] on Micro factors inhibiting education access, retention and completion by children from vulnerable communities in Kenya which indicate that in schools in Kinango, Msambweni and Matuga sub-counties in Kwale County, Parent Teacher Association (PTA)/BOM teachers’ salary is one of the factors that influences drop outs. The findings revealed that the number of PTA/ BOM teachers per school ranged from one to four in primary school, and one to five in secondary schools and that the teacher salary costs ranged from less than 90 shillings, up to 2000 shillings per term. The PTA money is paid per parent, rather than per child in primary schools while in secondary schools, it is charged per student. ILO’s [11] study therefore concludes that teachers are both agents of schooling and push-out factors.

A study by Getange [12] on financing of public day secondary schools education and its implication on the quality of learning in Kisii Central district, Kisii County, Kenya, found out that the BOG teachers were necessary due to shortage of teachers. The study also revealed that these BOG teachers were being paid a gross salary of between Ksh 10,000 and Ksh 15,000 per month. However, Getange’s study did not look at how much schools spend on wages of BOM teachers in secondary schools. There was therefore need to find out the wage bill of BOM teachers in public secondary schools in Gem sub-county. Following the introduction of Free Secondary Education, the number of public secondary schools in Gem sub-county rose from 33 in 2009 to 47 in 2016 with Gem Sub County having the highest teacher shortage in the County as indicated in Table 1.

**Table-1: Shortage of Teachers in Public Secondary Schools in Siaya County**

Sub county	No of secondary schools	CBE	TOD		Shortage	
			Frequency	Percentage	Frequency	Percentage
Siaya	41	550	320	58.18	230	41.82
Gem	47	616	348	56.49	268	43.51
Bondo	34	510	308	60.39	202	39.61
Rarieda	32	420	250	59.52	170	40.48
Ugunja	26	375	218	58.13	157	41.87
Ugenya	29	384	224	58.33	160	41.67
TOTAL	209	2, 855	1, 668	58.42	1, 187	41.58

**Key: TOD** – Teachers on duty, **CBE**- Curriculum Base establishment

Source: Sub-county staffing officers (2015), Siaya County

Studies by Warui [10] and Munda and Odebero [13] indicate that BOM teachers' wage bill is one of the vote heads that schools spend money on. However, the government fees guidelines do not have a provision for wages of BOM teachers. This implies that schools in Gem sub-county have to raise substantial amount of money from the approved sources to pay wages for BOM teachers. The scanty information on BOM teachers' wages therefore prompted a study to find out the BOM teachers' wage bill on provision of quality education in public secondary schools in Gem Sub County.

**METHODOLOGY**

The study employed a descriptive survey design. Survey studies collect detailed description of existing phenomena with the intent of collecting data to justify current conditions and practices or make more intelligent plans for improving them. The study was carried out in Gem Sub-County in Siaya County purposely selected because it had the highest shortage of teachers in the county due to increased enrolment following the introduction of Free Day Secondary Education in 2008. The study population comprised 442 respondents represented by 38 public secondary schools in the sub county, 38 principals, 190 Heads of Departments and 214 BOM teachers [15]. Of the 38 public secondary schools in Gem sub-county, four schools (2 mixed day schools, 1 girls' boarding and 1 boys' boarding secondary school) were used for a pilot study as advised by Orodho [16]. Therefore 34 schools (29 mixed day schools, one girls' day, two girls' boarding and two boys boarding secondary schools) were used for the main study. The study therefore

considered 34 principals, 140 Heads of Departments and 194 BOM teachers totaling to 368 respondents. Questionnaire for principals, Heads of Departments and B.O.M teachers and the document analysis guide were employed for data collection. BOM teachers' payrolls, school budgets, PTA project reports, fees structures and non teaching staff payrolls were analyzed by the author. The data collection instruments were both validated and their reliability tested. The collected quantitative data was analyzed and presented in tables, charts and bar graphs. Qualitative data was also analyzed and thematically presented.

**RESULTS AND DISCUSSION**

The study sought to establish the wage bill of BOM teachers in public secondary schools in Gem sub-county. This was crucial to this study to actually verify the amount of money that schools spend on the wages of BOM teachers. There were various responses to questions related to this under these sub themes: Curriculum Base Establishment (CBE) of public secondary schools in Gem sub-county, shortage of teachers in public secondary schools in Gem sub-county, and wages of BOM teachers in public secondary schools in Gem sub-county, Kenya.

**Curriculum Base Establishment of Public Secondary Schools in Gem sub-county**

Each school is supposed to have a specific number of teachers depending on the number of streams and the curriculum being offered. Principals were therefore asked to state the number of the teachers that the school was expected to have and the responses are as shown in Table 2.

**Table-2: Curriculum Base Establishment of Sampled Public Secondary Schools in Gem Sub-County**

CBE	Frequency (f)	Percentage (%)
9	18	69.2
17	1	3.8
18	2	7.7
27	2	7.7
34	1	3.8
36	1	3.8
48	1	3.8

Table 2 shows the CBE of public secondary schools in Gem sub-county. One school (3.8%) had a CBE of 48, one school (3.8%) school had a CBE of 36, one school (3.8%) had a CBE of 34, two schools (7.7%) had a CBE of 27, two schools (7.7%) had a CBE of 18, one school (3.8%) had a CBE of 17 and 18 (69.2%) schools had a CBE of 9. This implies that most of the public secondary schools in Gem sub-county are single streamed with a CBE of 9.

**Shortage of TSC Teachers in Public Secondary Schools in Gem sub-county**

One of the assumptions of the study was that BOM teachers were hired in order to curb the teacher shortage in the sub-county. The principals were therefore asked to indicate the number of TSC teachers and BOM teachers in their schools. Their responses are illustrated in Table 3.

**Table-3: TSC and BOM Teachers in Sampled Public Secondary Schools in 2013 and 2014**

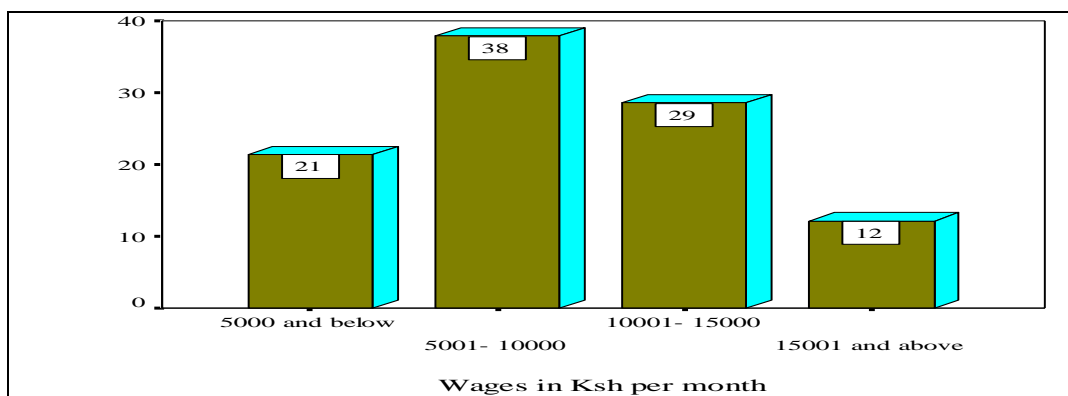
CBE	Number of schools	Cumulative CBE	TSC teachers				BOM teachers			
			Frequency (f)		Percentage (%)		Frequency (f)		Percentage (%)	
			2013	2014	2013	2014	2013	2014	2013	2014
9	18	162	102	105	62.93	64.81	95	102	58.64	62.97
17	1	17	18	18	105.88	105.88	5	1	29.41	5.88
18	2	36	15	14	41.67	38.89	18	18	50	50.00
27	2	54	19	19	35.91	35.19	34	37	62.96	68.52
34	1	34	13	13	38.24	38.24	12	12	35.29	35.29
36	1	36	12	13	33.33	36.11	16	21	44.44	58.33
48	1	48	35	36	72.92	75	13	14	27.08	9.17
<b>Total</b>	<b>26</b>	<b>387</b>	<b>214</b>	<b>218</b>	<b>55.30</b>	<b>56.33</b>	<b>193</b>	<b>205</b>	<b>49.87</b>	<b>52.97</b>

Table 3 shows that most of the sampled public secondary schools (18 schools) had a CBE of nine. The total CBE in the 18 schools was 162. However, there were only 102 TSC teachers (62.96%) thus creating a shortage of 60 (37.06%) teachers. However, the BOM teachers hired to fill the shortage of 60 teachers were 95(58.64%). This implies that more BOM teachers were hired than required. One school had a CBE of 17 teachers with 18 (105.88%) teachers hired under TSC. This means that the school had an excess of one TSC teacher. It is, however, evident that the school still had five (29.41%) BOM teachers. Two schools had a CBE of 18 teachers with cumulative CBE of 36. The total number of TSC teachers in these schools was 15(41.67%) therefore creating a deficit of 23(58.33%) teachers. However, only 18 (50.00%) BOM teachers were hired to fill the gap. This implies that even with BOM teachers, there was still teacher shortage in those schools. Two schools had a CBE of 27 with cumulative CBE of 54. The total number of TSC teachers in those schools was 19(35.19%). To curb the teacher shortage, 34(62.96%) BOM teachers were hired. One school had a CBE of 34. The total number of TSC teachers was 13(38.24%). The school therefore had a deficit of 21(61.76%) teachers. However, only 12(35.29%) BOM teachers had been hired to fill the gap. One school had a

CBE of 36. The total number of TSC teachers was 12(33.33%). There was therefore a shortfall of 24(66.67%). However, only 16(44.44%) BOM teachers had been hired. One school had a CBE of 48 with a total number of 35(72.92%) teachers. The school had therefore hired 13(27.0%) BOM teachers to fill the shortage. Therefore in the year 2013, 25 schools (96.15%) out of the 26 sampled schools had teacher shortage of 173. Only one school (3.85%) had enough teachers with an excess of one teacher. Total number of BOM teachers hired in 2013 was 193. All the schools sampled had hired BOM teachers even the one that had no shortage. In 2014, there was a slight increase in the number of TSC teachers in the sampled schools from 214 (55.30%) to 218 (56.33%) in 2014. This was because some schools received TSC teachers in 2014. The number of BOM teachers also increased from 193(49.87%) in 2013 to 205(52.97%) in 2014. The increase could have been due to the increase in student enrolment.

**Wages of BOM Teachers in Public Secondary Schools in Gem Sub-County**

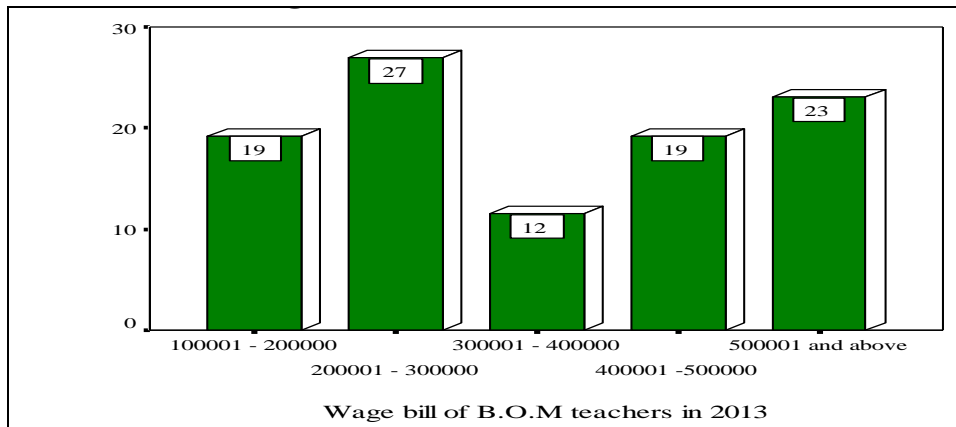
The BOM teachers were asked to indicate the amount of money that the schools pay them on monthly basis. Their responses are shown in Figure 1.



**Fig-1: Wages of BOM Teachers in Public Secondary Schools**

Figure 1 shows that majority of BOM teachers (38%) were paid wages ranging between Ksh. 5001 and Ksh. 10000. Those who were paid between Ksh 10001 and Ksh. 15000 accounted for 29%. Those who were paid wages of Ksh 5000 and below were represented by 21% while those whose wages were Ksh 15001 and

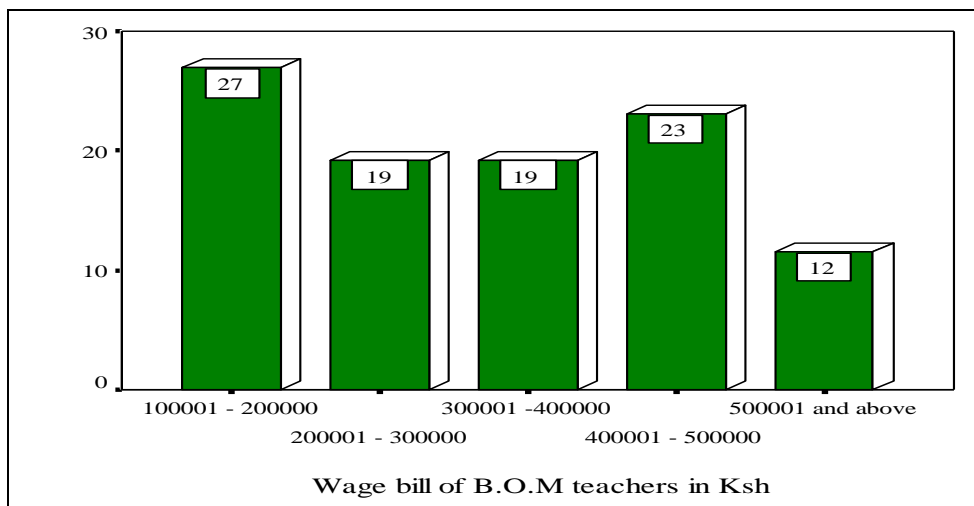
above comprised 12%. The lowest paid BOM teacher received Ksh. 3500 while the highest BOM teacher received Ksh. 17000 per month. The newly employed TSC graduate teachers get a basic pay of Ksh. 31,020. Figure 2 shows the amount of money spent on wages of BOM teachers in 2013.



**Fig-2: Schools' Expenditure on Wages of BOM Teachers in the Year 2013**

Majority (27%) of public secondary schools in Gem sub-county spent between Ksh. 200,001 to Ksh. 300,000 on wages of BOM teachers in the year while 23% of the schools spent Ksh 500,001 above to pay wages for BOM teachers. Of the 26 sampled schools, 19% spent between Ksh 100,001 and Ksh 200,000 on wages of BOM teachers. Another 19% of the schools

spent between Ksh 400,001 and Ksh 500,000 to pay BOM wages and 12% of the schools spent between Ksh 300,001 and Ksh 400,000 to pay the 2013 BOM teachers' wages. In total, public secondary schools in Gem sub-county spent Ksh. 20,251,384. Figure 3 shows expenditure on wages of BOM teachers in 2014.



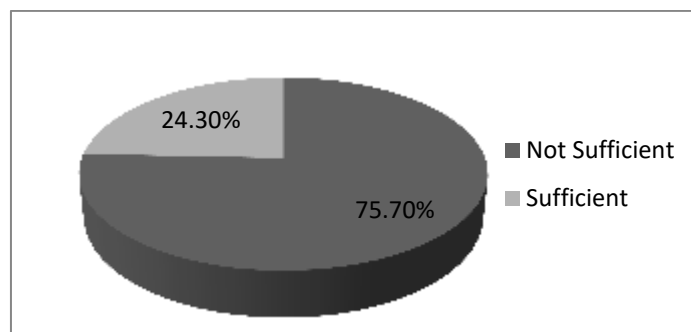
**Fig-3: Schools' Expenditure on Wages of BOM Teachers in the Year 2014**

The number of schools that spent between Ksh. 100,001 and Ksh. 200,000 rose from 19% in 2013 to 27% in 2014 while those that spent between Ksh. 200,001 to Ksh. 300,000 dropped from 27% in 2013 to 19% in 2014. There was also an increase in the number of schools that spent Ksh. 300,001 to Ksh. 400,000 and those that spent Ksh. 400,001 to Ksh. 500,000 from 12% to 19% and 19% to 23% in 2013 and 2014, respectively. However, schools that spent over Ksh.

500,001 on BOM teachers' salaries reduced from 23% in 2013 to 12% in 2014. In 2014, the public secondary schools in Gem sub-county spent Ksh 20,616,498 in total. The increase from the 2013 expenditure could be attributed to the increase in the number of BOM teachers from 193 in 2013 to 205 in 2014. This implies that as student population increases, schools hire more BOM teachers hence the wages for BOM teachers also increase.

The BOM teachers were also requested to indicate whether the wages they were being paid were

sufficient or not. Their responses are demonstrated in Figure 4.



**Fig-4: Sufficiency of BOM Teachers' Wages**

Figure 4 shows that despite the increasing amounts that are being spent on these teachers, 75.7% said that the wages are not sufficient while 24.3% said that the wages were sufficient. This high percentage of teachers who are not adequately motivated could lead to poor performance in academics. A study by Sika *et al.* [17] on the relationship between the components of unit cost and academic performance index and their

significance in secondary education in Kenya found out that an increase in teachers' salaries by one unit would improve performance by 1.035. The converse would be true - lowering teachers' salaries would impact negatively on students' outcomes. The BOM teachers were also asked to comment on the regularity of their wages. Their responses are in shown in Table 4.

**Table-4: Regularity of BOM Teachers' Wages**

Regularity of Wages	Frequency (f)	Percentage (%)
Regular	129	92.10
Not regular	11	7.90
Total	140	100

As illustrated in Table 4, despite the dissatisfaction among BOM teachers due to insufficiency of the wages, 129 (92.10%) indicated that the wages were regular and paid on time. Only 11 (7.90%) indicated that the wages were not regularly paid. This implies that the wages of BOM teachers were being given the first priority when it comes to expenditure on educational inputs. This finding concurs with the observation made by Forojalla [14] that in most cases, salaries have always been given the first priority in case there is a financial constraint and that due to salaries of personnel, particularly teachers, maintenance

and upkeep of schools and the provision of the needed teaching materials and welfare of facilities tend to be sorely neglected.

The BOM teachers were also asked to state the challenges they faced in teaching. Their responses were categorized into the following emerging sub themes: delayed payment, harassment by TSC teachers, heavy workload, job insecurity, low pay, no allowances, poor working environment and no challenge as shown in Table 5.

**Table-5: Challenges Faced by BOM Teachers**

Challenge	Frequency (f)	Percentage (%)
Delayed payment of wages	7	5.00
Harassment by TSC teachers	11	7.85
Heavy work load	15	10.71
Job insecurity	14	10.00
Low pay	47	33.57
No allowances	2	1.43
Poor working conditions	16	11.43
No challenge	28	20.00
Total	140	100

From Table 5, the highest percentage of BOM teachers (33.6%) stated that low pay was their main challenge while 11.4% stated that poor working condition was their challenge. Those who indicated that they had no challenge were 20%. Low pay amongst BOM teachers could be the reason for high turnover of BOM teachers. This may end up affecting students' academic performance.

### CONCLUSION AND RECOMMENDATION

This paper has shown that public secondary schools in Gem sub-county have a shortage of TSC teachers. Most of these schools had therefore hired BOM teachers to fill the deficit. Data analysis and interpretation of responses have revealed that majority of the schools (38%) paid BOM teachers between Ksh. 5,001 and Ksh. 10,000 while 21% of the schools paid BOM teachers below Ksh. 5000 with the lowest paid teacher earning Ksh. 3500 while the highest BOM teacher earned Ksh. 17,000. The total amount of money spent on BOM teachers in the sampled schools in 2013 was Ksh. 20,251,384. This however rose by 1.80% to Ksh. 20,616,498 in 2014. This means that although BOM teachers' wage bill is not among the approved vote heads, public secondary schools spend huge amount of money to pay wages for BOM teachers.

In light of these, this paper recommends that the Ministry of education should come up with guidelines regarding hiring and remuneration of BOM teachers. In addition, the Government should cater for wages of teachers employed by BOMs in schools as these wages interfere with the allocation of funds meant for other educational inputs. Further, the Ministry of Education should merge non-viable and uneconomical schools to free the otherwise thinly spread teaching force. Lastly, this paper calls for the need for schools to start income-generating projects to assist them pay BOM teachers' wages instead of diverting funds meant for other educational inputs.

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