

Community schools in Kenya
Case study on community participation in funding and managing schools



Mechanisms and strategies of educational finance

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FOREWORD

A STUDY OF COMMUNITY SCHOOLS IN KENYA

This study is one of a series of studies that are being carried out at the IIEP and which focus on the issues of financing and managing community schools as well as on the contribution of these schools to the goals of basic education for all in developing countries.

Although the term ‘community schools’ may have different meanings in different country contexts, in this study, community schools are defined as schools which are built, financed and managed by the communities themselves, with or without government assistance. Despite the long history of community contribution to education in this country, as documented by numerous studies on the Harambee Schools, the recent trend in the development of community schools in Kenya presents different and original features. These new community schools take their roots in economically deprived settlements of suburban Nairobi areas. They have been mushrooming since the late 1980s as the result of a cost-sharing policy that was introduced in education in 1989. They enrolled about 40,837 learners in 2002, representing almost 17 per cent of total enrolment in primary schools in greater Nairobi urban areas according to the Nairobi Provincial Directorate of Education.

This study revealed that these schools are constantly expanding their contribution to the achievement of the goal of basic education for all in the country, despite the many challenges facing them. Drop-out rates are low and many students remain in schools until Standard 8, the last year in primary education. Some of these schools offer lunch to students, which helps to keep them in school. The

majority of teachers are poorly paid but they remain in the job because of their commitment to the learners and their parents. They need better supervision from the government and opportunities to upgrade their levels of competency. Infrastructure facilities need to be improved and land ownership is a potential source of conflict between the schools and the churches which very often own the land where schools are built.

Although HIV/AIDS was not reported as a serious problem, the presence in these schools of many orphans and children living with a single parent, or with distant relatives, may be interpreted as indications that the pandemic is to some degree affecting the community schools.

The study points out the needs for the Ministry of Education to assist these schools to cope with their main problems in the areas of teachers' salaries, pedagogical improvement, and supervisory services.

This publication was prepared within the framework of the IIEP research programme on 'Community schools' conducted by Serge Péano and Dramane Oulai.

The IIEP would like to thank the authors of this study, a team of specialists from the Ministry of Education, Science and Technology, Kenya, who have worked with the IIEP Specialists. The IIEP hopes that the document will contribute to the exchange of experiences among UNESCO Member States and will provide useful information and ideas for the improvement of the management and financing of community schools, with a view to achieving quality basic education for all.

Gudmund Hernes
Director, IIEP

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LIST OF ABBREVIATIONS

ASAL	Arid and semi-arid lands
CBO	Community-based organization
CED	City Education Department (Nairobi)
DEB	District Education Board
ECD	Early childhood development
EFA	Education for All
GDP	Gross Domestic Product
GER	Gross Enrolment Rate
GOK	Government of Kenya
IIEP	International Institute for Educational Planning
KCPE	Kenya Certificate of Primary Education
KCSE	Kenya Certificate of Secondary Education
KIE	Kenya Institute of Education
LGAs	Local government authorities
MCSS	Ministry of Culture and Social Services
MoEST	Ministry of Education, Science and Technology
NFE	Non-formal education
NGO	Non-governmental organization
PA	Parents' association
PDE	Provincial Director of Education
PTA	Parents' and teachers' association
SAP	Structural Adjustment Programme
TAC	Teachers' Advisory Centre
UNESCO	United Nations Educational, Scientific and Cultural Organization

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I. INTRODUCTION

1. Theoretical background

A great deal has been written about community schools. Most of the literature tends to be descriptive and focuses on the nature of the community schools that have been increasingly set up in many parts of the developing world, particularly in areas which have been educationally neglected by government. The literature indicates some of the high profile examples of community schools in Egypt, Mali, Malawi, Burkina Faso, India and Bangladesh (UNESCO, 2001). These schools have been promoted as an alternative means to increase access to schooling within the context of Education for All (EFA) (World Education Forum, 2000). The majority of these studies look primarily at the managerial and financial aspects, and issues such as access rates and learning achievement.

Community schools are currently an important part of education systems in sub-Saharan Africa. To a certain extent, community schooling has been a tradition for a long time in many African countries and, particularly, the countries of eastern and southern Africa before independence (because the colonial education system was limited to a few African children). However, recent developments have their origins in different socio-economic contexts of constrained government financial resources, high population growth and persisting economic decline. This development presents various characteristics. A study (Miller-Grandvaux and Yorder, 2002) that reviewed the literature on community schools in Africa, distinguished two main models: (a) the newly created, community-managed schools; and (b) the existing

public schools where community management is strengthened through decentralization to revitalize them. Furthermore, for the newly established schools, the authors found two possibilities. Those that resemble public schools (in curriculum, textbooks, schedules, exams, teachers, teaching styles, supervision) and, those that function as an alternative system in all or any of these areas.

They also reported that relationships which exist between government and community schools vary from country to country. In some countries such as Zambia, a distinct secretariat is established to work with the ministry and accredit its more than 700 community schools. In Mali, community schools enrolling 10 per cent of primary school students increasingly resemble public primary schools and, the government is assisting their transformation into schools administered by local governments (Cissé, Diarra, Marchand and Traoré, 2000).

In the case of Togo, community schools were for a long time ignored by the Ministry of Education, although recently, they have been recognized and recorded by the Ministry. These schools account for 20 per cent of all primary schools (Marchand, 2000). In Namibia, where community schools were developed in view of providing an education different from the one provided by the apartheid colonial regime of the time, the current government has accepted to pay the salaries of teachers and provide capital grants for textbooks to each community school. In Chad, the government is not in a financial position to assist community schools and the Ministry does not encourage their expansion because of their poor quality of teaching. It was noted that in Ethiopia local officials are increasingly involved in community programmes.

Several studies covering community schools in other African countries including Benin, Gambia, Malawi, Senegal, Somalia and

Uganda, reveal the debate over the strength and weaknesses of community schools that can be summarized as follows:

Proponents of community schools argue that they provide opportunities for increasing access to education and raise community participation in education while their opponents underline that their poor-quality delivery, in general to marginalized groups of the society, raises the moral issue of equity for the governments that tolerate the proliferation of such a schooling system.

It is within this theoretical framework (and bearing in mind that Kenya is one of the African countries in south Saharan Africa where community participation has greatly contributed to educational development and where the model of 'newly created community schools' using government official curriculum for primary schools is on the rise) that this study intends to highlight the extent to which these schools may contribute to the goal of achieving Education for All in the country. Our key point of differentiation in reflecting on the Kenyan experience, in addition to the above-mentioned national variety of community schools, is the focus on the implication for the future transformation of these schools in socio-economic environments afflicted by the negative effects of HIV/AIDS on the population.

2. Definition of categories of schools in Kenya

In Kenya, there are two types of schools that are formally recognized, *inter alia* public/government and private schools. But in the recent past, non-formal centres have evolved and taken various forms including community schools.

Public/government schools

Public/government schools constitute the largest proportion of schools in the country. The distinctive feature of these schools is that the government is responsible for payment of teachers' salaries and provides subsidies in terms of textbooks and school feeding. They also receive support in terms of supervision, curriculum development, pedagogical development and in some schools the non-teaching staff salaries are met by local authorities (city or county councils). Most of these schools were initiated through the Harambee (self-help) initiative but were later taken up by the government. Community involvement consists of construction of school buildings, salaries for non-teaching staff and other operational costs.

Private schools

Private schools are owned by private entrepreneurs, companies, churches, trusts and other recognized bodies. The proprietors finance and manage the schools mainly through school fees and contributions from the sponsors. They are therefore diversely resourced depending on location, ranging from well-funded elite schools to the poorly-funded schools. Some of these schools are based in private premises.

Private and public schools are registered by the Ministry of Education, Science and Technology (MoEST) and are expected to comply with certain minimum conditions in terms of teacher qualifications, norms and standards, length of school day, health standards, inspection and physical infrastructure standards. School enrolment is mainly within the official age cohorts: 6-13 for primary and 14-17 for secondary.

Non-formal education centres (NFE)

These centres are various in nature and offer diverse education services outside the formal education system to different categories of the population including youth and adults. They therefore offer

education either through the formal curriculum or through the non-formal education provision and/or delivery of productive skills and literacy, to out-of-school children and youth who for various reasons, have no access to the formal education system.

Community schools

Community schools are schools established by the communities and which are financed and administered by the communities themselves. Prior to free primary education in 2003, the government provided no financial support to these schools. In some cases, people identified from the community provide supervision services. Some of the schools have outside sponsors such as churches and other NGOs, which participate in the financing and, at times, in the management of the schools, while some others rely only on the contribution of local communities.

Community schools are an emerging phenomena and the distinctive features of these schools, to a large extent, fall between public schools and NFE centres. They are built and maintained by communities. Communities are also responsible for paying teachers' salaries, teaching learning materials and other recurrent costs. The phenomena is well pronounced in urban informal settlements including slum areas and has evolved owing to increasing demand for education by households that cannot afford formal education in public/government schools. Some NFE centres and community schools follow formal curriculum, enrol children within the school-going age population but, in some cases, over-age pupils are enrolled.

In Nairobi, there are approximately 349 NFE community schools enrolling about 40,837 learners; that is, almost 17 per cent of all primary schools students in the city. Other urban areas in the country may also have substantial number of community schools, but these

schools are rarely found in rural areas, as in the case of other African countries.

Table 1.1 Summary of distinctive features

Feature	Government	Private	NFE	Community
1. Initiative	Government and community	Private entrepreneurs, NGOs, churches	NGOs, community	Community, NGOs and parents
2. Management	School committees	School managers	NGOs, community	Community and parents
3. Funding	Government and community	Private	NGOs, community	Community and parents
4. Payment of teachers' salaries	Government	Private	NGOs, community	Community, sponsors, parents
5. Registration	MoEST	MoEST	MCSS, Adult Education department, some not registered	MCSS, Adult Education Department, some not registered
6. Sponsors	Government	None	NGOs	Some sponsored by NGOs
7. Curriculum	8-4-4	8-4-4 and international curriculum depending on the school	NFE, flexible	8-4-4
8. School fees	Primary school not expected to charge any fees while secondary schools follow government fees guidelines	Fees charged at all levels	Some charge fees, others do not	Fees charged at primary school level
9. Uniforms	Uniforms required	Uniforms required	Uniforms not required	Uniforms required at some schools (desired but not mandatory)

From the above classification, it is clear that community schools can be non-formal institutions but not all non-formal centres are community schools. This framework provides the rationale for the study in trying to provide data and information on the current status of community participation in the funding and management of primary and secondary schools. Whereas the Ministry is developing an NFE curriculum, we note the importance of recognizing community schools, which have already taken root and are following the formal education curriculum, hence may not fit into the NFE curriculum. It should be noted that these schools require a legal framework of operation, and support from the government, in terms of teaching personnel, operational inputs, among other forms of support, owing their immense contribution towards enhancing access to basic education. Besides, the target children come from poor households, indicating the need for them targeted as key basic-education providers, and main stakeholders in enabling the country to attain the set EFA (and free and compulsory primary education goals).

In all the categories of schools, except in private schools where the trusts manage the respective schools, community involvement in the financing and management of the schools takes the form of participation in school committees. This includes parents' associations (PAs) in primary schools, and Board of Governors in secondary schools; and involves construction, management, funding and operation of schools through the provision of teaching-learning resources.

3. Study objective

The major study objectives include:

- To analyze recent available data and information on community schools in Kenya.
- To analyze characteristics of the community schools including reasons for their being set up, the records of the institutions,

schooling and learning conditions; review the internal and external context of the schools; difficulties encountered in their operations; expected outcome, legal framework and control; performance of the institutions and their pedagogical orientation.

- To examine the specific factors conducive to future evolution and development of the community schools in the country.
- To assess the impact of HIV/AIDS on the development and management of the schools and classes, if any, by focusing on the way teachers, parents and students react to the effects of the pandemic at school level.
- To explore the nature and degree of the impact on the organization of classes and school management; welfare of students, student and teacher absenteeism, pupil dropout.
- To draw conclusions and policy implications for future strategies and informed policies on improving the financing, management and pedagogical aspects of the schools in order to ensure that they effectively contribute to the national goals of providing quality basic education for all in the changing socio-economic environment.
- To facilitate an exchange of the country's experiences with a view to tracing trends and common approaches.

The intended outcome of the study was to reinforce the capacity of the officers in charge of education management and planning in ensuring that the quality of basic education provided by the evolving community schools is improved.

4. Methodology

The study utilized both primary and secondary sources of information and data. Specifically:

- Secondary data on community schools was used in the analysis of the origin and evolution of community schools in Kenya.
- Primary data, based on interviews of key stakeholders such as school administrators, teachers, school heads, parents and students, was used to describe the present status of community schools.
- Secondary and primary data was used to review the legal framework, the administrative and supervision procedures of these schools; and to analyse factors that will influence their future transformation, in view of enhancing the provision of basic education in Kenya.
- Primary data will also be used in the analysis of the impact of HIV/AIDS on the development of community schools.

5. Profile of the sample areas

The study was confined to a sample of nine schools with a total enrolment of 5,311 learners, in Nairobi province and in Rift Valley province - Kajiado district. These schools were selected on the basis of their different features in view of representing the various types of schools offering primary and secondary education in Kenya. These were four government schools with a total enrolment of 765 pupils, three community schools with a total enrolment of 2,059 learners, two government/community¹ schools (a government/community school is a community school where a few Teachers' Service Commission (TSC) teachers are appointed and which receives pedagogical and supervisory supports from the City Education Directorate) with 1,550 learners; and one private school with 937 pupils. The research team also visited one health centre in Kajiado and, an HIV orphans' centre in Nairobi.

Nairobi is the capital city of Kenya and is a province in itself. The Nairobi province had about 195 public primary schools with an

enrolment of about 193,298 pupils (49.8 per cent girls) in 2002. The estimate from the Nairobi Provincial Directorate of Education indicates that about 349 community schools are operating within the grand Nairobi metropolitan area (with about 40,837 learners), and many of those schools were not registered with the Ministry of Education, Sciences and Technology in 2002.

Kajiado, on the other hand, is one of the 17 districts in Rift Valley province. The district exhibits geographical, social, economic and cultural diversities. The district's inhabitants are predominantly nomadic pastoralists – the Maasai community.

It should be noted that, despite the procedure used (i.e. judgemental sampling and the small size of the sample) the selected schools constitute a good representation of the various types of schools in low-income urban, semi-urban and rural areas of Kenya. Unfortunately due to the lack of systematic records-keeping in community schools, we were not able to assess and analyse thoroughly the trends in their performance in the national examinations, and compare the performances of various schools. Further studies would be needed in order to highlight this aspect, focusing on the achievement in national examination by children attending community schools.

6. Organization of the study

The next chapter briefly describes the country and its education system. *Chapter III* analyzes the main features of community schools and compares them with those of public government schools. The fourth chapter focuses on the factors influencing the future development of community schools in Kenya, and the fifth and last chapter draws the conclusions of the study.

II. THE KENYAN EDUCATION SYSTEM

1. Socio-economic background of the country

Kenya, which is one of the east African countries, lies on the east coast of Africa with the Equator dividing it into almost two halves. It is bordered by Uganda in the west, Tanzania in the south, Somalia in the north east, Sudan in the north and the Indian Ocean in the south east. The land area is about 582,366 square kilometres, with a population of about 30 million. There are approximately forty indigenous communities, constituting about 97 per cent of the population. Asians, Europeans and other immigrants constitute the remainder of the population. English is the official language while Kiswahili is the national language, and hence used by most of the indigenous groups. The majority of the population are Christian, while minority religions include traditional African Worship, Islam and Hinduism.

Significant proportion of the population is concentrated in the southern part of the country, which is characterized by tropical climatic conditions. The vast northern part, which is mainly arid and semi-arid, is under-populated. The country is subdivided into eight administrative provinces, which are further subdivided into 75 districts, including municipalities. The provinces include Coast, Central, Eastern, Nairobi, Western, Rift Valley, Nyanza and North Eastern.

In 2002, the Gross Domestic Product (GDP) at market price was estimated at 969,3 billion Kenyan shillings (KShs.) or US\$12.9 billion, having grown at the rate of 1.2 per cent at constant prices, having

rebounded from negative 0.2 per cent in 2000. The GDP per capita in 2002 was about US\$359,97. According to the recent Welfare Monitoring Surveys, about 56 per cent of the population live below the poverty line, which is estimated at KShs.2,612 per month (KShs.1,239 per month for rural and KShs.2,648 per month for urban areas).

In the education sector, the country follows the '8-4-4' school system which features a broadly-based practical curriculum at all levels and consists of eight years in primary school cycle, four years in secondary and four years minimum duration at university. The country has achieved significant development in the sector with the number of learning institutions increasing gradually since independence. In 2002 there were 19,127 primary schools with an enrolment of 6.3 million pupils. There were approximately 3,667 secondary schools with an enrolment of 847,287 students. The gross primary enrolment rate reduced from 93.9 per cent in 1999 to 91.2 per cent in 2002. The primary school completion rate for primary education stood at 49.8 per cent while that of secondary schools was about 78 per cent. The progression rate from the primary to the secondary education level was about 52 per cent, while that of secondary to university was less than 20 per cent during the same period. In 2002, the pupil teacher ratio at national level was about 31 and 16, for primary and secondary schools respectively in 2002.

2. Structure of the education system

Kenya is committed to the EFA goals of the provision of quality education for all school going age population by 2015. The main goals include enhancing access and quality at all level of education. The Kenyan education system has evolved over time with major changes having been instituted in the 1980s. In 1985, the 7-4-2-3 system of

education was replaced with the current 8-4-4 system. The scope has also been expanded to incorporate pre-primary education. The target school age population for pre-primary school is 3-6 years; primary school is 6-13 years, secondary is 14-17 years, while university education captures the 18 year-old and over population. Vocational and technical-training education is legally recognized and the catchment's population includes the youth who are unable to continue or enrol in the general school education system either at primary or secondary school levels. Drop-outs at any level of education are also encouraged to enrol in the technical training institutions.

The government, parents, communities, NGOs and private entrepreneurs provide, in partnership and through the cost-sharing policy, primary and secondary education in Kenya. A large proportion of primary schools are public day schools, with private and boarding schools constituting a small percentage. On the other hand, most secondary schools are public boarding schools with private and day schools constituting a significant proportion. NFE programmes provide alternative learning opportunities for the youth who cannot afford, or do not have the opportunity to pursue, formal education. NFE programmes are mainly provided by NGOs and community-based organizations (CBOs), of which some are registered by the Ministry of Culture and Social Services (MCSS).

Levels of education

Pre-primary education, also referred to as early childhood development (ECD) constitutes the first level of education in Kenya's education system. The demand for pre-primary education has increased in the recent past although it is not a precondition for entry into primary education level. This is partly because of the increasing stakeholders' (government, development partners,

individuals) involvement in the provision of pre-primary education and increasing levels of female participation in formal employment, and some women taking up responsibilities of being breadwinners in their families, a responsibility which was previously considered to be a male responsibility in this culture. Pre-primary education is mainly provided by private individuals, NGOs and the government.

In Kenya, primary education is provided in partnership by the government, communities, parents, private entrepreneurs and NGOs. Primary school education is designed for eight years and the official age cohort is 6-13 years although in some cases overage children are enrolled. In 2002, there are about 6.3 million pupils (49 per cent girls) enrolled in 18,000 primary schools. At this level, the government meets costs associated with teacher remunerations, supervision, inspection and management in public schools.

The outstanding achievements in primary education in terms of infrastructure, teachers and student enrolments during the first two decades after independence were due to rapid economic growth realized during that period. By 1989 gross enrolment rates (GER) in primary schools had peaked at 101.8 per cent compared to 47 per cent at independence. These trends have in recent years been significantly reversed, thus requiring immediate intervention policy measures.

Empirical evidence shows that less than half of pupils enrolled in standard one actually complete their eight years of primary education (the completion rate for 1998 averaged 47.2 per cent). The system is also characterized by low transition rates (44.8 per cent in 1998) from primary level to secondary level which reveals high wastage rates, especially at primary school, which is the only level of education open to the majority of children, besides being the foundation of higher levels of learning and the only formal education that the majority of citizens would have for their lifetime.

Secondary education caters for students aged between 14-17 years and the programme is designed for four years. GER at the secondary school level rose from 2 per cent to 29.4 per cent during the first two decades after independence. Secondary schools are categorized into government schools and private schools. Government/public schools are co-funded by the government and communities while private schools are purely funded by the private individuals or companies (*Tables A1.1 to A1.4*),

Owing to government policy encouraging participation of private sector and communities in the financing and management of schools, the number of private schools has grown in the recent past and accounts for about 11 per cent of the national proportion of schools and about 1 per cent of enrolment. Community schools, which are currently recognized under non-formal institutions, have also grown over time, with the number mushrooming in informal settlements including slum areas in urban centres, where some provide secondary education.

Higher education is provided through several government and private universities and institutions of higher learning. The minimum duration of university studies is four years.

3. Education financing: cost-sharing strategy and its implications

Until December 2002, the financing of education at the primary level was based on the cost-sharing policy that was introduced in 1988 and implemented from 1989 (the launching of the implementation of the cost sharing policy was announced in *Kenya gazette* of December 1989). This policy underlines the partnership between the government, privates entrepreneurs, NGOs, parents and other stakeholders in financing education. Within this framework, the government pays expenses for general administration and planning

of schools, inspection and curriculum development. Parents and communities on the other hand meet the capital costs and some recurrent costs including construction of schools, provision of physical infrastructure, teaching-learning resources, school uniforms, test and examination fees, remuneration for non-teaching staff, security, transport and tuition, among other indirect costs.

The cost-sharing strategy together with the continued dismal economic growth over the last two decades, as well as the declining government financing of education and the high poverty levels associated have led to an increased cost burden on parents. The induced internal inefficiencies, school wastage and declining education quality are manifested through reduction in the growth of enrolment rates in government schools, significant drop-out rates, dilapidation of physical infrastructure in learning institutions, low transition rates from one level to another and increasing repetition rates.

In addition, the cost sharing policy, combined with the rising demand for education resulting from a rapid population growth, has led to the increased role of communities and parents in the funding and management of schools. Community participation in this case takes various forms. In public/government schools, communities participate in school management and financing of capital costs and recurrent costs as articulated above. In community schools, which have evolved in the recent past due to community initiative, communities meet both development and all recurrent expenditures including teaching and non-teaching staff salaries, teaching-learning materials, construction and hiring of school premises, repair and maintenance, security, transport, tuition, stationery, uniforms, tests and examinations, as well as other operational costs.

However, following the enhanced government commitment towards the provision of free and compulsory primary education starting January 2003, all fee charges in public primary school level have been abolished by the government, by increasing its financial support for operational costs in all public primary schools. This policy change notwithstanding, it is important to note that the community schools do not fall within the mainstream education system. Besides, they are located in the slum areas characterized by a dearth of public schools. The key policy implication relates to government considering the possibility of providing teaching and learning resources to these schools owing to their immense contribution towards enhancing access of education to the marginalized communities. Upgrading the physical infrastructure of the already established community schools will contribute greatly towards enhancing the quality of basic education for all.

4. Economic context and budget evolution

The Government of Kenya (GOK) has steadily invested heavily in the education sector in relation to other sectors since independence, especially in the provision of basic education. Empirical evidence suggests that more than 60 per cent of the investment in education is derived from the public sector and translates to about 6-7 per cent of GDP (*Appendices*). More precisely, in recent years, the government has sought to restructure expenditure allocations across sectors towards basic functions that include financing of broad-based programmes in education and health services in line with the Medium Term Expenditure Framework (MTEF) and the Poverty Strategic Reduction Programme (PRSP). However, due to the slow expansion that has characterized the economy over much of the last decade, expenditure has continued to exceed budgeted revenue targets and estimates, thus triggering serious expenditure over-runs and

consequent deficit financing difficulties. The new enhanced commitment of the current government to basic education is a demonstration of the importance of the role assigned to education in the country development strategy by successive governments in Kenya. Given the considerable efforts already made by the government in financing public schools, the partial financing of the costs of community schools using the state's resources will have, we believe, only a marginal impact on the government budget.

III. COMMUNITY SCHOOLS

1. Origin

Prior to Kenya's independence, as a consequence of the British colonial isolationist policy, church groups, through their sustained work, introduced various social and educational activities in the areas where the indigenous Kenyan population was living. However, these activities were confined to a few pockets and did not have a very significant effect on the educational development of the nation. It is the popular participation of the community in educational activities - the self-help movement, called Harambee - alongside the Christian missionaries that led to a situation where, by the time of independence in 1963, local primary and secondary education was almost exclusively the responsibility of the communities and NGOs/agencies such as local church groups. On attaining independence, the Government of Kenya committed itself to providing education for all citizens as part of its development strategy with a view to alleviating poverty, ignorance and disease and improving the welfare and productivity of the nation. The free education policy was later stressed in various policy documents: notably the sessional paper No. 1 of 1965 on "African socialism and its application to planning in Kenya".

This commitment was implemented in 1964 with the government taking over the responsibility of paying teachers and providing the instructional materials and other equipment, while the local communities built new schools, which were later taken over by the government. In an attempt to enhance access to education, free primary education was provided for lower primary education

(Standard 1 to Standard 4) in 1974 and in the entire primary education sector from 1979. The government initiated the programme of providing free milk to primary schools from 1980, with an objective of enhancing enrolments and participation.

The government also expanded post-primary education through providing funding for capital development and maintenance of secondary, technical, teacher training and university learning institutions. The self-help or Harambee secondary schools that were put up and run by the communities received significant government support particularly from 1974.

However, the government's concerted effort to provide free primary education and substantially subsidized post-primary education notwithstanding, the adverse socio-economic crises in the late 1970s presented a major challenge to the education sector. Increased government responsibilities and stagnant economic growth overburdened the state budgetary provisions. This was worsened by unpredictable and less adequate foreign exchange earnings, debt burden and restricted donor funding. With constrained government budgetary provisions towards the real sector and the evident expansive demand in the education sector, it became apparent that the available government resources were insufficient to fully finance basic education for all of the school going-age population, and effectively manage the vast number of learning institutions.

Against this background, the cost-sharing policy was introduced in the social sector including education as part of Kenya's International Monetary Bank/World Bank supported Structural Adjustment Programmes (SAPs) in 1988 (implemented since December 1989 through the August GOK Cabinet Paper). The cost-sharing policy was aimed at reducing government support to the sectors that would otherwise be self-sustaining, and encouraged increased cost recovery

as a way of mobilizing additional resources. More specifically in education, cost-sharing was supported on the basis of enhancing the participation of parents, communities, households and private entrepreneurs in financing non-wage recurrent and development expenditures, enhancing resource mobilization, efficiency, effectiveness and accountability. Under this framework, the government provides operational expenses including teachers' salaries, supervision, planning and administration, while communities/households provide physical infrastructure besides meeting other indirect costs. This scenario has assisted the evolution of community and private schools in the country. The policy increased the burdens to many parents who became unable to afford paying the various implied expenses in government schools.

Two other main factors contributed to the expansion of the new phenomenon of community schools, which emerged in the late 1970s, and developed quickly from the end of 1980s. The first one is the rapid growth of the city and sub-urban population, which outpaced the rhythm of creation of new schools by the City Council Education Department, leading to an excess demand for education. The gaps needed to be filled in by other providers of education. The second factor, related to the first one, is the distance from the homes of many children in the slum areas to the nearest public schools. In some of the slum areas, the nearest public schools are three and a half to five kilometres away, according to community leaders, and many young children could not walk this distance to school every day.

Community schools in Kenya are mainly initiated by community leaders, parents and in some cases NGOs. At the initial stage participation to the community school project is organized through the community-based organizations, which in most cases owns the land on which the schools are built. Sometimes the land is the property of a church or the state, and the schools had begun as

nursery schools, attached to a church. In other cases the schools started as rehabilitation centres for vulnerable groups such as street children and orphans. These non-formal education programmes have a catchment population ranging from 8-years-old to 20 years and over, in the low-income areas where the parents are often casual labourers, informal traders, illicit brewers, unemployed slum dwellers, and some are single parents. Most of the parents of pupils in the slum community schools are therefore poor and illiterate.

These educational institutions, progressively evolved into formal schools, which cater for the education of children of primary school age with the admission age set at six or seven years. An example of such a school is Kangemi Youth Centre, one of the oldest community schools in Nairobi District, which started in the 1970s and was registered with the Ministry of Culture and Social Affairs in 1980. Its initial programme covered only standards one to four. Standards 5 to 8 were opened later. Up to the present, the school shares the same rooms with a church, which put up the infrastructure for the school (*Box 1*).

Most of the community schools, however, started between the mid-1980s and mid-1990s, partly because of the increasing number of children in the slums areas of Nairobi and partly because of the high costs in government schools. They have evolved mainly due to the increasing demand for educational services owing to the dearth of public schools in informal settlement areas, and increasing drop-outs and non-enrolment within the formal education system. Currently there are more than 349 community schools in Nairobi according to one estimate of the Nairobi Provincial Directorate of Education.

In order to better understand the characteristics of community schools, it is necessary to analyze them within the general legal and

administrative framework of managing schools in Kenya. *Table 3.1* below presents the main features of community schools as compared to those of other types of schools visited in 2002.

Box 1. Kangemi Youth Centre

The community leaders in Kangemi, wishing to provide educational opportunities to children of the settlement, established one of the oldest community schools in Nairobi, Kangemi Youth Centre, in 1978. At that time there were no government schools in the neighborhood, and parents could not afford to pay the various fees required to send children to government schools in other areas. Kangemi Youth Centre was officially registered in 1980 with the Department of Social Services as a youth rehabilitation centre. Initially it accommodated learners of all ages; the intakes ranged from children of six-years-old to young adults of twenty and more years. The programme was more flexible. Progressively the school adapted the 8-4-4 official curriculum of the country, and the learners have the normal school age required for public primary schools. It follows the national curriculum developed by the Kenya Institute of Education (KIE).

The centre has no outside sponsors. All the costs for operating the institution are born by the parents and the community themselves. Although school uniforms are desired in the centre, they are not mandatory. At the beginning of the 2001/2002 school year, 400 children registered, but at the time of our visit in July 2002, 332 pupils were regularly attending school, with two streams in Standard 8. One of the main causes for the dropout is the fee. Although fees paid per term are low, and amount to 300 Kenyan shillings (KShs.), only about 200 learners out of the 332 can afford to pay the full amount because of the general poverty level of the surrounding community. In some cases, fees are waived for orphans and for children coming from some very poor families. It was also reported that the lack of a feeding programme in the school was another major cause leading some learners to drop out prematurely. After passing the Kenya Certificate of Primary Education (KCPE), some of the graduates join normal secondary schools.

There are 11 classroom teachers employed in the school, but only one of them is trained as an early childhood development education teacher. The 10 others have no formal training as teachers. During the last two years officers from the Ministry have visited the school. However, the teachers have not attended any of the in-service training programmes for teachers. The salaries are very low and paid only for nine months a year, because of the difficulties in collecting school fees, which are the only sources of financing the school activities. There is a serious lack of pedagogical materials and pedagogical supports in the school.

The facilities are shared with the church, which put up these facilities on the school land, and provided the benches and the materials for separating the rooms when they are to be used for teaching activities. The learners and teachers share the same toilets. Kangemi can be considered one of the poorest community school providing education services, in one the poorest areas in Nairobi District, and desperately needs government assistance. The management of the school has high expectations for the government to come in one day and pay for the salaries of the teachers, as many children in the area do not attend school, because of the school fees necessary to pay teachers.

Table 3.1 List of institutions visited

Name of school	Category	Province/ dist.	Socio- econ. location	Enrolment			Teaching staff		Trained (%)	Un- trained (%)	Sponsor	
				Boys	Girls	Total	Male	Female				Total
1. SCLP Samaj School Primary and Secondary School	Private	Nairobi	Medium/ urban	487	450	937	26	35	100	-	Shree Cutchi Leva Patel Charitable Trust	
2. Ole Polos Primary School	Government	Kajiado	Low/ rural	127	103	230	1	7	100	-	Government	
3. Kangemi Youth Centre	Community	Nairobi	Low/ slum	154	178	332	7	4	13	0	100	Government
4. Oloseos Primary School	Government	Kajiado	Low/ rural	104	142	246	3	8	11	100	-	Government
5. Kibiko Secondary School	Government	Kajiado	Low/ rural	150	139	289	6	12	18	100	-	PCEA Church
6. Mukuru Community Centre	Community	Nairobi	Low/ slum	412	442	853	10	6	16	20	80	Government
7. St. Reuben Primary School	Community/ government*	Nairobi	Low/ slum	375	357	730	11	14	25	100	-	NGO Christian Brothers
8. Gatoto Primary School	Community	Nairobi	Low/ slum	453	421	874	10	13	23	80	20	NGO
9. St. Martin Girls Secondary School and Children's Home	Community/ government	Nairobi	Low/ slum	n.a	n.a	820	n.a.	n.a.	12	50	50	NGO, donor support

* A community/government school is a community school where a few TSC teachers are appointed and which receives pedagogical and supervisory supports from the City Education Directorate.

2. Legal and administrative framework

As community schools are not recognized as separate types of formal schools in Kenya there is no distinct legal framework for registration and operation of these schools. The requirements laid out below for registration of schools with the Ministry of Education, Sciences and Technology (MoEST) are the same for all types of schools in Kenya, represented in the sample of *Table 3.1* above.

Operation of schools

Basically, the operations of all schools in Kenya follow the Ministry of Education, Science and Technology's regulations governing the management of educational institutions in the country. These regulatory procedures are laid down in the Education Act and by other related bodies such as the Kenya National Examinations Council that provide guidelines for the administration and certification of both local and foreign examinations. The following requirements for establishing and operating are valid for all public and private schools in Kenya.

Legal requirements for registration of schools

The Ministry remains the registering authority for all education institutions in the country. The procedure for opening a school in Kenya is provided in *Box 2* below:

Box 2. Procedure for opening a school in Kenya

- An application for registration of a school is made in a prescribed form and is submitted to the Registrar through the District/Municipal/City Education Officer.
- The application form is accompanied with the following documents:

- Inspection report from the Public Health Officer indicating whether the institution complies with the set health standards.
 - Inspection report from the inspector of schools of the given district where the school is located.
 - Minutes of the District Education Board (DEB) in which the application was discussed.
 - Certificate of registration of business name from the Registrar General.
 - An application for the approval of the manager.
 - Names of managers and copies of their academic and professional certificates.
 - Names of teachers and copies of their academic and professional certificates.
 - School size in terms of land depending on locality.
 - Proof of ownership of the land on which the proposed school is or is to be built.
- Once the Registrar receives the application, it is presented to the Ministerial Committee on Registration of schools for evaluation in accordance with the relevant provisions.
 - If the application is approved, it is forwarded to the Ministry of Education for necessary authorization.
 - The Minister then issue two letters to the manager of the school approving and authorizing the operation of the school.
 - The Registrar of the school will then issue a certificate to the institution after the final inspection.

3. How do the community schools fit in this framework?

Legal status

Two situations are observed with regards to community schools. On the one hand, some community schools, unlike public and private schools, are registered as community-based organizations, and rehabilitation centres under the Department for Adult Education and the Ministry of Culture and Social Services. A very few of them are registered with the MoEST through the Nairobi City Education Department. The ones that are registered with the MoEST generally benefit from the supervisory services of the City Education Department, which also provides them with a few TSC teachers who are paid by the government. This is the case, for example, with the St. Reuben primary school, where four of the 25 teachers are from TSC.

On the other hand, the majority of community schools do not comply with all the legal requirements described above for registering and operating schools in Kenya. The required information on the qualification of the school manager, and on the professional qualification of teachers is not provided to the supervisory body within the municipal educational authorities. On many occasions the legal ownership of the land on which the schools are built does not belong to the schools and therefore the schools can not use the land titles for registration purposes. The names of the teachers and copies of their certificates cannot be provided to the registrar as these teachers are not qualified.

It is worth noting that, although the government does not recognize many of the community schools as formal schools, it does recognize, in a way the students who are studying in those schools, by allowing them to seat for the national examination (KCPE) organized by the Ministry of Education, Science and Technology. This is made possible by allowing learners from community primary

schools to register for the examination as private students or register through the nearest public government schools. In addition, the graduates from community schools, who successfully pass the national examination, are admitted into government secondary schools, although the transfer from community primary to public/government is not allowed.

It is possible to believe that, since this indirect way of recognizing the learning in community schools has no costs to the government (as compared to the case of registered public schools), the situation appears convenient to the educational authorities, which has permitted the proliferation of these schools over the last decade without taking any decision to correct the situation.

Facilities and infrastructure

The general condition of the school buildings are very poor, compared to public/government schools. Most community schools are housed in temporary structures in the slum areas of Nairobi. The exceptions are the cases where construction of school buildings benefitted from donations made by NGOs, as was the case for Reuben Centre, which benefits from Japanese NGOs contributions.

The majority of community schools such as Kangemi, Mukuru and Gatoto have building walls which are made of iron sheets, and the classrooms lack most of the necessary furniture and equipment. Most of the classroom floors are not cemented and become muddy during the rainy seasons. In July-August the rooms are very cold and may cause health problems for learners. Classroom and office furniture is in a poor condition. Adequate cupboards are not available for keeping school books and registers. Teachers lack proper sitting and writing places. In some of the schools there is a lack of an appropriate playground for the children and poorly constructed toilets are shared by both students and teachers. Even in those schools

which benefited from good facilities put up with the help of international NGOs, these facilities are deteriorating very rapidly because of lack of resources for maintenance.

In Gatoto and Kangemi Youth Centre, for example, school managements were in agreement with different churches. Consequently, the buildings were in use during the school days while the churches utilized the same facilities for church services on Sundays and Saturdays.

Enrolment

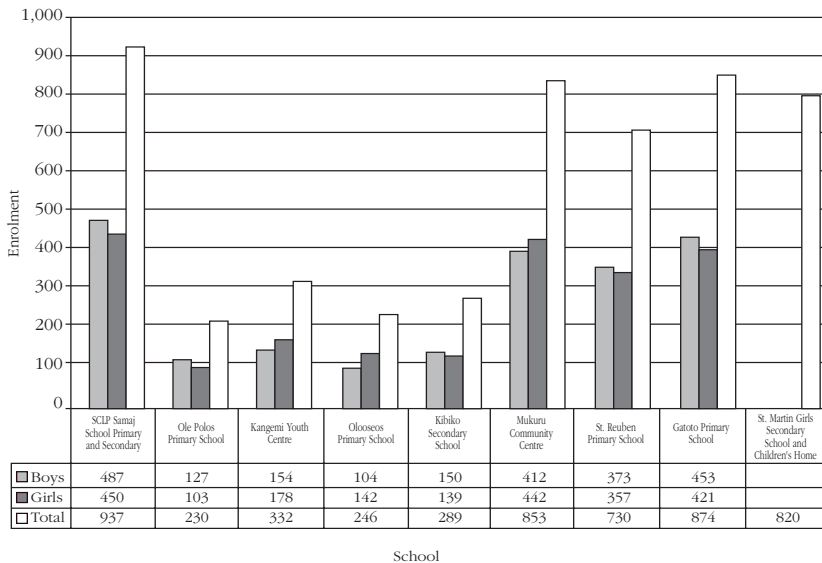
While in the non-formal centres the age of learners includes the youth and young adults of all ages, the enrolment in the community schools is mostly within the official age cohorts of 6-13 for primary schools, although there may be a few over-aged children in these schools, due to late entry. These learners are generally from low-income families in the poor areas of the city. Many of them wear school uniforms that are poorly kept, and others do not have them.

As in most Kenyan public primary schools there is no visible gender disparity between students at the community schools. Interviews with teachers and headmasters indicate that absenteeism was not a real problem among students unless they were sent home because of school fees or due to sickness. The pupils are enthusiastic about their schools and express high hopes for their studies despite the poor learning conditions where they find themselves. It was not possible to collect information on what had happened to those students who have left the community schools (through graduation or drop-out). These schools do not have any follow up programme to assist former students.

The enrolment in community schools varies in size from school to school (*Figure 3.1*), ranging from some few hundred students, as

in Kangemi Youth Centre with a total enrolment of 332 students, to several hundred students as in Mukuru Community Centre with 853 students or Gatoto Primary School with 874 students. The smallest enrolments in the sample of schools visited are observed in two rural government public schools, which are Ole Polos Primary School (230 students) and Olooseos Primary School (246 students), both in Kajiado district. The target age group in community schools is the same as the one for formal public schools.

Figure 3.1 Enrolment by sex for visited schools



Enrolment was notably high in most of the community schools implying their significant contribution towards enhancing education access in the marginalized areas. Donors, communities and other sponsors engage actively in food provision in terms of lunches, and since the catchment of these schools is the slum areas with very poor households, food provision attracts more children to school.

Teacher qualification and working conditions

Most teachers in community schools are not trained, and those who are trained do not undertake in-service programmes to improve on their professional development, which is an important element in quality teaching and learning. Among the five community schools visited during the study, three had respectively 100 per cent, 80 per cent and 50 per cent of their teachers who were untrained. In another community school 20 per cent of the teachers are untrained, and in the fifth community school, with strong support from international NGOs, 100 per cent of teachers are fully trained (see *Table 3.1* and *Figure 3.1*). The Director of the City Education Department estimates that about 90 per cent of the teachers in community schools are not trained. In comparison, in all the public and private schools visited in Nairobi and Kajiado districts (six schools), 100 per cent of the teachers were fully trained.

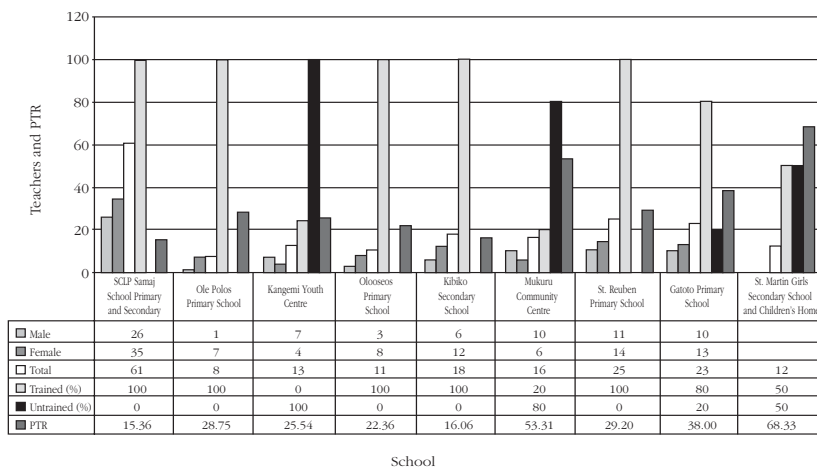
Apart from the private, donor supported and government schools visited during the study, the typical community schools had teaching staff employed on a temporary basis, with no formal contract indicating terms and conditions of employment. The wage rate was less than half of that to professionally trained teachers working in government schools. Teachers in community schools receive on average KShs.3,500 and KShs.5,000 per month, while the average monthly salary in government public primary schools is estimated at KShs.12,000. Teachers in community schools receive no allowances, benefits or 'hidden' subsidies such as free housing, meals and transportation, in addition to their official income. They lack instructional materials and adequate supervision in teaching. Although some appeared to be satisfied with their teaching profession it was evident that the teachers in typical community schools were less satisfied with their financial situation. Consequently the teaching staff were generally dissatisfied with their working conditions and

this is likely to negatively impact on the quality of education and their general performance. It was evident that teachers are poorly paid and investments in school infrastructure (school classrooms and school equipment) are negligible. In other words, the characteristics of teachers in community schools could be summarized as follows:

- low or no professional qualification and development (less than 20 of all the teachers are unqualified as compared to 100 per cent in Government schools);
- low motivation (very poor working conditions is the characteristic of most of the schools);
- meagre salary which is not regular (average salaries are less than a half of that paid to teachers in government schools);
- no supervision (since supervisors from the Ministry do not usually visit them);
- lack of basic teaching-learning resources (teachers have to borrow books and teaching guides from their colleagues in public schools and copy them);
- no formal contract to govern their employment.

However, because most of the teachers are young residents of the slums where the schools are located, and well integrated into the community they serve, they have a positive attitude about work. They are motivated by the fact they consider themselves as volunteers providing education opportunities to their younger brothers and sisters of the communities who, otherwise, would be left in the streets.

Figure 3.2 Teaching staff and pupil/teacher ratio (PTR)



Teaching and learning processes

The community schools follow exactly the same national formal curriculum as the public schools. Teachers at the community schools buy syllabus, teaching guides and other pedagogical materials approved by the Kenya Institute of Education (KIE). However, given the limited resources in the schools, the teaching materials are not usually sufficient for the subjects. Some teachers have to borrow teaching guides from colleagues in the neighbouring public schools in order to make copies. It was noticeable that many children in the community schools did not have textbooks and exercise books.

Box 3. Mukuru Community School

Mukuru Community School was created in 1995 following the decision by the local community leaders to ensure that their children have access to education. The initial financial support came from a Japanese NGO,

which financed the buildings for the school. The school's current enrolment totals 845 learners from standard one to standard eight. The average class size at Mukuru Community School is 76 students per class and there are 17 teachers.

The nearest government school did not have enough places to accommodate all the children in the neighborhood, and at the same time, was a long walking distance for many of them. The school budget of one million Kenyan shillings is mainly financed from school fees. Fees paid term amount to KShs.600 per child, but many parents cannot afford the full amount, and orphaned children do not pay fees. The school runs a boarding facility where 50 orphaned children live. Fifteen of those orphans are attending secondary schools where their fees are paid for by sponsors and well-wishers. Various NGOs also contribute to the school budget, mostly in kind (provision of materials, textbooks), while Harambee Schools are used for collecting additional resources.

All the teachers are paid by the school, as there are no TSC teachers in the school. Some of these teachers are qualified but the majority are not. The salaries are low (they average KShs 3,000 per month) and paid for only nine months a year. Teachers regularly receive an in-serving training provided by the Catholic Church. The school has once rejected a Headmaster appointed by the City Education office because there was no consultation between the City Council and the school management committee. The committee wishes to have a normal dialogue with the City Council but refuse to have their teachers fired because the employment of TSC teachers appointed by the City Council.

Main concerns of the population: (a) there are many pupils in the Mukuru slum areas who do not have access to school because of the lack of places; (b) the salaries of teachers and social workers are heavy burdens for them and they wish the government could take over; (c) the performance of the school is average, but they want the school to improve its standards; (d) the school committee lacks management and administrative skills, and wishes to receive some training. The teacher's status is not guaranteed, nor is social security.



The dearth of teaching/learning resources, including books, illustrative charts and writing materials in the classrooms poses a serious problem. The teaching-learning environment is not 'learner friendly'. In some schools, most desks are broken and less in number compared to the enrolments. Large class sizes in urban slum schools result in poor teacher/pupil interaction coupled with inadequate supervision. For instance, *Figure 3.2* above shows that the pupil/teacher ratio for Mukuru and Kangemi Youth Centre are 53.31 and 25.54 respectively. This indicates a serious problem of understaffing in the community schools.

Box 4. Teachers' voices in community schools

"The government should employ us because most of us are trained."

"The government should provide teaching-learning materials to the community schools."

“The government should train the untrained then post them back to the same schools.”

“The government should not send a head teacher to the school without consulting the community.”

“Teachers’ Service Commission should recognize our contribution.”

“We should also be involved in all in-service programmes like our counterparts in public schools.”

“Apart from earning the meagre salary we are here to help this poor community, but we need something small to sustain ourselves.”

“We wish to be recognized by the government and be integrated into the Teachers’ Commission payroll.”

Parents

As indicated earlier the recruitment areas for the community schools are located in the poor neighbourhoods and slums of Nairobi and parents are from the very low-income class of the population. It has been estimated recently that 56 per cent of Kenyans live under the poverty level and many of these people live in the slum areas where community schools are based (the estimations of the officials from the City Council indicate that 60 per cent of Nairobi’s residents live in slums). The population in these areas is very heterogeneous and comprised of urban dwellers and casual labourers. The majority of the people are daily workers at the industrial and construction sites, some are taxi drivers, prostitutes, security guards, and many are unemployed. Some are single parents or only-guardians of orphans, and live in a very precarious condition. The level of poverty is very high among this population and many cases were reported about certain parents who are so deprived that they can not afford paying KShs.300 per month to maintain a child in a community school.

The depressed economic situation of the country, the high poverty level in rural areas that has led many small farmers to move to the city suburbs, and the consequent high level of unemployment in the cities, have seriously affected the financial position of many parents with children in community schools.

However, in spite of their high level of poverty and illiteracy, these parents are organized in a Parents' association with some responsibility in the school management as is the case in most public schools in the country. They expect that the education of their children will insure the way to get out of the vicious circle of poverty.

Conclusion

The material above describes features of community schools highlight the poor state of the facilities and other infrastructure of community schools, underline the poor social background of the pupils attending these schools, and show the commitment of the economically deprived but education conscious parents, employing unqualified and poorly-paid teachers without appropriate teaching materials to educate their children. These features reflect a situation that is not conducive to a good quality education and explain why community schools fail to register with the Ministry of Education, Sciences, Technology. The next section analyses the way in which the existing education management and supervision system in the country impacts the quality provided by community schools.

4. The management and supervision of schools

Management of public/government schools

A strong management system of education is pertinent in ensuring efficient and effective accountability at various levels of education. As it will be seen in the following paragraphs, the Ministry has put in

place a management system designed to reinforce the effective delivery of education in Kenya.

Several Acts of Parliament guide the management and legal framework of the education system. Primary and secondary education management aspects fall under the Education Act that provides guidelines on the establishment and development of schools, their management and administration, curriculum development and teacher education. The Teachers' Service Commission Act covers the legal framework on teacher registration, recruitment, deployment, remuneration and discipline. The Kenya National Examinations Council Act provides for the conduct of public examinations and certification in all schools and institutions outside university education.

The Education Act and Local Government Authorities (LGAs) Act provide for the role of local authorities and municipalities in the provision of education. However, although the role of LGAs in education provision has declined in the recent past, their expected role and support is pertinent in the management of schools. Basically, LGAs are expected to provide physical facilities, professional advice to schools and teachers, and deployment of teachers on secondment by TSC. Owing to the weak resource base, LGAs (municipal and county councils) no longer provide physical facilities and instructional materials to schools. Instead, the responsibilities have been passed over to communities and households.

The Education Act provides for the establishment of management bodies at various levels of education to advise the Minister for Education, Science and Technology. The bodies include:

- the National Education Advisory Board (NEAB) – chaired by the Minister;

- the Provincial Education Advisory Board (PEAB) – chaired by the respective Provincial Commissioners (PC);
- the District Education Board (DEB) – chaired by the respective District Commissioners (DC).

The Provincial Director of Education and District Education Officer are *ex officio* secretaries of the PEAB and DEB, respectively. In carrying out their duties, the District Education Officer is answerable to the Ministry of Education Science and Technology while the Provincial Commissioner and District Commissioner are responsible to the office of the President. This chain of command to a large extent tends to constrain effective and efficient systems of resource mobilization, allocation and accountability.

At the institutional level, school committees and Board of Governors for primary and secondary schools undertake management respectively. Households and communities play a significant role in the provision and maintenance of physical infrastructure, instructional materials and equipment. The Parents associations, though not provided for in the Education Act, support the financing of the institutions.

The foregoing framework indicates that schools operate as integral parts of a community. The characteristics of the community may be significant in explaining the socio-economic background of the pupils in the school, and in suggesting the design of a suitable school programme. Due to this, there is need for a two-way communication in school community relations.

Information gained through school community contact helps the head teacher to co-ordinate school activities with those of other agencies (thus avoiding conflict) as well as endorse appropriate supervision to ensure a smooth liaison of the two.

On school-community relationships, communication is very vital; a school seeks to provide information and to obtain reaction to its programmes and activities. Due to this, there is mutual influence of the school on the community and community on the school.

Effective machinery has been put in place right from the Ministry headquarters to the grassroots level (school).

Picking from the district level, the management of primary education is the responsibility of the local authority. These authorities include municipalities and county councils. However, the Ministry of Education appoints members of District Education Boards directly involved in the management of primary education (see *Box 5* for details on the composition and functions of the bodies).

Box 5. Composition of the District Education Board

- The Clerk to the council of the local authority.
- Three members nominated by the local authority.
- Provincial Director of Education.
- Six members to represent other interests.
- Three members nominated by the manager or sponsors of the schools under the Board's jurisdiction.
- One member nominated by the teachers union.
- The District Education Officer is the secretary to the Board.

■ Functions of District Education Boards

Education development

It is the responsibility of the DEB to submit to the Minister plans for the development of education in the area and advice the Minister on establishment of new schools.

Finance

- Prepare and submit estimates of revenue and expenditure for the Minister's approval.
- DEB is authorized to receive grants and to administer such grants in accordance with the approved estimates of expenditure.
- Prepare statements of account for auditing purposes.

School management

The management of schools within the area is the responsibility of the DEB, but due to the numerous numbers of primary schools, school committees are directly responsible for the day-to-day management of primary schools.

Composition of school committees

The management board of a primary school is called a school committee. However, the management functions of parents' associations complement those of the school committees. School committees are governed by Education Act regulations, which state that: every primary school committee established by a local authority must consist of the following members appointed by DEB:

- three persons appointed by the local authority who need not be councillors of the local authority;

- eight parents nominated by the sponsor of the school in the case of church-related schools, appointed by the local authority from among persons dedicated and experienced in the field of education;
- two members from DEB.

The committee elects a chairperson at its first ordinary meeting. The school head teacher is the secretary to the committee.

Procedure for control at school level

1. DEB – highest authority at district level
2. Board of governors/school committees
3. Head teacher
4. Deputy head teacher
5. Heads of departments
6. Class teachers

Functions of the school committee

- In respect to a sponsored school, maintain the religious traditions of the school.
- Advise the local authority on matters affecting the general interest of the school and the welfare of the pupils.
- Exercise general oversight regarding admission of pupils to the school and discipline.

Parents' associations

The role of the parents' association in the management of primary education has increased considerably in the recent past. However, the history of parents' involvement in primary schools goes back several decades. From the inception of basic education in the country, parents worked in collaboration with religious leaders and missionaries to establish schools.

They provided land, constructed educational facilities and even paid a large share in the cost of education. Teachers in the initial stages of establishment of primary education were housed and even fed by the parents.

Membership of parents' associations

Following the Presidential Directive of 1980, all primary schools in the Republic of Kenya are required to establish a PA to replace PTAs. All parents with children enrolled in the particular school automatically become members of the schools' PA.

Functions of parents' associations

Having looked at the membership of PA, let us now focus on its functions.

The major function of the PA in any school in Kenya is to raise funds for the school expenditures that are not covered by grants from the MoEST. These funds are raised on a Harambee (that is, voluntary) basis.

The funds raised are spent on school buildings such as classrooms, offices, teachers' houses and latrines as well as school activities.

Head teacher's position in management

Although head teachers are appointees of the Teachers' Service Commission, they represent the higher authorities in the hierarchy of educational management in all public schools. Government education policies, as directed by the MoEST are implemented at school level under the guidance and supervision of the head teacher.

The head teacher is accountable for all activities of the school including discipline for both teachers and pupils/students. Besides,

she is responsible and accountable to the employer, her profession, and the community/parents she is serving, and other agents charged with education provision. As mentioned earlier, the head teacher's roles include leadership, supervision and inspection. The school head is expected to demonstrate superior intellectual and moral characteristics as an educator. The head teacher is also responsible for school finance. The head teacher is regarded as the instructional leader of the school programmes. In this role, she is expected to possess superior knowledge of the curriculum and relevant pedagogical skills in order to improve the teaching and learning process in the school.

Management of community schools

Like in public and private schools, school committees are responsible for the management, development, planning, discipline and budgeting of schools, but the District Education Officers have no responsibility for the education offered in the schools since they do not supervise community schools. The District Education Board and other government education bodies at the district and provincial levels do not play any role in the management of community schools. Parents' associations are involved in school activities as in public government schools.

The study revealed that most of the schools are managed by school committees composed of parents, sponsor, head teacher and local administrator (chief or area councillor). Members are both men and women, and the committee meetings are held at least once a term and when need arises. The level of education of the members depends on the catchments and hence ranges from least educated to those who have attained at least a secondary level of education. In the private community schools, the committees are comprised of professionals drawn from various fields. The headmaster and the head of the school board are the most important participants.

The role of school committees include:

- planning and implementation of school programmes on behalf of parents;
- school management;
- budgeting;
- collection of school levies;
- determination of teachers' salaries;
- employment of both the teaching and non-teaching staff;
- discipline of students, the teaching and non-teaching staff;
- overseeing construction of school buildings including classrooms, and toilets;
- settling legal issues affecting the school, soliciting for funds from donors and sponsors;
- supervision of teachers;
- overseeing curriculum implementation.

The efficiency of the committees in service delivery are constrained by conflict of interest in the case of NGO supported schools, lack of defined roles for school committees and the sponsors, inadequate facilities and financial resources. In one of the community/NGO-supported schools visited, the school committee was unsatisfied with the management procedures of the school. The sponsor, in collaboration with the head teacher, had autonomous powers in decision making and in most cases the committee contributed marginally, mainly in disciplinary matters. However, when discussing the community views concerning formal registration of the schools, the committee members indicated some fears on seeing their school taken over by the government; implying a high cost for the community.

Box 6. Gatoto Primary School

Created in 1994 with five untrained teachers and 370 learners, Gatoto Primary School has a staff of 24, teaching 900 students in 2001/2002 within a facility made of 17 classrooms built by the community leaders with funding from donors. The school was established in order to provide educational opportunities to the children in the settlement who used to go on the streets because the nearest public schools were three and a half to five kilometers away. The role of the local chief was instrumental in the early stage of the development of this school, which is currently endowed with an annual budget of 4.5 million Kenyan shillings mostly financed by the sponsors. Several international donors such as World Vision and a German NGO (Denis of Brian) provide essential funding for the school. Initially parents paid KShs.200 per term for each child, but with new donors, they pay only KShs.50 per term. The school feeding programme was set up in 1997 and it attracted more children to the school. The school does not own the land where it is built. The land belongs to the church and the school has difficulty expanding in order to accommodate all the children who want to attend school in the area.

The learners come from the slums and many of them are from single parent families. School uniforms are required. A pupil may be sent home because of the lack of uniform, but not for lack of school fees. Many children do not pay the full fees. The parents' contribution amounts to 10 per cent of the school budget and they complain that the management team does not seriously consult them because of the great influence of donors. The school committee members and parents would like to see the government take over responsibility for teacher's, but do not wish to see fees increased as has been the case in most public schools in recent years. The main fear for all is the withdrawal of donors. The other problem is related to the land issue. Many children in the area, including some HIV/AIDS orphans could not attend the school because of lack of space. The expansion of the school facilities is necessary but the issue of land remains the main constraint.

All the teachers are paid from the grants provided by donors. Most of the teachers (80 per cent) are fully trained and the school performs in the top per cent of Nairobi schools. Salaries however are below the TSC salary scale. In contrast to the case of Kangemi described above, inspectors visit the school at least once per term. The main worry of the teachers is the sustainability of their conditions. They fear that once the donors stop financing, they will be out of work or be paid meager salaries. They wish the government could absorb them into the main system.

On the other hand (with the exception of major NGO supported and managed community schools where the administration is adequate) in most community schools the management teams are very weak and this creates a problem for the proper delivery of education. In some cases, the management teams, in order to protect their own interests and privileges, deliberately neglect to promote their relationship with the City Education Department. One of the reasons for this is that the managers may lose their jobs if their weaknesses are uncovered by the inspectors/advisors from the Ministry. Some others are afraid to request the training of their staff even though they recognize its importance in the better management of the school activities. They complain that inspectors and advisors from the City Council ask for payment by the school before such services are delivered. Given the limited resources of the schools, it was difficult for them to pay for advisory services from the City Education Department.

Pedagogical development and supervision in Kenya

Supervision means primarily improving classroom instruction as well as sound management.

It is the function of the Inspectorate Department within the Ministry of Education to ensure that all educational institutions are supervised through regular inspection. The primary purpose of inspection is three-fold. It is concerned with the teacher's growth on the job, his learning or more efficient methods and his better performance and learning on the job. The following helps to achieve these:

- in-servicing training;
- team teaching;
- co-operation in matters pertaining to:
 - objectives;
 - curriculum;
 - methods of teaching;
 - sharing and interpreting the programme to the community;
 - legality of the Inspectorate, stipulated in the Education Act, Chapter 211, Section 18 of the Laws of Kenya;
- the Inspectorate is a prime mover in steering the establishment, improvement and maintenance of educational standard.

The mission of the MoEST in Kenya is to provide, promote and co-ordinate life long education training and research for sustainable development.

To support this overall mission, the Inspectorate Department is geared towards establishing, maintaining and improving educational standards.

While the mission statement provides broad terms of reference, vision statements are intended to take us forward to a desired state of affairs in future. The MoEST vision statement is: "*Quality education for development*".

To attain this vision, the Inspectorate provides quality assurance feedback to all educational stakeholders.

Inspectorate goals are based on the national goals of education in Kenya. One fundamental goal of education in Kenya is to prepare and equip youth to be contented and useful members of the society. To be happy they must learn and accept the national values and to be useful they must work towards the maintenance and development of Kenyan society.

To achieve its national goals, the MoEST has two complementary objectives namely:

- quality assurance;
- quality development.

Quality assurance

This is achieved through the inspections of educational institutions and thereafter giving feedback (reports are sent to individual institutions and to the MoEST for necessary actions).

Quality development

This is achieved through the work of the advisory services, the provision of staff development opportunities and the development of learning and teaching materials.

To enhance its performance an INSET unit was recently established at the Ministry level to co-ordinate and manage all future in-service programmes in Kenya.

Through inspection feedback, classroom observation, and in-service courses for teachers are organized at school, zonal, division, district and the national level.

It is the concerns of the Ministry that all teachers get continuous support to enable them to perform their duties well.

Teacher training and in-service programmes enhance teachers' professional development. To echo this, the INSET unit is currently engaged in a programme targeting three teachers in all primary schools (School-Based Teacher Development programme). The programme is geared towards producing a reflective teacher, who is ready to challenge their own performance.

All stakeholders are involved in the ongoing support. At the grassroots level, head teachers, Teachers' Advisory Centre (TAC) tutors, zonal inspectors are well equipped to support teachers.

Secondary teachers are not left out; their skills, attitude and knowledge are being enhanced through numerous programmes. The Strengthening of Mathematics and Science in Secondary Education (SMASSE) project is one of the initiatives currently targeting the teaching of sciences.

Before any in-service programme is initiated the following stages are followed:

- needs identification;
- needs analysis;
- designing the programme.

For continuous progression support and for better management, school managers are given special courses, on how to manage human resources.

In-service programmes are geared toward inculcating practical skills and approaches, which prepare the teacher to be a medium for translating teaching/learning into a learner centred process. To

achieve this regular in-service programmes are organized for continuous professional development.

Both school inspectors and teachers advisory tutors (TAC tutors) continuously receive training programmes on teacher professional development to enable them give adequate support.

Pedagogical development and supervision of community schools

As most community schools are not registered, they do not receive most of the supervisory services of the Ministry and the City Education Department.

Teachers in community schools do not attend in-service training provided by the inspectorate, because they are not usually informed about such training activities. They do not receive the inspection visits and this has a serious implication for the quality of education delivered by those teachers who, not only are under-qualified to teach, but who also lack all pedagogical support. In cases where the headmasters or other teachers in schools are trained teachers, they organize their own training sessions for the untrained ones in the use of the syllabus, curriculum and teaching material, and in preparing lessons. These training activities for unqualified teachers in community schools are irregular, and insufficient for efficient delivery of good quality education.

Examinations

Despite the fact that most of the community schools are not registered by the MoEST, they follow the formal education system and students have to undertake the national examinations at the end of either primary or secondary school cycles. The unique scenario, given that these schools are not examinations centres, is that the pupils are registered as private candidates paying a higher examination

fee, hence disadvantaged during form one selection. The school administrators are compelled to lobby with individual secondary school head teachers to secure form one vacancies for pupils successfully completing Standard 8. Fees charged for the examination for those students registered as private candidates are the double of what students from the registered schools pay. The study was not able to analyze the efficiency of the community schools in terms of retention, repetition and success in the national examination. However, the review of the KCPE results for a few of them indicate that there is a wide variation in the quality of these schools. The majority of them appear at the average to lower end of the ranking of their respective district schools.

It appears obvious that the national goals for improving the provision of quality basic education, which are set by the MoEST under the quality assurance and quality development programmes, will certainly not be met in community schools as long as the current conditions prevail.

Box 7. Reuben Centre

Started in 1986 as a community school, Reuben Centre was sponsored as part of a group of centres established and managed by the Sisters of Mercy organization, an international foreign NGO. Its management has changed hands several times: The first change took place in 1992 when a Japanese NGO, the Japanese African Education Fund, took on the responsibility of financing and managing the center. In 1997 the center was handed over again to the Christian Sisters of Mercy organization, and since 1999 it is sponsored and managed by Christian Brothers, from Australia.

In 2001/2002 the school had an enrolment of 730 learners and 25 teachers, four of whom are appointed by TSC. The 21 other teachers are paid by the sponsors, at a pay scale that is lower than the one in government schools. The non-TSC teachers receive an average salary of KShs.6,900 per month. All these teachers are qualified trained teachers.

It has an annual budget estimated at KShs.5,000,000 with which it runs, beside the primary school, a nursery, a clinic as well as a social service within the same premises. In addition a vocational training programme (tailoring and wood work) is being carried out under the management team of the center. Parents pay only KShs.200 per term for each learner, and school fees amounted to about KShs.350,000 in 2001, a small proportion of the total budget. Fees are generally waived for orphans in the school. A school uniform is required. A school feeding programme is not regularly implemented in the school. Textbooks are provided while parents pay for other writing materials.

There are not enough facilities to accommodate all the children in the settlement and it is estimated that 50 per cent of the children of schooling age in the zone are not in schools.

The major concern of the schools is the sustainability of the school once sponsors drop out, as it has been the case in the past, or when funding is not guaranteed during the period of change-over of sponsors. The school is normally supervised by the City Education Department and was ranked 11th in performance out of 30 schools in the district in the 2001 national examination, and could be considered as one of the better community schools.

5. Costs and financing

Significant and consistent investment in education in relation to other sectors has been the hallmark of the Kenyan education system since independence. Empirical evidence indicates that more than 60 per cent of the investment in education is derived from the public

sector. The public expenditure on education as a percentage of GDP averaged about 5.7 per cent in 2001, and the proportion of education expenditure as a percentage of total public expenditure has increased tremendously over the last decade to about 36 per cent in 1998 before declining to about 33.3 per cent in 2001.

However, recurrent expenditure dominated by teachers' pay continues to command the largest proportion of the aggregate education budget. Primary education gets the largest share estimated at about 60 per cent, followed by secondary and university education, which receive 20 per cent and 16 per cent, respectively. This means that children up to the age of 13 years are provided with at least some chance to engage in schooling. Teachers' salaries account for 95-97 per cent of total public recurrent education expenditure leaving less than 5 per cent for development, including teaching-learning materials, textbooks, inspection, planning and administration. On the other hand communities provide physical infrastructure while parents cover other costs including uniforms, text books, examination fees, tuition, transport among other indirect costs.

Nevertheless the above financing mechanism applies only to schools recognized by the MoEST. Since the community schools do not qualify for any form of government support, their financing is the responsibility of the communities and, sometimes, of the sponsors. The institutions charge a levy on parents in order to bridge their financial resource gap, that is, payment for teaching and non-teaching staff, purchase teaching-learning materials, among others. Besides, the fee charges are not based on set fees guidelines. Therefore the schools charge a fee based on their financial demand. The irony is that poor parents have to pay dearly for the education of their children, unlike their counterparts in the government schools which benefit from government support and subsidies including payment of teachers' salaries, payment of non-teaching staff by city, municipal

and county councils in some regions, and provision of some teaching-learning materials.

The major expenditure items in the community schools include teacher pay (the highest component of costs), school furniture, teaching and learning materials, school feeding and physical infrastructure. Financing resources are obtained mainly from school fees and donations from well-wishers or sponsors. The school fees charges varied among schools. In one of the schools the school fees was about KShs.300 per month or KShs.2,700 per annum while in another it was about KShs.4,000. Teachers' salaries ranged between KShs.3,000 and KShs.3,500 per month. Owing to these inconsistencies in fees payments, the teachers in some of the schools are paid only during school months (nine months in a year) and in instalments depending on the school's revenues. This also explains why teachers' employment is not secured through a legal framework such as a contract. The school management needs flexibility to end employment when fees collected are not able to cover all the salaries. These factors contribute towards teacher demotivation and lack of job satisfaction.

The above mentioned fees paid in community schools are, however, insignificant when compared to the total costs for a child attending government public school in Nairobi. In general, at the primary school level schools do not 'officially' charge any fees from parents. Nevertheless, it is a common practice that in many public primary schools different sorts of fees are raised by the PTA every year. These fees are of twokinds, (a) the school fees which are legal and managed by local authorities, and (b) other fees, including development fees, user fees, and the disproportionately high joining fees for new parents. The amount charged for the latter depends on the performance ranking of the school. It may vary from KShs.5,000 to KShs.20,000 per new parent. These fees are used for

the development purposes of the school facilities. In addition parents must pay for uniforms, books and other learning materials.

At the secondary level, there is a tuition fee, which depends on the category of the school. There are three categories of secondary schools in Kenya: National, Provincial and District. The amount also depends on the geographical location of the school. The amount ranges from KShs.10,000 to KShs.26,000. Fees are paid per term and cover the expenses for the personnel (non-teaching staff), boarding and equipment (for boarding schools), repairs and maintenance of schools premises and facilities, electricity, water, conservancy, local transport and travelling for sport and cultural activities, medical coverage, development levy and contingencies. High costs in public government schools are one of the main reasons for the current development of community schools.

It is worth noting here that – despite the significant share in primary schools in urban settings in Kenya (estimated 19 per cent of enrolment in primary schools in Nairobi) – the incorporation of the salaries cost for community school teachers and of other recurrent costs in the government budget will not affect significantly the budget of the government, since community schools are concentrated only in the major cities. Nevertheless, by taking charge of these costs, the government will greatly contribute to the education of marginalized groups of children and redress the injustice that has been part of the education system for so long.

6. HIV/AIDS and education: impact, awareness, and challenges

Like in most sub-Saharan African countries, the education sector in Kenya has faced various challenges such as declining access, participation, quality, performance and internal inefficiencies, rising costs and declining government financing in relative terms. Gender

and regional disparities are also evident. The most affected include girls, children with special needs, children from disadvantaged regions such as arid and semi-arid lands (ASAL), children with special needs in terms of protection or children adversely affected by disaster (street children, working children and orphaned children), ethnic minorities, children of the internally displaced, children from especially difficult circumstances (pockets of poverty in rural areas and slums in urban areas). This latter group of children, living in urban slums, makes up the majority of the catchment's population for the emerging community schools in Nairobi.

This situation is associated in Kenya with a combination of socio-economic and cultural factors including the operation of cost sharing referred to above, and its impact on the poor and vulnerable groups in society. Currently, at least 56 per cent of Kenyans are living in poverty and the highest ten per cent, in terms of income quintile; hold about 50 per cent of the country's wealth. Other challenges include the alarming effects of HIV/AIDS on pupils, parents and teachers

Currently, 2.5 million Kenyans have succumbed to the disease and over two million out of the 30 million are infected. The average age of HIV/AIDS deaths is between 25-30 years for men and 20-30 years for women. Regional and gender disparities are also evident with major towns having higher preference (16 to 17 per cent) as compared to rural areas (11 to 12 per cent). Eighty to 90 per cent of the infected fall into the 15-49 years age bracket. And, it has been reported that the dismal economic performance (GDP growth rate was estimated at 1.2 per cent in 2001 and negative 0.3 in 1999) and increasing costs and declining government financing recently in Kenya were partly due to the effects of HIV/AIDS.

The interactions between HIV/AIDS pandemic and education, particularly on the evolution and organization of community schools can be viewed in two perspectives. The impact on demand and supply of education in terms of the education systems, and how education can be used to prevent the transmission of the disease. The disease also impacts on the quality of pedagogy as well as management, organization, costs and availability of financial resources.

At macro and micro levels, the scourge reduces the amount of resources available for financing education both by the government and households/communities. Consequently, the national budgetary provisions are skewed towards HIV/AIDS care and prevention. At micro level, household resources that could otherwise be spent on the provision of teaching-learning resources (textbooks, tuition, transport, uniforms, writing materials) are spent on purchasing medicine for the infected family members. This scenario is likely to lead to internal inefficiencies as implied by significant school wastage rates. Many drop-outs have been noted especially by HIV/AIDS orphans, or those staying out of school to take care of the sick family members. The pandemic leads to teacher absenteeism and loss of trained teaching personnel through death.

On the other hand, education has been identified as a potential channel for prevention and reduced spread of the pandemic. Various programmes that are in place include introduction of HIV/AIDS related curriculum innovations and campaigns to enhance the awareness and prevention of the transmission of the disease.

The observations and interviews during the visits to schools and to a HIV/AIDS control centre showed a great degree of awareness among the teachers and students about the pandemic in the country. AIDS campaign posters were seen in school compounds and in many classrooms. The regular school curriculum contains weekly lessons

on HIV/AIDS and, in some secondary schools, special seminars on the issues are organized by teachers and councillors from local NGOs working for the AIDS campaign. It was noticed that only one case of AIDS related teacher death was reported during the visits. No report was made of abnormal teacher absenteeism or teacher attrition, which could be associated with the effect of HIV/AIDS in the schools visited. Only one case of student death was reported related to HIV/AIDS. Given that records of the schools do not contain information on past students it was not possible to assess what has happened to them.

The assessment of the head of the HIV/AIDS Control Centre in Kajiado town indicated the difficulty of differentiating between the professions of the patients who have died of AIDS. It was not possible from her records to know the number of teachers who have died of AIDS in the hospital over the last few years despite the increasing number of HIV/AIDS patients (about 30 per cent of the in-patients are HIV positive). In general students are not tested for HIV.

Nevertheless, some of the effects of HIV/AIDS on education in Kenya are revealed by the difficulties in educating HIV-positive and/or orphaned children. The case of a Nairobi based HIV/AIDS orphaned children's home, Nyumbani, showed some of these difficulties. Created in 1992, Nyumbani is a home for more than 200 AIDS orphaned children aged from a few months to 18 years. The centre also operates an outfit programme where a larger community is engaged in caring for more positive children who are placed in foster houses. There are about 460 children in the outfit programme in Nairobi area (it is estimated that there are more than 150,000 HIV positive children in Kenya). For the children living at Nyumbany, the pre-primary schooling is provided within the centre, and the primary schooling is provided through other primary schools in Nairobi areas. It should be noted here that Nyumbany has in the past registered all the

children in private schools as public schools were reluctant to admit children from the centre.

The HIV positive children in the outfit programme are registered in normal public schools but their health conditions are not revealed to the schools. The recent administrative circular sent by the Nairobi City Education Department to all the City Council administered school aimed at insuring that the public school system avoid discrimination against HIV positive children (see copy of the circular in the *Appendix 3*). However, two main concerns are raised by a number of headmasters in the public schools. The first one is the attitude of some parents who, because of the lack of proper information, are worried about having too many HIV-positive children attending school with their own children and who may attempt to withdraw their children from those schools where there is a higher number of HIV-positive children. The second issue of concern is the one raised by the teachers who do not know how to handle children with HIV infection. An example is how to react when children playing together in the compound get injured, if some of them are HIV-positive.

It may be important for the ministry of education, the Nyumbany Home and other such institutions in Kenya to organize regular consciousness and information dissemination seminars on HIV/AIDS with parents and teachers in public schools in Nairobi and other parts of the country in order to mitigate these fears among the concerned people. Without such a sustained action, the increase in the effect of the HIV/AIDS pandemic and its orphans will exacerbate the situation of community schools.

IV. FACTORS AFFECTING THE DEVELOPMENT OF COMMUNITY SCHOOLS

Several problems face community schools in Kenya and seriously affect their contribution to the country's goal of reaching universal basic education. Following are the main issues and challenges.

Management and supervision

Most of the community schools are registered by the Ministry of Culture and Social Services as community-based organizations and adult education departments while others are not registered and hence lack legal recognition as learning institutions. Consequently the Teachers Service Commission does not have responsibility for teacher registration, recruitment and discipline. The role of local authorities and municipalities in the provision of education, and at least in providing management support for the schools, is unclear. Provincial and District educational authorities who are expected, under the Education Act, to provide professional advice to schools and teachers, and instructional materials, do not follow through on that responsibility.

In most community schools the management teams are very weak and this creates a problem for the proper delivery of education. Some of the management teams neglect to establish good links with, or do not try to strengthen their relationships with, the City Education Department. This situation is due to a fear that the managers have about losing their jobs if their weaknesses are uncovered by the inspectors/advisors from the Ministry. Although they would consider their training by officers from the Ministry, some managers avoid undertaking the necessary steps to approach the City Education

Department, believing that they will have to pay before they receive the training. It was noted that common practice is that inspectors and advisors from the City Education Department ask for some kind of payment from the school before services or staff are delivered.

It may be wise for the government to undertake, at the end of a further study on these schools, an open dialogue with managers of community schools in order to identify ways in which some administrative and management training could be provided to their managers. This implies that ways and means are to be found in order to create an appropriate legal framework for insuring recognition and supervision of community schools.

Costs

Costs for running the community schools are major challenges for the school boards and schools managers. As public schools charge prohibitive levies contrary to the legal education financing provisions (which has led to the development of community schools) the costs of running the community schools create a limit to their expansion, and a related increase in access to basic education. Although limited mainly to the urban setting, and mostly in Nairobi, where these schools enrol over 17 per cent of the children in primary schools, in the province they play a crucial role in increasing access to basic education as they address the educational needs of the most deprived part of the city population. The current decision of the government to wave all costs for parents in primary schools will be beneficial for expanding access to government public schools and reduce the need to increase facilities at community schools. However, given that available places in those schools are limited, efforts should be made by the government to consider taking charge of the salaries and other recurrent cost of community schools before pupils attending these schools can benefit from the new programme.

Teaching staff

Most teachers in the community schools have not attained relevant pedagogical training and are therefore limited in their ability to ensure delivery of quality education services. They lack job security if no contract is signed, lack professional development opportunities, guidance and counselling skills, are poorly motivated, and dissatisfied with their employment. This is a major problem affecting the quality of education delivered in community schools and the government needs to address it urgently. New community schools should not be allowed to operate without qualified teachers.

Land and physical facilities issues

Most of the community schools are situated on land owned by the sponsoring institutions such as churches or under registration of respective community-based organizations (CBOs). This poses a great challenge to the running of the schools as it results in legal conflict, sharing of the resources or the school is constrained from expanding without consent from the registered body. If land was provided by the City Council to the school, this would facilitate the registration of the school with the MoEST and the schools could be expanded in order to accommodate more learners.

Most school buildings, including classrooms, offices, and latrines, were generally in poor condition. Rooms were poorly ventilated, and halls subdivided to enable sharing by different classes. Indeed, this is an area where government support in terms payment of teachers' salaries will loosen financial pressure on school committees and allow them to improve facilities using funds collected by them.

Teaching-learning materials

Availability of books is inadequate. If the government takes over the expenses for the staff salaries as is the case in all public schools,

the communities and the parents would be able to mobilize resources for the provision of books and other teaching materials.

Ways to improve the teaching process

The improvement of teaching and learning in these institutions should involve:

- Development of supervisory strategies, which include quality development geared towards the attainment of the goals and purposes of education.
- The government should consider registering the community schools as either Government or Private or as community schools depending on the management preference.
- All learning institutions of informal setting should be required to provide and honour employment contracts with both teaching and non-teaching staff.
- Within the framework of free primary education, the already-established and operating community schools in informal settings should be legally recognized and hence targeted within the proper programmes within the Ministry, including school feeding, provision of textbooks, teaching staff, pedagogical development, provision of grants and bursaries.

Examination fees

Students are registered as private candidates in both KCPE and KCSE implying double examination charges as compared to their counterparts registered as public candidates. The policy of examination fees should be reconsidered within the context of the broad ongoing education reform in the county. Discrimination during form one selection was also reported. This situation may be a potential source of corruption among educational administration staff. Efforts must be made to address these inequitable patterns.

Sustainability of the funding

Given the unplanned nature of these schools, sustainability is a major issue of concern. This is the principal concern to all community schools, which rely heavily on donors' support for their financing. Staff salaries being the main component of the school budget, a take over by the government of this component or subsidies to the school committees for this purpose, will alleviate the fear for the sustainability of community schools.

Data for planning

To a large extent, the schools do not provide the annual statistics as required by the Ministry and hence are not captured within the education planning systems. This requires that the MoEST institute a national survey of all types of schools in the country in order to ensure accurate planning and policy formulation that includes every learning institution. On the other hand, the lack of proper record keeping by the community schools will make it difficult for a self-evaluation by the schools with a view to improving their performance.

Role of sponsors

Need for legal provision of the same in order to avoid conflict of interest between the management and the sponsors. Some of the schools lack recreational facilities including play grounds since they are located in premises not designed for school structures.

School wastage and lack of opportunities for the graduates

The problem of school drop-outs is evident in the community schools and results in children in the streets if parents cannot afford basic needs including food and shelter. It is also important to note that the lack of clear opportunities for those who graduate from community schools but cannot be admitted into the public secondary schools will impact on the future development of community schools.

In other words, as most students who register in form 8 in community schools and sit for the end of primary school examination perform poorly, in general, they will not be admitted into state competitive secondary school system. This will eventually lead to parents becoming discouraged with sending children to community schools.

Expecting this kind of reaction from parents in the near future, as many children in community reach Standard 8 level, some school heads and school managers are thinking about creating their own community vocational schools with a view to training graduates from their own schools. However, the costs of erecting and running vocation schools being much higher than what are needed for the primary school, which are already not affordable for many parents, it seems unclear how such projects will succeed.

V. CONCLUSIONS AND RECOMMENDATIONS

1. This study has revealed that community schools are an urban phenomenon and mostly located in the slum areas. They have evolved over time and will expand owing to increased demand for educational services where public schools are either not available or costs are unaffordable. They represent more than 18 per cent of the enrolment in primary schools in Nairobi. However, though the City education authorities are informed about their existence, there exists little, if any, knowledge gathered about the general conditions of educational delivery in these schools. This state of affairs calls for immediate action.
2. This study shows that community schools play an important role in providing alternative channels for students enrolled in non-formal education to join the formal education system. Whereas it is important to note that education offered in community schools does not always abide by policies, norms, regulations and standards established within the legal education framework, it is important for the government to acknowledge the role that these schools play in increasing access to and participation in primary education to many marginalized groups. The government, within the free education policy framework, is duty bound not only to maintain the quality of education offered in the community schools, but also to support the schools (both government and community initiated schools) through the provision of teaching-learning materials, teacher training, school feeding, pre-service and in-service training of teachers, and meeting part of the teachers' and non-teaching staff salaries. It is incumbent on the government to develop sustainability measures to ensure continuity of the

programmes after donor withdrawal in many of the community schools.

3. It was noted that management in the community schools raises problems because these schools do not always comply with the rules guiding school management as they are set by the Ministry of Education. This has a negative implication for the teaching learning conditions. Within the current education framework in Kenya, it is vital that education management, financing and planning systems are reviewed with a view to linking and supporting community involvement in the management and financing of learning institutions. Local communities have an important role in the process of identification and mobilization of available resources within their localities, towards providing education. The government, through the current systems in the MoEST, should assist school committees in poor resourced schools to develop transparent and accountable management systems that recognize the cost burden of education being borne by parents and communities in pockets of poverty that have no access to public or private educational facilities.

The government should develop flexible legal systems that accommodates the innovative practices in the schools. The community schools have the potential to capture students not within the formally recognized learning institutions, and hence ameliorate deficiencies in the public formal education system, including non enrolment, high costs, declining government financing and school wastage.

4. From this study it was not possible to access the full impact (qualitative) of community schools on the provision of basic education in Kenya A further study may be needed to analyze the effectiveness of community schools' contribution to the provision

of quality basic education, and to design appropriate policy instruments for their improvement.

5. Further study is also required on the real community contribution towards education funding and management in both urban and rural areas in order to guide policy appropriately. If the cost-sharing policy provides for government funding teacher remuneration and construction of schools while communities support operational expenses in government schools, it appears evident that parents in poor community schools pay more for the education of their children than those parents who have their children attending public schools in rural areas because the former bears the full costs of educating their children. The findings from such an additional study will design appropriate measures for an equitable resource distribution in education.

The redistribution of government education finance that includes community schools will only have a marginal impact on the total education budget, considering that education already represents 33 per cent of the state budget, and the small size of community schools compared with the total education system. By taking charge of the costs of community school teachers', the government will not only help improve the quality of education offered through community schooling, but it will also guarantee the sustainability of these community initiated education programmes and correct the educational opportunity bias against the poorest part of the society. This option should be taken into consideration within the current poverty reduction/eradication strategies and Mid-Term Expenditure Framework (MTEF).

6. Although the level of HIV/AIDS awareness seemed to be high among community schools teachers as well as among teachers in public schools, there is still a need for the HIV/AIDS sensitization

workshops organized by MoEST in order to sustain the current efforts by the NGOs focussing on target groups including teachers of all types of schools and parents. Such workshops will equip these groups with practical skills when dealing with children who may be injured when playing in school premises.

7. The MoEST should extend supervision and inspection services to the schools owing to the fact that the schools are following the formal education curriculum and students undertake the national examinations regardless of the fact that the teachers are untrained and are not targeted within the formal in-service programmes. All these factors effect the quality of education offered. The issues of teacher motivation and professional development should be addressed.

In relation to teacher motivation and professionalism, we recommend that the institutions concerned ensure job security, offer attractive salaries, conducive working environment (comprising of good classrooms, desks, playgrounds, offices and libraries); provide teaching-learning materials, teacher housing or allowances and accredited training of the serving teachers. The government, in collaboration with relevant stakeholders, should design mechanisms for financing community schools with trained teachers and assisting the untrained teachers already in the schools to undertake professional development programmes identified through needs assessment.

8. One potential practical solution to the problem of teachers in community schools could be for the government to absorb the teaching staff in community schools, and pay the normal salaries to those who have the qualifications required by TSC. In the case of those who have not reached the required qualifications, but have been committed to teach in their respective schools for several years, they should be given an approbatory period of four

to five years in order that they upgrade their qualifications to the required level before their salaries are at par with the other TSC teachers. Those in the later group of teachers would then be encouraged to attend evening classes, or holiday training or distance education programmes for teachers during the approbatory period. The government should continue to pay them appropriately set regular salaries during the probation period. If at the end of that period they have not reached the required qualification, they could be dismissed from the school teaching staff.

9. Sustainability of school incentive programmes, such as school feeding and medical services, should be instituted. Evidence from some community schools show that the implementation of school feeding programmes is a real incentive to attend schools for children from lower income families in the society.

Based on the analysis of community schools carried out in this study, the policy implications and recommendations above, will be considered as starting points for feasible policy formulation and implementation that gives recognition to the changing socio-economic environment in the country while ensuring provision of quality basic education to all Kenyans (and helping to improve community schools).

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APPENDICES

Appendix 1. Financing education

Table A1.1 Trends in expenditure, 1995/1996, 2000/2001

	1995/1996	1996/1997	1997/1998	1998/1999	1999/2000	2000/2001
Expenditure and net lending	151,283	159,768	194,965	197,341	175,119	244,456
1. Recurrent	122,455	132,551	160,279	165,331	156,535	205,888
Wages and salaries	45,886	48,171	62,146	63,253	65,861	69,511
Operations and maintenance/ Others	34,249	43,935	54,627	56,102	55,699	70,678
2. Development and net lending	28,828	27,217	34,686	32,010	18,584	38,568
Development projects	13,114	11,629	13,304	13,332	6,452	12,096
Appropriation-in-aid	12,866	13,112	19,007	17,727	10,252	13,038
DEFICIT(B-A)	(1,601)	(14,739)	(7,093)	(2,271)	1,801	(25,371)
FINANCING	1,601	14,739	7,093	2,271	(1,801)	25,371
Foreign financing	(65)	(6,634)	(7,135)	(8,745)	(19,337)	16,026
Domestic financing	1,666	21,373	14,228	11,016	17,536	9,345

Table A1.2 Total government expenditure as a percentage of GDP

	1995/1996	1996/1997	1997/1998	1998/1999	1999/2000	2000/2001
Expenditure and net lending	30.2	28.3	31.1	26.7	22.5	28.4
1. Recurrent	24.4	23.4	25.6	22.3	20.1	23.9
Wages and salaries	9.2	8.5	9.9	8.6	8.5	8.1
Interest payments	7.4	6.2	6.1	5.4	3.8	3.9
Domestic interest	5.2	4.7	4.8	4.3	2.7	2.7
Foreign interest due	2.3	1.5	1.2	1.1	1.1	1.2
Pensions	0.6	0.8	0.8	0.7	0.7	0.9
Operations & maintenance/others	6.8	7.8	8.7	7.6	7.2	8.2
2. Development and net lending	5.8	4.8	5.5	4.3	2.4	4.5
Development projects	2.6	2.1	2.1	1.8	0.8	1.4
Appropriation-in-aid	2.6	2.3	3.0	2.4	1.3	1.5
GDP at market prices (Kshs.Million)*	501,290	565,521	626,629	739,800	777,838	861,725

*Provisional

Source: *Quarterly Budget Review*, Ministry of Finance and Planning.

Overall expenditure (recurrent and development) increased from KShs.151.2 billion in 1995/1996 to KShs.244.5 billion in 2000/2001 to KShs.244.5 billion in 2000/2001 as shown in *Table A1.1*.

However, the expenditure as percentage of GDP declined from 30.2 per cent in 1995/1996 to 28.4 per cent in 2000/2001 in line with government expenditure and personnel rationalization programmes in the public sector. As a result, recurrent expenditure as percentage of GDP has declined from 24.4 per cent in 1995/1996 to 23.9 per cent in 2000/2001. Recurrent non-wage operating and maintenance (O&M) expenditures have grown much faster than the wage bill. Meanwhile, the trends in development expenditure have been mixed as a result of the unpredictability of donor disbursements. Thus, development expenditure decreased by one percentage point of GDP between 1996/1997 before recovering to 5.5 per cent of GDP in 1997/1998. It stands at 4.5 per cent of the GDP in 2000/2001, after decreasing to 2.4 per cent of GDP in 1999/2000.

Table A1.3 Government expenditure on social services (r + d) as a percentage of total expenditure, 1994-2002 (KShs.billion)

Year ending June	Education	Others	Total	Total GOK	GDP	Education as a % total social services	% Education/ total	Education % GDP
1994	19,741	7,080	26,821	84,297	400,679	73.6	23.4	4.9
1995	25,978	7,737	33,715	103,337	465,272	77.1	25.1	5.6
1996	29,411	9,885	39,296	114,039	528,739	74.8	25.8	5.6
1997	32,598	14,423	47,022	124,982	623,354	69.3	26.1	5.2
1998	44,045	16,366	60,412	122,308	694,029	72.9	36.0	6.3
1999	47,737	11,934	59,670	142,360	743,419	80.0	33.5	6.4
2000	49,611	18,000	67,611	184,120	796,343	73.4	26.9	6.2
2001	54,653	17,300	71,953	183,875	882,725	76.0	29.7	6.2
2002	68,244	24,479	92,723	234,835	969,354	73.6	29.1	7.0

The education budget constituted approximately 23.4 per cent in 1994 of the total government budget before rising to about 36 per cent in 1998 as a result of the increase in the teachers wage bill that year. In 2002, this proportion stood at at 29.1 per cent.

Table A1.4 Distribution of trends in public spending on education (recurrent not including salaries and development), 1997-2002 (mn)

	1997	1998	1999	2000	2001	2002*
RECURRENT EXPENDITURE						
Pre-primary education	8.8	8	3.78	6.2	5.94	6.69
Primary education	506.2	279.4	360.23	483.4	816.16	741.98
Secondary education	542.2	319.2	108.68	595.8	691.94	667.31
Technical education	292	446.6	613.6	726	790.76	865.77
Teacher training	171.8	196.6	190.2	185.8	145.16	177.08
Special education	54.6	60.2	73	81.6	47.39	54.49
Polytechnic education	153	187	201.6	195.4	251.24	320.84
Higher education	4,474.00	5,149.40	5,094.71	5,449.80	5,096.60	6,382.29
Miscellaneous	122.8	133	184.46	263.8		
TOTAL	6,325.40	6,778.20	7,030.26	7,987.80	7,845.19	9,216.45
DEVELOPMENT EXPENDITURE						
Pre-primary education	11.8	45.8	104	268.4	271.88	278.2
Primary education	282.8	310.4	160.8	284.8	235.86	150.2
Secondary education	22.6	10.6	14	2.4	9.3	3.1
Technical education	2.6	2.8	0.6		13.33	9.63
Teacher training	339.4	321.2	208.2	2.8	228.68	608.1
Special education	127	58.2	0.2			
Polytechnic education	1.2					
Higher education	489.8	839.8	1509.8	74.6	68.43	544
Miscellaneous						
TOTAL	1,277.20	1,588.80	1,996.80	633	827.48	1,593.23
GROSS TOTAL EXPENDITURE	7,602.60	8,367.00	9,027.10	8,620.80	8,672.70	10,809.70

* Provisional.

Kenya continues to show strong commitment to the education sector. Over the years more national resources have been allocated to education. The general trend has been a gradual increase in investments (both recurrent and development) as shown in *Table A1.1* above with the bulk of the expenditures being spent on primary education. The secondary education and the university sub-sectors have had the second and third highest increases in recurrent expenditures (see *Table A1.4*).

Teachers' wage bill by level, 1990/1991-2000/2001

Table A1.5 Recurrent expenditure by level including the teachers' salaries

Sub-sector	1996/1997	1997/1998	1998/1999	1999/2000	2000/2001
General administration	105.2	123.1	133.0	118	1,210
Pre-primary	88	6.80	-	-	-
Primary	16,719	24,878	25,580.8	27,607.7	28,075
Secondary	6,766	10,226	12,236.2	12,566.3	12,682
Technical	292	446.6	613.60	648.90	81.29
Teacher education	902	1,400.3	1,418.7	1,523.2	1,500
Special	601	84.8	44.3	47.6	58.1
Polytechnic education	153	187	201	205	251.0
University	4,474	5,149.4	4,322.2	5,434.74	5,862.89
Miscellaneous	120.2	7127	133	96	-
Total (KShs. millions)	30,070.2	42,434.8	44,334.1	47,599.6	48,404.9

Overall recurrent expenditure expanded by 60.8 per cent from KShs.30.1 billion 1996/1997 to KShs.48.4 in 2001/2002. The primary education sub-sector has continued to get the largest share of the overall recurrent expenditure of KShs.28.1 billion 2000/2001 followed by secondary education with KShs.12.7 billion in 2000/2001. Most of the expenditure in the two sub-sectors goes to personnel

emoluments predominantly in the form of teachers' salaries in secondary and primary schools. As a result of a 1997 teachers' salary review the expenditure on the two sub-sectors rose by 49.4 per cent from KShs.23.5 billion in 1996/1997 to KShs.35.1 billion in 1997/1998 and continued to rise gradually up to KShs.40.8 billion in 2000/2001.

The following are the main expenditure items in both primary and secondary education:

- teacher salary;
- inspection services;
- learning and teaching materials;
- food and accommodation;
- maintenance of building, equipment and vehicles;
- co-curricular activities;
- non-teaching staff expenses.
- school uniforms;
- curriculum development.

The government also gives subsidies to both primary and secondary schools. At Independence, the government provided most education, but this changed with the introduction of cost sharing where parents were expected to meet part of education costs. The government's main subsidies to schools and education institutions includes:

- teachers' salaries;
- textbooks and teaching materials;
- curriculum support to schools;
- inspection services;
- bursaries for secondary schools;

- grants to boarding primary schools and board of governors maintained schools;
- school feeding for ASAL areas and urban slum areas;
- planning.

Operation and maintenance

The maintenance and operation of the education institution has been the sole responsibility of the parents (household), communities and sponsoring organizations e.g. churches.

At the primary level, PAs in some districts employ teachers mainly for ECD classes besides paying for salaries of the non-teaching staff. They also develop and maintain all the facilities in schools.

The operation and management expenses are met through levies charged to the parents, both at the primary and secondary level.

Tuition fees

At the primary school level schools do not 'officially' charge any fees to parents. Nevertheless, it is a common practice that in many public primary schools different sort of fees are raised by the PTA every year. These fees are of two kinds, (a) the school fee, which is legal and managed by local authorities, and (b) other fees, including development fees, user fees, and the disproportionately high joining fees for new parents. The amount charged for the later will depend on the performance ranking of the school. It may vary from KShs.5,000 to KShs.20,000 for a new parent. These fees are used to develop the school's facilities. In addition parents must pay for uniforms, books and other learning materials.

At the secondary level, there is a tuition fee, which depends on the category of the school. There are three categories of secondary schools in Kenya namely: National, Provincial and District. The amount also depends on the geographical location of the school.

However, the amount ranges from KShs.10,000 to KShs.26,000. The breakdown is as follows as prescribed by the Ministry's fees guidelines:

School category	Fees per annum
National schools	KShs.26,000
Provincial schools	KShs.22,000
District schools	KShs.17,000
District day schools	KShs.10,000

Fees are paid per term and cover the expenses for the personnel (non-teaching staff), boarding and equipment (for boarding schools), repairs and maintenance of schools premises and facilities, electricity, water, conservancy, local transport and travelling for sport and cultural activities, medical coverage, development levy and contingencies.

Overall expenditure (recurrent and development) increased from KShs.151.2 billion in 1995/1996 to KShs.244.5 billion in 2000/2001 to KShs.244.5 billion in 2000/2001 as shown in *Table A1.1*.

However, the expenditure as percentage of GDP declined from 30.2 per cent in 1995/1996 to 28.4 per cent in 2000/2001 in line with government expenditure and personnel rationalization programmes in the public sector. As a result, recurrent expenditure as a percentage of GDP has declined from 24.4 per cent in 1995/1996 to 23.9 per cent in 2000/2001. Recurrent non-wage operating and maintenance (O&M) expenditures have grown much faster than the wage bill. Meanwhile, trend in development expenditure has been mixed as a result of the unpredictability of donor disbursements. Thus, development expenditure decreased by one percentage point of GDP between 1996/1997 before recovering to 5.5 per cent of GDP in 1997/1998. It stands at 4.5 per cent of the GDP in 2000/2001, after decreasing to 2.4 per cent of GDP in 1999/2000.

Appendix 2. Educational statistics

Table A2.1 Number of primary schools, classes, students, teachers – Kajiado District

Primary level					
Category	1997	1998	1999	2000	2001
Schools					
Government	175	186	188	190	196
Private	36	38	50	50	61
Community					
Total	211	224	238	240	257
Classes					
Government	1,682	1,716	1,752	1,718	1,797
Private	90	103	138	138	140
Community					
Total	1,772	1,819	1,890	1,856	1,937
Enrolments					
Government	49,807	51,391	52,782	53,442	52,849
Private			3,400	3,450	3,517
Community					
Total	49,807	51,391	56,182	56,892	56,366
Teachers					
Government	1,566	1,694	1,737	1,669	1,699
Private					
Community					
Total	1,566	1,694	1,737	1,669	1,699

Source: District Education Office, Kajiado.

Table A2.2a Distribution of students per grade in public schools – Kajiado District

	1996	1997	1998	1999	2000	2001
Standard 1						
Male	4,989	4,959	4,937	5,163	4,998	4,870
Female	3,939	4,106	4,030	4,021	4,038	5,785
Total	8,928	9,065	8,967	9,184	9,036	10,655
Standard 2						
Male	4,388	4,626	4,582	4,560	4,621	4,483
Female	3,428	3,575	3,696	3,645	3,770	5,238
Total	7,816	8,201	8,278	8,205	8,391	9,725

Table A2.2b Distribution of pupils per grade

Standard 3						
Male	4,106	4,094	4,379	4,296	4,119	4,213
Female	3,141	3,299	3,377	3,520	3,423	5,199
Total	7,247	7,393	7,756	7,816	7,542	9,412
Standard 4						
Male	3,605	3,850	3,906	4,063	4,186	4,173
Female	2,985	3,163	3,227	3,361	3,411	4,732
Total	6,590	7,013	7,133	7,424	7,597	8,905
Standard 5						
Male	3,241	3,260	3,486	3,440	3,369	3,412
Female	2,660	2,747	2,924	2,852	2,883	3,966
Total	5,901	6,007	6,410	6,292	6,252	7,378
Standard 6						
Male	2,799	2,885	2,939	3,041	2,922	2,913
Female	2,307	2,392	2,544	2,755	2,581	3,307
Total	5,106	5,277	5,483	5,796	5,503	6,221
Standard 7						
Male	2,466	2,646	2,677	2,714	2,778	2,853
Female	2,161	2,222	2,290	2,424	2,355	3,216
Total	4,627	4,868	4,967	5,138	5,133	6,069
Standard 8						
Male	2,004	1,922	2,081	2,036	1,906	2,015
Female	1,588	1,645	1,707	1,578	1,489	2,288
Total	3,592	3,567	3,788	3,614	3,395	4,302

Source: District Education Office, Kajiado.

Table A2.3 Number of secondary schools, classes, students, teachers – Kajiado District

Category	1997	1998	1999	2000	2001
Schools					
Government	16	16	16	16	17
Private	7	8	8	11	13
Community					
Total	23	24	24	27	30
Classes					
Government	110	113	117	125	128
Private	36	39	42	45	48
Community					
Total	146	152	159	170	176
Enrolments					
Government	3,899	4,420	4,754	4,789	4,949
Private	1,272	1,371	1,223	1,380	1,490
Community					
Total	5,171	5,791	5,977	6,169	6,439
Teachers					
Government	277	314	317	333	321
Private	83	91	95	95	97
Community					
Total	360	405	412	428	418

Source: District Education Office, Kajiado.

Table A2.4 Number of primary and secondary schools at national level

	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002
Schools											
Primary	15,465	15,804	15,906	16,115	16,522	17,080	17,556	17,623	18,617	18,901	19,124
Secondary	2,640	2,639	2,834	2,878	3,004	3,028	30,517	3,197	3,207	3,621	3,667
Enrolments											
Primary	5,563,987	5,428,396	5,557,008	5,544,998	5,597,656	5,764,855	5,919,721	6,064,100	6,175,600	6,314,600	6,371,200
Secondary	629,062	531,342	619,839	632,388	658,253	687,473	700,538	724,758	758,967	804,510	847,287
Primary enrolment											
Nairobi				157,080	154,946	153,640	155,834	150,852	158,610	158,611	193,298
Kajiado				52,296	50,755	54,324	53,243	52,859	56,079	62,662	62,779

Source: *Economic survey, statistical abstracts*, various issues and MoEST – Statistics Section.

* Provisional.

Table A2.5 National secondary school enrolment by form 1997-2002

Form	1997			1998			1999			2000			2001			2002		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
I	98,487	88,614	187,101	102,449	92,813	195,262	105,231	95,773	201,004	108,116	97,196	205,312	116,174	106,425	222,599	140,145	127,367	267,512
II	95,536	86,856	182,392	98,066	86,922	184,988	102,042	91,578	193,620	104,078	93,550	197,628	106,725	95,589	202,314	108,576	97,470	206,046
III	89,365	79,496	168,861	90,293	77,871	168,164	92,003	81,666	173,669	98,610	87,346	185,956	103,339	90,351	195,690	99,179	89,366	188,545
IV	80,457	68,659	149,116	82,632	69,492	152,124	84,233	72,232	156,465	91,700	78,371	170,071	98,920	86,987	185,907	99,303	85,881	185,184
Total	363,845	323,625	687,470	373,440	327,098	700,538	383,509	341,249	724,758	402,504	356,463	758,967	425,158	379,352	804,510	447,203	400,084	847,287

Source: *Economic survey, statistical abstracts, various issues and MoEST - Statistics Section.*

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* Provisional

**Revised data includes private schools enrolment

Table A2.6 Primary school completion rates by sex, 1989-2001

Year in	Year-in	Enrolment in Std 1 ('000)			Enrolment in Std 8 ('000)			% Completing Std 8		
		Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
Std 1	Std 8									
1982	1989	4678	4409	9088	2241	1905	4146	47.9%	43.2%	45.6%
1983	1990	4606	4294	8900	2104	1741	3845	45.7%	40.5%	43.2%
1984	1991	4472	4174	8646	2073	173.7	3810	46.4%	41.6%	44.1%
1985	1992	4365	4121	8486	1950	1988	3938	44.7%	48.2%	46.4%
1986	1993	4730	4390	9120	2104	185.3	395.7	44.5%	42.2%	43.4%
1987	1994	4760	4423	9183	2125	190.3	402.8	44.6%	43.0%	43.9%
1988	1995	4916	461.2	952.8	2116	1940	405.6	43.0%	42.1%	42.6%
1989	1996	4822	457.3	939.5	2173	1990	4163	45.1%	43.5%	44.3%
1990	1997	4846	457.2	941.8	2246	2093	433.8	46.3%	45.8%	46.1%
1991	1998	4762	447.8	9240	2210	2153	4363	46.4%	48.1%	47.2%
1992	1999	4796	453.2	932.8	2286	2166	445.2	47.7%	47.8%	47.7%
1993	2000*	4725	4461	9186	228.4	2208	449.2	48.3%	49.5%	48.9%
1994	2001*	4910	463.4	954.4	243.0	232.6	475.6	49.5%	50.2%	49.8%

Source: *Economic survey, statistical abstracts*, various issues; MoEST – Statistics Section.

* Provisional.

Table A2.7 Primary school gross enrolment rates by sex, 1989-2002

Year	Enrolment ('000)			Population aged 6-13 years ('000)			Gross enrolment rate		
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
1989	2,766.0	2,628.1	5,394.1	2,569.7	2,547.6	5,117.3	107.6%	103.2%	105.4%
1990	2,766.4	2,625.9	5,392.3	2,659.1	2,637.3	5,296.4	104.0%	99.6%	101.8%
1991	2,797.1	2,659.0	5,456.1	2,996.0	2,971.0	5,967.0	93.4%	89.5%	91.4%
1992	2,806.8	2,723.4	5,530.2	3,052.0	3,025.0	6,077.0	92.0%	90.0%	91.0%
1993*	2,761.1	2,667.5	5,428.6	3,106.0	3,075.0	6,181.0	88.9%	86.7%	87.8%
1995	2,802.3	2,734.1	5,536.4	3,207.0	3,168.0	6,375.0	87.4%	86.3%	86.8%
1996	2,843.4	2,754.3	5,597.7	3,258.0	3,220.0	6,478.0	87.3%	85.5%	86.4%
1997	2,880.2	2,797.1	5,677.3	3,306.0	3,270.0	6,576.0	88.7%	86.6%	87.7%
1998**	2,994.6	2,925.2	5,919.8	3,352.0	3,316.0	6,668.0	89.3%	88.2%	88.8%
1999***	3,082.2	2,982.1	6,064.3	3,267.5	3,222.3	6,489.8	91.6%	89.2%	90.4%
2000	3,117.6	3,057.9	6,155.5	3,378.6	3,351.1	6,713.7	92.3%	91.1%	91.7%
2001	3,200.7	3,113.8	6,314.5	3,493.5	3,451.8	6,945.3	91.6%	90.2%	90.9%
2002	3,237.3	3,133.9	6,371.2	3,612.2	3,572.6	7,184.9	89.6%	87.7%	88.7%

Source: CBS; *Economic survey*, various issues; *Kenya population census, 1989, Analytical report, VII: Population projections*. Please note that the GERs have been revised using age group 6-13 as the primary school going age.

* 1993 Primary schools census data used.

** 1998 Teachers headcount data used.

*** 1999 Primary school-going age data is from the census.

Table A2.8 Primary to secondary school transition rates by sex, 1991-2001

Year-in	Enrolment in Std 8 ('000)			Enrolment in Form 1 ('000)			% Transiting to Form 1			
	Form 1	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
1990	1991	210.40	174.10	384.50	95.50	76.10	171.60	45.39	43.71	44.63
1991	1992	207.30	175.70	381.00	97.30	78.10	175.40	46.94	44.96	46.04
1992	1993	195.00	198.80	393.80	81.50	69.60	151.10	41.79	35.01	38.37
1993	1994	210.40	185.30	395.70	90.80	78.10	168.90	43.16	42.15	42.68
1994	1995	212.50	190.30	402.80	96.40	83.60	180.00	45.36	43.93	44.69
1995	1996	211.60	194.00	405.60	97.40	85.90	183.30	46.03	44.28	45.19
1996	1997	217.30	199.00	416.30	98.50	88.60	187.10	45.33	44.52	44.94
1997	1998	224.60	209.30	433.90	102.40	92.80	195.30	45.59	44.34	45.01
1998	1999	221.00	215.30	436.30	97.00	90.77	173.90	43.89	42.16	39.86
1999	2000*	246.60	228.00	474.60	108.12	97.20	205.31	43.84	42.63	43.26
2000	2001*	243.00	232.00	475.00	116.17	103.43	219.60	47.81	44.58	46.23
2001	2002	262.40	248.30	510.70	140.14	127.37	267.51	53.40	51.29	52.38

Source: CBS; *Economic survey*, various issues and own computations.

* Provisional.

Table A2.9 Number of primary teachers by qualification and sex

	1996			1997			1998			1999			2000			2001		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
Trained																		
Graduate	21	37	58	17	14	31	0	0	0	57	67	164	130	63	193	122	54	176
Approved	994	60	1,604	1,364	795	2,159	924	727	1,651	1,674	920	2,594	1,733	92	2,635	12,625	6,598	19,223
SI/Diploma	7,873	4,959	12,812	9,993	5,392	15,385	12,563	7,381	19,744	11,550	7,392	18,942	11,335	6,635	17,970	36	375	691
P1	69,042	48,112	117,154	70,017	50,221	120,238	73,311	54,299	127,610	71,147	54,343	125,490	69,338	51,662	121,000	74,288	53,250	127,538
P2	18,128	13,132	31,260	17,809	13,108	30,917	16,544	12,541	29,085	15,502	12,171	27,673	14,683	11,579	26,262	14,721	10,975	25,696
P3	4,050	4,071	8,121	3,474	3,796	7,270	3,158	3,374	6,532	2,513	2,788	5,301	2,261	2,685	4,946	2,027	2,401	4,428
P4	21	25	46	11	23	34	708	406	1,114	0	0	0	0	0	0	0	0	0
Total	100,129	70,926	171,055	102,685	73,349	176,034	107,008	78,728	185,736	102,483	77,681	180,164	99,480	73,526	173,006	104,099	73,653	177,752
Untrained																		
RACE	1,027	556	1,583	622	387	1,009	246	71	317	0	0	0	0	0	0	0	0	0
KCE/KCSE	6,006	3,734	9,740	4,940	2,955	7,875	3,501	1,848	5,349	3,511	1,785	5,296	3,350	1,719	5,069	1,313	492	1,805
RJSE	954	575	1,329	873	350	1,223	400	156	646	644	239	853	609	216	825	826	265	1,091
CPE	188	156	344	151	129	280	120	82	202	0	0	0	0	0	0	105	66	171
Other	197	145	342	74	95	169	42	14	56	184	115	299	0	0	0	26	15	41
Total	8,572	4,966	13,338	6,660	3,896	10,556	4,399	2,171	6,570	4,309	2,139	6,448	3,959	1,935	5,894	2,270	888	3,108
Grand total	108,501	75,892	184,393	109,345	77,245	186,590	111,407	80,899	192,306	106,792	79,820	186,612	103,439	75,461	178,900	106,369	74,491	180,860

Source: *Economic survey*, various issues.

Table A2.10 Mean annual expenditure on education of households with enrolled children by province

Province	Fees	Uniforms	Books	Travel	Boarding	Tuition	Harambee	Total cost per household
Nairobi	8,967.20	1,282.40	1,196.00	740.90	1,141.60	393.00	309.80	14,030.90
Central	1,611.40	745.10	634.10	711.0	115.30	121.90	473.40	3,772.30
Eastern	1,280.20	891.00	496.80	47.80	157.70	114.60	308.20	3,296.30
North Eastern	1,452.00	985.90	500.10	112.10	146.60	118.60	287.20	3,602.50
Nyanza	1,772.10	529.80	589.30	77.90	106.70	123.40	251.30	3,450.50
Rift Valley	2,098.10	766.80	704.50	140.90	245.60	196.00	406.70	4,558.60
Western	2,450.30	729.90	708.90	155.20	562.30	195.30	612.30	5,414.20
Rural	1,656.60	685.20	579.20	84.40	209.50	138.50	375.90	3,729.30
Urban	6,136.90	1,187.10	1,117.80	519.30	732.20	324.40	397.10	10,414.80
Total	2,327.90	760.40	659.90	149.50	287.80	166.40	379.10	4,731.00

Source: Republic of Kenya, 1996 (WMSII).
(Figures are in Kenyan Shillings.)

Table A2.11 Primary school enrolment by standard, 1996-2002 ('000)

Class	1996		1997		1998		1999		2000		2001		2002	
	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls
1	494.2	463.9	498.2	468.2	503.1	473.0	509.9	477.0	501	505.1	499.4	471.5	510.4	484.1
2	437.4	414.9	442.9	421.1	460.4	431.1	462.3	434.8	482.8	447.7	475.2	451.0	454.7	431.1
3	397.0	374.7	402.1	370.4	428.2	405.8	438.5	415.2	437.6	391.1	451.2	429.9	434.3	411.1
4	372.9	364.2	379.5	372.4	397.1	390.3	418.5	403.6	415.9	420.3	439.8	427.5	428.3	413.8
5	330.9	330.8	331.7	334.6	351.3	352.3	362.1	364.5	358.9	368.9	392.0	388.2	388.9	388.5
6	297.5	307.0	304.1	312.4	316.2	326.0	333.6	337.2	339.9	347.6	351.1	355.6	357.5	364.5
7	296.2	299.8	301.2	310.9	317.2	331.3	310.6	321.7	330.4	334.7	329.6	341.9	347.8	348
8	217.3	199.0	220.5	207.1	221.0	215.3	246.6	228.0	243.0	232.6	262.4	248.3	315.4	292.7
Total	2,843.4	2,754.3	2,880.2	2,797.1	2,994.5	2,925.1	3,082.1	2,882.0	3,127.6	3,048.0	3,200.7	3,113.9	3,237.3	3,133.8
Grand total	5,597.7		5,677.3		5,919.6		6,064.1		6,175.6		6,314.6		6,371.1	

Source: Economic survey, various issues.

Table A2.12 Teachers in service – national data for primary and secondary schools

	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002
Primary schools											
Trained	135,406	142,047	155,591	163,915	171,055	176,034	185,736	180,164	173,005	177,752	175,792
Untrained	40,954	31,130	22,506	18,060	13,338	10,556	6,570	6,448	5,894	3,108	2,245
Total	176,360	173,177	178,097	181,975	184,393	186,590	192,306	186,612	178,899	180,860	175,792
Secondary schools											
Trained	27,447	23,776	31,593	33,443	34,923	38,427	40,437	39,422	40,090	43,090	44,095
Untrained	9,113	8,764	6,714	8,041	6,357	5,951	3,257	1,359	1,093	1,853	1,896
Total	36,560	32,540	38,307	41,484	41,280	44,378	43,694	40,781	41,183	44,943	45,991

Source: *Statistical abstract; Economic survey*, various issues.

* Provisional.

Appendix 3. Memo

NAIROBI CITY COUNCIL
EDUCATION DEPARTMENT
MEMO

To : All Headteachers
From : Director of City Education
Ref : GL/NC 190C/12
Date : 2nd July 2002

Re: Admission of HIV Positive Children from Nyumbani

Nyumbani - Children of God Relief Institute is a charitable organization founded by Father Angelo D. Agostino.

The home provides medical, nutritional and psychosocial care for HIV positive orphans.

The facility does not provide formal education which we provide.

You are directed that should the Institution seek admission in your school, you should admit said children.

Please assist the concerned pupils to realize their natural talents and enjoy some of their basic human rights.

Josiak O. OKUMU
Director of City Education

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