

# Exploring Devolution

A Study of Early Childhood Development Education (ECDE)  
Service Delivery in Kilifi County



# Exploring Devolution

A Study of Early Childhood Development Education (ECDE)  
Service Delivery in Kilifi County

**Exploring Devolution: A Study of Early Childhood Development Education (ECDE) Service Delivery in Kilifi County**

**TAKE PART** (Towards Accountability through Kenyans Empowerment in Participation and Active Request for Transparency)

**Published by:** CISP - Comitato Internazionale per lo Sviluppo dei Popoli - *International Committee for the Development of Peoples*

**Researchers:** Sentao Consulting

**Design:** Annia Arosa Martinez

© July 2017, CISP - Comitato Internazionale per lo Sviluppo dei Popoli - *International Committee for the Development of Peoples*

All rights reserved. The content of this publication may be shared upon being given permission from the editors and authors.

Please write to us: [admin@cisp-nairobi.org](mailto:admin@cisp-nairobi.org).



**Towards Accountability  
through Kenyans' Empowerment  
in Participation and  
Active Request for Transparency**



This project is co-funded by  
The European Union



This publication has been produced with the financial support of the European Union. The contents of this publication are the sole responsibility of CISP - Comitato Internazionale per lo Sviluppo dei Popoli - *International Committee for the Development of Peoples* and can in no way be taken to reflect the views of the European Union.



## CHILDREN'S RIGHTS.

1. Right to be Educated.
2. Right to be given Food.
3. Right to be given shelter.
4. Right to be given medical care.
5. Right to be protected.
6. Right to be clothed.

# TABLE OF CONTENT

ACKNOWLEDGMENT.....	VII
FOREWORD.....	VIII
EXECUTIVE SUMMARY.....	X
<b>CHAPTER 1: INTRODUCTION</b> .....	<b>1</b>
1.1 Background of the Study.....	2
1.2 Introduction to Early Childhood Education .....	2
1.3 Early Childhood Development Education in Kenya .....	3
1.4 Objectives of the Study.....	6
1.5 Methodology.....	6
1.5.1 Literature Review .....	6
1.5.2 Key Informant Interviews .....	7
1.5.3 Focus Group Discussions.....	7
<b>CHAPTER 2: BEST PRACTICES IN ECDE</b> .....	<b>8</b>
2.1 Introduction .....	9
2.2 Best Practices in Kenya .....	10
2.2.1 Kajiado County.....	10
2.2.2 Nakuru County .....	10
2.2.3 Murang'a County .....	11
2.2.4 Turkana County .....	11
<b>CHAPTER 3: POLICY AND LEGISLATIVE FRAMEWORK</b> .....	<b>12</b>
<b>CHAPTER 4: ECDE IN KILIFI COUNTY</b> .....	<b>18</b>
4.1 Context .....	19
4.2 Analysis of Public Investment in the ECDE Sector .....	27
4.3 Kilifi County policies and legislations on ECDE .....	30
4.3.1 The School Feeding Programme Policy, 2016 .....	30
4.3.2 The Kilifi County Child Care Facilities Act, 2016.....	31
4.3.3 The Kilifi County Early Childhood Education Act, 2016 .....	31
4.4 Research Findings.....	32
<b>CHAPTER 5: CONCLUSION AND RECOMMENDATIONS</b> .....	<b>38</b>
Conclusion.....	39
Recommendations .....	40
Policy Proposals .....	40
Issues for Advocacy.....	42
References.....	44
Appendix 1: Kilifi County Profile .....	46
About TAKE PART Project.....	48
Profile of Implementing Organizations.....	49



## ACKNOWLEDGMENT

CISP would like to acknowledge the support and input of various individuals and institutions towards production of this report. First, we would like to thank the European Union for financing this study and subsequent processes culminating into publishing of this report. CISP and its research team are indebted to all stakeholders in Kilifi County where the study was conducted. CISP acknowledges the Kilifi County's department of Education, Youth Affairs & Sports and the Kilifi county assembly and in particular, the CEC Education, Youth Affairs & Sports, Hon. Salma Muhhidin, without whose commitment, this report would not have seen the light of day.

We would also like to thank our partners, Pamoja Trust and Tangaza University College for their valuable contribution to all aspects of the study that produced this report. Representatives of CSOs in Kilifi County, ECDE teachers, parents and ECDE children are highly appreciated for generously sharing their experiences, ideas and opinions on ECDE service delivery in the county.

The research team, led by Duncan Otieno, Sarah Makena and Mukami Mbogo all of Sentao consulting, are appreciated for their valuable expertise and commitment. We are grateful Alex Yator Kilifi Technical advisor, Clara Sidi (intern), Joseph Mutusi (CISP driver), Malindi office for providing logistical support and all Local Research Assistants (LRAs), who took part in the study. Special thanks go to Ms. Jessy Njau and Mr. Kevin Sudi, CISP's Project Managers for their guidance and input during the process. All those who played a role in the study and compilation of this report but have not been mentioned here are equally recognized.



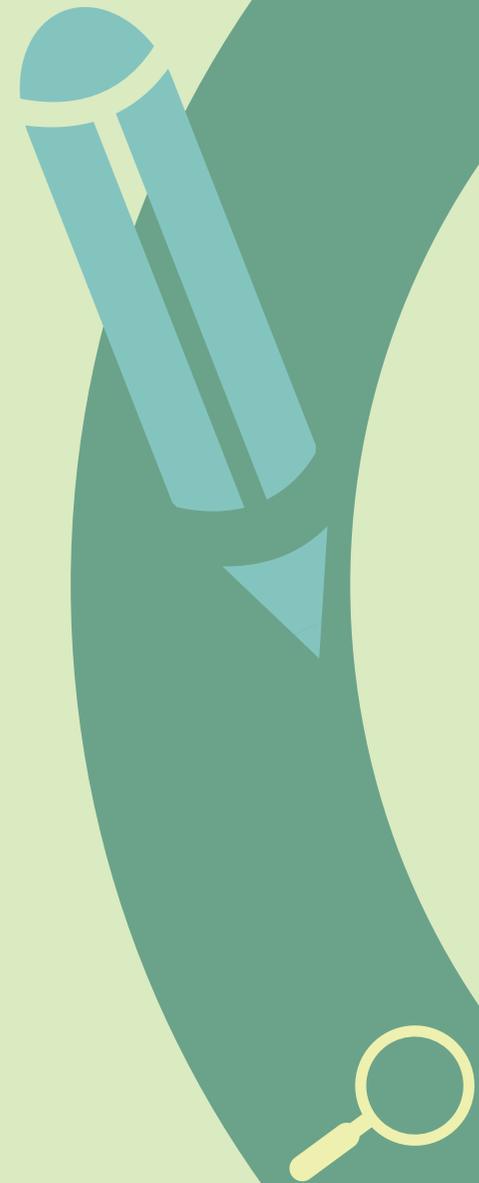
## FOREWORD

Early Childhood Development Education (ECDE) is the bedrock and foundation of all learning and personality development in the life of any child. With the advent of the implementation of the Constitution of Kenya (2010), one of the 14 functions that were devolved is management of Pre-primary education (ECDE), together with village polytechnics, homecraft centres and childcare facilities. With respect to ECDE, the County governments are now responsible for the setting up of systems and structures and delivering ECDE services in the Counties. In the spirit of devolution, the County governments should respond to the specific and unique needs of its people.

This publication produced by CISP Kenya office, through a project dubbed Towards Accountability through Kenyans Empowerment in Participation and Active Request for Transparency (TAKE PART), reviews and assesses the delivery of ECDE services pre-and post-devolution. It highlights gains, best practices (what is working), challenges of the Kilifi County government in delivering ECDE services while highlighting opportunities that can be tapped into prove service delivery in ECDE.

This report makes policy recommendations and advance issues of advocacy that the non-state actors working on matters of education and child rights can leverage on. It contributes to achievement of *SDG 4 Quality Education and SDG 16 Peace, Justice and strong Institutions* by sharing information and provoking discussions on ECDE service delivery that policy makers, service providers, parents, learners and researchers can take further for action. CISP hopes that this report will inspire further reflections and actions to educate and empower the youngest citizens of Kenya for a common sustainable future.

**Sandro De Luca**  
Africa Programme Director





# Executive Summary

Since independence, Early Childhood Development Education (ECDE) in Kenya has changed as the country aimed to provide quality basic education for children. But it is only with the advent of devolution that the ECDE sector has recorded significant gains. Pre-devolution, the ECDE enrolment rate was very low as compared to the recent statistics that indicate a 47% increase in the number of children who, since 2013, have access to ECDE facilities, according to a study commissioned by the Council of Governors.

The above-mentioned gains can be attributed to the sharp scrutiny that the devolution process has been subjected to in the past four years. It is against this backdrop that CISP commissioned a research study specific to Kilifi County in an effort to measure gains and challenges thus far with the devolution of the ECDE function. This is part of a larger project entitled TAKE PART, co-funded by the European Commission and implemented by CISP in partnership with Tangaza University College and Pamoja Trust in Kilifi, Mombasa, Taita Taveta and Kajiado counties.

The specific objectives for the study were: To compare the difference in quality of service between centralized government and devolved/county government structures; to determine, if any, specific gains made (success stories) on service delivery in Kilifi county; to establish best practices for future planning and service improvement; and to analyze and determine an evidence-based standpoint on the status of the devolution of ECDE in Kilifi county.

The study relied on the data and information gathered from the field within Kilifi County. This included both primary and supplementary information obtained through interviews with county education officers, political leaders, teachers, parents and civil society representatives. Information on the general context or situation of the ECDE was sought through desk review.

The findings indicate that Kilifi County has recorded great achievements in the ECDE sector. In particular, devolution has resulted in: increased enrollment of pupils in the ECDE centres, increased number of qualified ECDE teachers and caregivers recruited and employed, and increased number of constructed and equipped ECDE centres among others. Kilifi County has also gone a step farther in having a training centre for the ECDE teachers, fundamental in ensuring the trainers are well equipped to train the pupils. A school feeding program that ensures provision of milk to the pupils twice a week is also in place in a few cases and this has acted as an incentive to retain the learners in school. There is need for the county leadership in collaboration with the stakeholders within the early childhood education sector to consolidate the gains made so far as they strive to fully implement the ECDE programmes across the county.

Based on the research, the following are the policy recommendations as a way of addressing the challenges unearthed by the study: a) Sensitization of the local administration together with parents to adhere to the ECDE entry age policy. To this end, the County's Department of Education, Youth Affairs & Sports through its ECDE inspectors and supervisors must reinforce

the national governments policy on ECDE entry age. b) Harmonization of the ECDE curriculum not only within the county, but also to be in line with the national ECDE Service Standard Guidelines relating to the ECDE programmes administered in the ECDE centres. c) Fast tracking the operationalization of the school-feeding programme since its full implementation will contribute not only to enhancing learning outcomes but also in the realization of absolute enrolment and retention of pupils in pre-primary schools. d) Increasing recruitment of ECDE teachers to address the existing shortage. e) Incorporating special needs education as a component of the teacher training in order to equip teachers with skills for early identification and referrals of pupils with special needs. f) Enactment of the ECDE Bill 2016. This will help with harmonization of the terms of service for ECDE teachers across all counties and most importantly standardize teacher's salary rates across counties.

It is evident that the devolution of ECDE has led to far-reaching gains that will be fundamental in the development of the ECDE sector in country. One thing that is evident is that the ECDE sector in Kenya had not been given much attention in the past but with devolution, the county governments are making efforts to ensure that the sector takes shape and that the important foundational years of the child are well grounded. Both the National and the County governments need to make deliberate decisions to develop policy that will be geared towards the development of the ECDE sector in Kenya.



ECDE - Kilifi County  
Delivery of teaching materials.



# 01

# INTRODUCTION



## 1.1 Background of the Study

Monitoring service delivery within a country is integral to sustaining demand for efficient service delivery as well as appreciating gains made by county governments. Through monitoring, the state, citizenry and non-state actors ensure that there is equality in service distribution within the county, including adequate consideration for marginalized and vulnerable groups in society. Also to be monitored will be the status of devolution in the target county; whether the tenets of devolution are still in existence and whether devolution is serving the interests of Article 174 of the constitution of Kenya.

This study on Early Childhood Development Education (ECDE) Service Delivery in Kilifi County was undertaken through a wider project dubbed TAKE PART (Towards Accountability through Kenyans Empowerment in Participation and Active Request for Transparency). TAKE PART is project Co-funded by European Union and implemented by CISP (Comitato Internazionale Per lo Sviluppo dei Popoli), PT (Pamoja Trust) and TUC (Tangaza University College). The project main objective is to contribute to the implementation of Constitution Kenya 2010 supporting Civil Society members and County Authorities in the development of constitution by transparent and participatory decision-making processes at county level. The project is grounded on the need to provide knowledge, awareness skills and methodology for citizens to take active part in decision making processes in Mombasa, Kilifi, Taita Taveta and Kajiado Counties.

In particular, the study reviewed provisions in the Constitution, existing legislation, framework, processes and platforms put in place by Kilifi county governments with the objective of taking stock on what has worked through appreciative inquiry lenses to facilitate better ECDE service delivery. The study further assessed citizen engagement in development of ECDE, highlighting

best practices, lessons learnt, challenges faced in ECDE service delivery, the administrative, structural and policy issues surrounding in Kilifi County that have an effect on ECDE.

Finally the findings in the study will help in informing ECDE policy formulation with the aim of strengthening ECDE service delivery In Kilifi County.

## 1.2 Introduction to Early Childhood Education

Protection and promotion of the rights of the child has been emphasized by the Convention on Rights of the Child. Every child deserves the best start in life. Child development is a complex affair and ECDE plays a crucial role not only in cognitive advancement but also in ensuring all the other child developmental facets are explored from emotional, physical, social, moral, spiritual and emotional needs. The holistic approach to early childhood development is considered the most important phase for the human cycle<sup>1</sup>.

Early Childhood Development Education has been defined by UNICEF to refer to a range of processes and mechanisms that sustain, support and aid in the holistic development of children, from birth to 8 years of age<sup>2</sup>. This age bracket has been defined as critical as it is the period when there is accelerated growth of the body and mind. ECDE thus combines impact education on the children, health care, protection and stimulation.

Early Childhood Development Education is pivotal in laying the foundation for a child's life. Researchers from the National Early Childhood Transition

---

1 ) Guideline for Early Childhood development services, UNICEF May 2006.

2 ) <https://www.arnec.net/wp-content/uploads/2014/03/MP-Quality-March-2013.pdf>.

Center (NECTC)<sup>3</sup> summarized nine research studies on transition practices in early childhood and deduced that children who were appropriately enrolled in Early Childhood Development Education (ECDE) classes have demonstrated easier transition and learning success in primary and secondary school.

There are numerous international treaties that speak to the right to education to which most countries have ratified making these obligations part of their national laws. As reported by the 2013/14 Education for All (EFA) Global Monitoring Report (GMR), countries' investment in ECDE is on a rise globally but with evidence of inequality in development of the sector in different parts of the world. Countries with developing economies barely invest in pre-primary education with these programs largely left to private or charity initiatives that are insufficient to cater for the entire nation's childhood education effectively. In 2011 the global average Gross Enrolment Rate (GER)<sup>4</sup> in pre-primary education was at 21 % which witnessed a drop to 18 per cent in Sub-Saharan Africa in 2013 as reported by the Global Monitoring Report (GMR)<sup>5</sup>.

But it should be noted that, historically pre-primary education in Africa was a duty that was bestowed upon parents and other community members who were tasked with molding the children intellectual and social capacities

---

3 ) Research Summary on Transition Practices in Early Childhood.

4 ) The United Nations Educational, Scientific and Cultural Organization (UNESCO), describes 'Gross Enrolment Rate/Ratio' as the total enrolment within a country "in a specific level of education, regardless of age, expressed as a percentage of the population in the official age group corresponding to this level of education. GER = number of actual students enrolled / number of potential students enrolled.

5 ) Republic of Kenya Ministry of Education, Science and Technology education for all the 2015 national review 2014.

through means that were deemed acceptable and beneficial to a child by the society.

## 1.3 Early Childhood Development Education in Kenya

In Kenya, the initial attempts to introduce the pre-primary education was after the World War II when soldiers returned home having experienced the European mode of learning and wished the same for their children. However, it is only post colonialism that there were efforts to properly institutionalize pre-education in Kenya.<sup>6</sup>

Thus, following independence the government embarked on developing ECDE through seminars, policy papers, programmes that all culminated to the establishment of the National Centre for Early Childhood Education<sup>7</sup> (NACECE) in 1984. This body was to serve as an advisory body on modalities of disseminating the ECDE programmes at national level and also spearhead ECDE curriculum development. This was followed by years of deliberations that resulted in the Kenya Education Sector Support Programme (KESSP) 2005-2010 in collaboration with development partners and other stakeholders in

---

6 ) KS Code: Building Code of the Republic of Kenya (2009 Edition) Kenya Bureau of Standards (KEBS).

7 ) The National Centre for Early Childhood Education (NACECE), housed in the Kenyan Institute of Curriculum Development (KICD) was responsible for preschool curriculum and material development, training of and professional support to District, City and Municipal Centre for Early Childhood Education (DICECE, CICECE, and MUCECE) trainers, and coordination of research, monitoring and evaluation.

an effort to address the key issues and assist the government in management and provision of the education services with equity and relevance. Soon after, the government realized significance of effective ECDE programme for social, economic growth and possible political stability. To further steer this unearthing, the government through the sessional paper No. I of 2005 recommended the development of a comprehensive ECDE policy framework and service standard to guide pre-primary education that was launched in 2007.<sup>8</sup> All the aforementioned efforts falling during the formative days of implementing the Millennium Development Goals (MDGs) Goal 2 that was key on achieving Universal Primary Education.

Nevertheless, further transformation of the ECDE sector was inevitable with the 2010 Constitution. The Constitution of Kenya 2010 is at present the supreme guiding law on education. It contains provisions that have various implications for the education sector. Article 43(f) of the Constitution states that every person has a right to education; 53(1) (b) every child has a right to free and compulsory basic education; 54(1) (b). Currently, the education sector is also governed by the Basic Education Act, 2013 and the Sessional Paper No.14 of 2012 on Reforming Education and Training Sectors in Kenya. Other national legislation governing the pre–primary education include the Children’s Act (2001) and The Persons with Disabilities Act (2003) and Basic Education Act (2013).

The fourth schedule of the Constitution places the mandate of developing and managing the pre-primary education and child care facilities under the County Governments. These roles are further specified by Section 26 of the Basic Ed-

ucation Act, 2012 which states that: “The roles of the County Government will include the provision of funds required for the development of the necessary infrastructure for institutions of basic education and training used for conducting pre-primary education, childcare facilities, home craft centers and village poly-technics”. Thus, the County Government is tasked with ensuring effective delivery of this service to the public.<sup>9</sup>

The Kenya Vision 2030 underlines how the Kenya development agenda underscores the importance of education in ensuring relevant human and social capital for sustainable development. Furthermore, the 4th goal of the Sustainable Development Goals (SDGs) agenda advocates for equitable and inclusive quality education for all.

The second Medium Term Plan (MTP) of Vision 2030 key programmes is to advocate for mainstreaming ECDE. Of utmost importance in this agenda is the review of the National Early Childhood Development Policy Framework (2006) that does not acknowledge pre-school education as compulsory. The new policy is envisioned to advocate for establishment of ECDE resource centers in each of the 47 counties, make provisions on children with special needs and invest in ECDE teachers’ enrollment and training plans.<sup>10</sup>

Though different counties have developed own policies to guide the ECDE service delivery, a national refurbished policy to provide standards and quality assurance guidelines to all counties is yet to be realized. For some isolated cases like Kilifi, their policy has made ECDE a prerequisite for primary school education.<sup>11</sup>

---

8 ) International Journal of Current Research Vol. 3, Issue, 11, pp.129-136, November, 2011 Research article early childhood development education in Kenya: a literature review on current issues\*Felicity W. Githinji and Anne Kanga.

---

9 ) The Constitution of Kenya 2010. Chapter Eleven - Devolved Government.  
10 ) Right to Education Project –March 2014 Right to Education Project – March 2014.

Much as ECDE is still struggling, substantive gains have been made since its devolvement. The counties have put up a spirited fight to raise the standards of education in Kenya as evidenced by the 47% increase (Council of Governors, 2015) in the number of ECDE children who now have access to ECDE facilities.

Based on a study conducted by the Ministry of Education (MOE), ECDE is historically a multi-investor sector with financiers in ECDE centers ranging from parents, religious organizations, Non-Governmental Organizations (NGOs), private sector and the Government.<sup>12</sup>

According to a research conducted by the Council of Governors (COG) in 2015 on the success statistics of devolving ECDE, they recorded a 47% increase in the number of children who now have access to ECDE facilities since the onset of devolution. It has been indicated that counties such as Wajir where ECDE was basically nonexistent before the advent of devolution have recorded increased numbers of ECDE centres and the enrollment to the ECDE centres increasing significantly. This is the case across the counties thus laying a foundation for the children to receive foundational education before they are enrolled into the primary system.

The transition of the ECDE to the county governments has not been without challenges and this has especially been manifest in the harmonization of the curriculum for ECDE across the 47 counties. Towards the end of 2016, Education Cabinet Secretary and County Executive Committee members in

charge of education held a meeting at the Kenya Institute of Curriculum Development (KICD) on various issues including the harmonisation of the ECDE curriculum. The discussions focused on need for quality education and how ECDE through proper legislation in that sector and effective implementation of the same.

The rapid expansion of ECDE poses serious challenges to county governments in terms of curriculum, teachers and funding and the need for clear standards and norms for ECDE. ECDE being a devolved function it is important that the national and the county government have proper consultations on how to structure the ECDE program nationally to respond to the needs of the nation and also the specific needs of the counties. The county governments in consultation with the national government should develop structures and content that ensures harmonization of the ECDE curriculum with that of primary school for effective transition to primary school.

As such, this paper will explore the status of Kilifi County Government's service delivery on the ECDEs with the advent of the devolution process. The research will embody a multi stakeholder approach in sampling informants to contribute to the data relevant to the mantra of the study.

---

12 ) Ministry of Education Science and Technology, 2005. Policy Review Report: Early Childhood Care and Education in Kenya. The Section for Early Childhood and Inclusive Education, Education Sector. Paris: UNESCO,

## 1.4 Objectives of the Study

The overall objective of the study was to assess the status of the delivery of ECDE services under Devolved System of Government in Kilifi County. The specific objectives for the study were:



## 1.5 Methodology

The report was developed in a participatory manner in consultation and collaboration with CISP and other stakeholders of ECDE in Kilifi County. This ensured that the report is reflective of the real situation across the county and the information and data that was collected was generalizable.

It is important to note that the study sought to bring out the current status of ECDE under devolution and thus the assignment employed a broad methodology for an in-depth analysis of ECDE status in Kilifi County.

In general terms the report was developed through adoption of the following methodology as discussed in detail:

### 1.5.1 Literature review

A review of the existing literature on basic education in Kenya together with comparison with other best practices in other jurisdictions was conducted. This was to identify the gaps, best practices, challenges and opportunities to enhance ECDE in Kenya in general and Kilifi County in particular.

### Among the literature that was reviewed was:

- The Constitution of Kenya 2010.
- Republic of Kenya Ministry of Education, Science and Technology Education for All; the 2015 National review 2014.
- KS Code: Building Code of the Republic of Kenya (2009 Edition) Kenya Bureau of Standards (KEBS).
- Republic of Kenya Ministry of Education, Science and Technology education for all the 2015 national review 2014.
- Ministry of Education task force on the re-alignment of the education sector to the constitution of Kenya 2010: towards a globally competitive quality education for sustainable development report of the task force February 2012.
- Institute of Economic Affairs (IEA), Child Budget Analysis in Kenya: National and Six County Governments, 2015.
- Kenya Vision 2030.
- Kilifi County Integrated Development Plan 2013.
- CRECO, State of Service Delivery in Health and Education Sectors in Kenya: A Baseline Survey Report for Seven Counties, 2012.
- United Nations, Transforming our World – The 2030 Agenda for Sustainable Development, 2015.
- Status on Progress on MDGs in Kenya by 2012.
- County Government of Kilifi Department of Education, Youth Affairs & Sports, Service Charter.
- Economic Survey 2016.
- Kenya Economic Report 2016.

### 1.5.2 Key informant interviews

Key informant interviews were conducted with stakeholders in the ECDE sector in Kilifi County and this largely focused on the policy makers under all the sectors. There were six key informant interviews conducted for the purpose of this study. Purposive and convenient sampling was used to select the key informants that were interviewed. Purposive sampling was used to ensure that the key informants that were reached were relevant to the study. Convenient sampling was used as the interviewees that took part in the study were largely also based of accessibility and availability. The informants were drawn from the Civil Society Organizations working in Kilifi County, County Executive Committee Member, and County Assembly Member.

### 1.5.3 Focus Group Discussions

Focus group discussions were held with ECDE teachers and parents of the ECDE children. The aim of this was to get information from the recipient of the services of ECDE. The focus group discussion also concentrated on understanding the experience of ECDE especially under the devolved system and documenting success stories on ECDE this far. The discussions also raised best practices adopted by various ECDE centers for enhanced service delivery in basic education. The focus group discussions were guided and moderated by the consultant with open ended and closed questions which were tailored to fit each of the groups that was met. Four focus group discussions were held at: Fumbini Primary School ECDE Centre in Kilifi North Sub County, Sir Ali Bin Salim Primary School ECDE Centre in Malindi Sub County, Mrihini ECDE Centre in Magarini Sub County and a private special ECDE Centre Malindi Centre for Cerebral palsy in Malindi Sub County.

# 02

## BEST PRACTICES IN ECDE



## 2.1 Introduction

ECDE is part of Early Childhood Development which includes child health care, education, and access to clean water, safety and protection from harm. Different counties in the country have developed strategies and programs for Early Childhood Development Education that are geared towards responding to the education/training needs of the child. In many countries in the globe early childhood development has been looked holistically as an approach to implement policies and programmes to promote the growth and development of children that are between the age of zero and eight. It is however important to note that the age limit for the children under ECDE has been defined in different ways.

This section looks at the practices in ECDE in various counties. It details the implementation of ECDE in the counties and best practices that other counties can borrow to improve ECDE.



*Teacher and Parents Interview*

## 2.2 Best Practices in Kenya

### 2.2.1 Kajiado County

Kajiado County has in the past four years undertaken major investments within the ECDE sector. Kajiado County Devolution Milestones 2013-2017 report indicates that during this period, the county has not only built new ECDE centres but also refurbished the existing ones in addition to equipping the ECDE centres and hiring ECDE teachers.

In particular, the following are some of the major milestones achieved by Kajiado County Government: construction and completion of 327 ECDE classrooms; provision of learning materials to the ECDE centres to ensure the syllabus and learning materials are uniform across the county; provision of playing materials to ECDE centres as a way of making the centres attractive to children and eventually improve enrolment; and recruitment of 560 ECDE caregivers in 2015/16 alone.

These are trained ECDE staff with qualification ranging from certificate to degrees. The county managed to achieve these progresses as a result of the desire to provide a good and solid foundation for the children of Kajiado County.

Kajiado stands out due to increased investment in infrastructure which has also been coupled with an increase in the number of teachers/caregivers to match the increased number of centres.

### 2.2.2 Nakuru County

Nakuru County is one of the counties that has heavily invested in Early Childhood Development Education (ECDE). The County has constructed 150 ECD centers across the county and these are already in use. The county government of Nakuru has constructed an ECDE Centre in every primary school in the County. The education department in an effort to keep the children in school developed a school feeding program in some of the ECD centers especially in the arid areas of the county and in IDP camps. The County also partnered with Riara group of schools to develop a curriculum for the ECD centers across the county. It is important to note that Nakuru made the move as the National Government is yet to harmonize a curriculum for the ECD centers' country wide. Nakuru County stands out in its efforts to develop a solid structure for its ECDE and this has been made possible through the deliberate efforts that have made sure there is access to ECDE and beyond the access there is a quality that is maintained of the ECDE. The Governor of Nakuru County has stated that the education policy for the county is to provide free and compulsory education for children between the age of four and 5 years.

Nakuru County stands out for not only investing in the physical infrastructure but also going ahead to develop a curriculum that would be used in the County ECDEs. As the National Government is yet to release a harmonized curriculum this shows an additional effort by the county government not only to focus on quantity but also quality.

### 2.2.3 Murang'a County

Murang'a county government rolled out free Early Childhood Development Education in 2016. The program aims at providing the proper foundation for the children in preparation for other levels of education. The County Government of Murang'a as they were launching the program embarked on employing 1000 ECDE instructors for their 650 ECDE centers. The program led to an increase in the enrolment rate to the ECDE centers. Further to the County having a free ECDE program, a free feeding program was introduced in the centers and this became an additional incentive for enrollment of the children in the pre-schools (ECDE centers). The county government of Murang'a is committed to providing quality education to the children and they have also gone an extra mile by building the capacity of their ECDE teachers especially in improving their technology skills through offering them free training on computer skills.

Murang'a County stands out for ensuring that they improve the quality of the ECDE caregivers/teachers and exclusively launching a free ECDE program in the county.

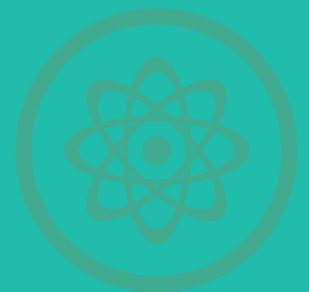
### 2.2.4 Turkana County

Turkana has for long been characterized by high levels of illiteracy which have been credited to the high levels of poverty, drought, inter-boundary conflicts, distances to learning centers, cultural practices like early marriages and nomadism. The county government of Turkana thus took seriously its role in education which is ECDE and has been in record as one county that has great impact in ECDE development. Between 2013 and 2015 Turkana County had constructed 120 new ECDE centers and hired 150 ECD instructors. The county aims at increasing access to Early Childhood Education which had been at less than half of the children who had attained that age of attending ECDE before devolution. The residents of Turkana have indicated that having the schools closer to them has given them confidence in enrolling their children to the pre-primary centers and there is also an incentive of the feeding program which ensures that the children are well fed and have a conducive learning environment.

Turkana County stands out as one of the counties in the ASALs that has prioritized the access to education to its people. In sparsely populated regions one of the main challenges is the access to the ECDE centres a challenge that Turkana has been very keen to address.

# 03

## POLICY AND LEGISLATIVE FRAMEWORK



Kenya, by virtue of being a member of the United Nations (UN), is a signatory to the Universal Declaration of Human Rights (UDHR) which among other things, entitles everyone to the right to education, which is free and compulsory at elementary stages. It further asserts that education must be tailored towards attainment of full development of human personality and strengthening of respect for human rights and fundamental freedoms<sup>1</sup>. These rights are more pronounced in the International Covenant on Economic, Social and Cultural Rights (ICESCR)<sup>2</sup>.

In addition to being a member of UDHR, Kenya is a signatory to various international conventions such as the United Nations Convention on the Rights of the Child and the Charter on the Right (UNCRC); the African Charter on Rights and Welfare of the Child (ACRWC) and the Hague Convention on the Protection of Children<sup>3</sup>. In order to demonstrate its commitment to these global treaties, Kenya domesticated the same instruments through the enactment of the Constitution of Kenya in 2010<sup>4</sup>. Prior to promulgation of the new constitution, Kenya established several legislations that made provisions that are aimed at safeguarding the rights and the welfare of the child. Notable amongst these legislations are the Children Act of 2001, Persons with Disabilities Act 2003 and Teachers Service Commission Act 2012.

The Children Act 2001, provides for among other things, mechanisms that safeguards and promotes the rights and welfare of the child; conserves and promotes the welfare of the child and besides secures for the child such guidance and correction as is necessary for the welfare of the child and in the public interest. On its part, the Teachers Service Commission Act 2012 places the duty of protecting the child from all forms of threats on the teacher. In particular, article 9 (1) of the Act provides that a teacher shall be entrusted with the duty of care of a child, including a child with special needs and shall take all reasonable steps to ensure the child is protected from abuse, neglect, harmful cultural practices, all forms of violence, discrimination, inhuman treatment, corporal punishment and exposure to hazardous or exploitative labour<sup>5</sup>. The act further prohibits any teacher from discriminating any learner on the basis of his/her natural abilities or lack of it.

Kenya's Vision 2030 policy blueprint identifies Education and Training (E &T) as a sub-pillar within the Social Pillar of the Vision 2030. According to the Medium Term Plan (II) of the Vision 2030, E&T is regarded as the primary means of upward social mobility, national cohesion and socioeconomic development in any given society. A review of the Second Medium Term Plan of the Vision 2030 reveals that during the first Medium Term Plan, Early Childhood Development and Educa-

---

1 ) UDHR: Article 26.

2 ) CESCR: Article 13,14 and 15.

3 ) Institute of Economic Affairs (IEA), Child Budget Analysis in Kenya: National and Six County Governments, 2015.

4 ) The Constitution of Kenya, 2010: Article 2(6).

5 ) Teachers Service Commission Act 2012: Article 9(1), (2).

tion (ECDE) the Gross Enrolment Rate (GER) increased from 60.2 per cent to 66.3 per cent, whereas Net Enrolment Rate (NER <sup>6</sup>) increased from 43.0 per cent to 53.3 per cent in 2012 against a target of 76.6 per cent. The report attributes low levels of NER to low participation across the country because ECDE is not mainstreamed into basic education. With regard to the Special Needs Education, the report points out that that access and participation of children with special needs remains low and their needs are not being specifically addressed. In addition, absence of reliable data on children with special needs across all levels of education coupled with inadequate funding constrained effective special education service delivery and planning<sup>7</sup>.

In order to mitigate some of the challenges that emerged during the MTP I, the report identifies a number of programmes and projects to be implemented during the 2013-2017 period. Some of these programmes include actualizing the child's right to free and compulsory basic education; enhancing quality and relevance of Education and Training; Integrating ICT into teaching and learning; enhancing post-basic education; financing E&T and enhancing education in ASAL areas. The report also proposes the mainstreaming of Early Childhood Development Education (ECDE). To this end, it proposes: the review of ECDE policy framework; establishment of ECDE resource centres in each of the 47 counties including three feeder schools in each of the nine pastoral counties; provision of capitation grants at KShs. 1,020 (with adjustment for children with special needs for education) per child enrolled in public ECDE centres; and recruitment of 48,000 trained ECDE teachers (24,000 in first year and 6,000 in each of the four subsequent years)<sup>8</sup>.

It is therefore important to note that Kenya's Vision 2030 not only places emphasis on education as a means of equipping citizen with understanding and knowledge that enables them make informed choices about their lives and their Kenyan society in general<sup>9</sup>. It also identifies some of the challenges that in particular are affecting the education sector (particularly those relating to access, equity, quality and relevance). It is incumbent upon the leadership of the nation to recognize that these challenges will continue to seize the attention of the nation even with the promulgation of CoK 2010 and the operationalization of the devolved government in 2013. To this end, the immediate policy objectives specifically with respect to pre-primary education for Kenya is<sup>10</sup>; improving the quality of education by reducing the teacher to pupil ratio from 1:47 to 1:25, integrating Early Childhood Development Education (ECDE) into primary education, and reducing textbook to pupil ratio from 1:3 to 1:1; and ensuring seamless transition from pre-primary school to primary school in addition to addressing the needs, attaining regional equity in school enrolment, and introducing a national support facility for physical disadvantaged learners.

---

6 ) The Net Enrolment Rate/Ratio (NER) is defined by the United Nations Educational, Scientific and Cultural Organization Institute for Statistics as enrolment of the official age-group for a given level of education expressed as a percentage of the corresponding population.

7 ) Vision 2030 Second Medium Term Plan 2013 - 2017.

8 ) Ibid.

9 ) GoK, Kenya Vision 2030.

10 ) CRECO, State of Service Delivery in Health and Education Sectors in Kenya: A Baseline Survey Report for Seven Counties, 2012.

The emphasis on the importance of education has been growing overtime both in developed and developing countries. For instance, to demonstrate its willingness and commitment towards the welfare of children, Kenya signed a number of global policy frameworks notably, the 1989 United Nations Convention on the Rights of the Child (CRC), the 1990 Jomtien World Conference on Education For All (EFA), the 2000 World Education Forum (Dakar, Senegal) and 2000 Millennium Development Goals (MDGs). These fora did not only underscore the importance of ECDE but also identified challenges facing ECD sub sector that needed collective attention of the nations.

In particular, the Jomtien EFA conference came up with a set of core education goals<sup>11</sup> that advocated for countries' commitment towards expanding and ensuring access to quality basic education. These six goals (EFA goals) were due to be met by 2015. Consequently, this is an opportune moment for us as a nation to reflect on the progress made against these goals and consider future challenges and priorities to improve learning. In addition to the EFA Conference, the World Fit for Children Conference in 2002 called for every child to have a good start to life through promoting quality nurturing, care and safe environment<sup>12</sup>.

It is as a result of the aforementioned that the Government of Kenya (GoK) through the Sessional Paper No. 1 of 2005, A Policy Framework on Education, Training and Research recommended the development of a comprehensive ECD policy framework and service standard guidelines. This was actualized in 2006 with the establishment of the ECD Service Standard Guidelines<sup>13</sup> which among, other things, operationalized the National ECD Policy Framework and the Children Act (2001). It further provided specific Service Standard Guidelines, which aimed at ensuring that all ECD service providers provided quality accessible and equitable ECD services for young children.

This policy addressed the issues of the Standards and conditions for establishment and registration of ECD Centres and Training Institutions; Standards for ECD Service Providers be the teachers or caregivers; Standards for ECD Curriculum and Pedagogy; Standards to Ensure Effective Partnership (with families and communities) and Networking; and policy enforcement.<sup>14</sup>

In addition, the Service Standard Guidelines further recognized that for early child development to occur, there is need for providing the child with services<sup>15</sup> that

---

11 ) In summary, the six Education for All goals are: Goal 1: Expand early childhood care and education; Goal 2: Provide free and compulsory primary education for all; Goal 3: Promote learning and life skills for young people and adults; Goal 4: Increase adult literacy; Goal 5: Achieve gender parity; and Goal 6: Improve the quality of education.

12 ) GoK (2006). ECD Policy Framework .

13 ) Op cit.

14 ) GoK (2006). ECD Service Standard Guidelines.

15 ) Ibid.

guarantee holistic development of the child and to this end, the policy stratified the services that are to be provided to children based on the age cohorts.<sup>16</sup> On the other hand, the National ECD Policy Framework identified the following as some of the principles underpinning the ECD; safeguarding the rights and welfare of the child as per the Children Act of 2001; recognizing and appreciating parents and families as the primary caregivers and health providers of their children, and hence the need to be empowered and supported to ensure they are effective in their roles; supporting and strengthening the community-based management of early childhood services for sustainable development ; and the need to address the issues of vulnerable and marginalized children, especially children with special needs, and provide affirmative action for them.

While assessing the progress made towards implementation of the MDGs, The United Nations (UN) in its report on the 2030 Agenda for Sustainable Development, indicated that in order to enhance inclusive and equitable quality education and promote lifelong learning opportunities for all, there is need for nations to ensure that by the year 2030, all girls and boys have access to quality early childhood development, care and pre-primary education so that they are ready for primary education<sup>17</sup> . The report further recommends that countries must build and upgrade educational facilities that are child, disability and gender sensitive and provide non-violent, inclusive and effective environments for all.

Since Kenya has considerably done well especially in education where primary school net enrolment rate rose from 62% in 2002 to 95.9% in 2013<sup>18</sup> , which meant that Kenya was making considerable strides towards achieving the targets under MDG 2<sup>19</sup> . There is need for the country to safeguard the gains that have been made within the education sector. It is therefore expected that even in the wake of devolution, the counties will continue to address the challenges facing the pre-primary education sector (which is devolved) with an objective of improving service delivery. This notwithstanding, concerns are still rife on whether child rights issues will be recognized, promoted or undermined in this devolved system.

Further, an analysis of the 2017/18 – 2019/20 Education Sector Report show that even though ECDE programme is currently a devolved function, the Ministry of Education continues to be responsible for policy. The report further points out that between 2013 and 2015 the number of ECDE Centers in the country increased

---

16 ) In the case of ECDE, the policy demarcates the ages for ECDE are as follows; ages ½ - 2 years is for play group; 3years for Baby Class; 4 years for pre-primary I and 5 Years for pre-primary II.

17 ) United Nations, Transforming our World – The 2030 Agenda for Sustainable Development, 2015.

18 ) Ministry of Devolution and Planning. Millennium Development Goals Status Report for Kenya 2013.

<https://www.odi.org/sites/odi.org.uk/files/odi-assets/publications-opinion-files/10101.pdf> - Status report on MDGs in Kenya 2012 and the Beyond Basic the growth of post primary education in Kenya report of 2014.

19 ) <https://www.odi.org/sites/odi.org.uk/files/odi-assets/publications-opinion-files/10101.pdf>

Status report on MDGs in Kenya 2012 and the Beyond Basic the growth of post primary education in Kenya report of 2014.

by 1.4% from 40,211 in 2014 to 40,775 in 2015. In absolute terms, the general ECDE enrolment increased by 4.9% between 2014 and 2015 whereas the ECDE Gross Enrolment Rate improved from 76.3% in 2014 to 76.5% in 2015 while Net Enrolment Rate improved from 71.8% to 74.6% in 2015. <sup>20</sup> The sector report further observes that in an effort to ensure that counties provide quality delivery of ECDE services, a draft Operational ECDE Policy Framework has been finalized and is awaiting national stakeholder engagement for review and ratification. However, with regard to the Operational ECDE Service Standards guidelines the report notes that a policy framework is awaiting finalization. <sup>21</sup>

This study therefore seeks to establish the status of service delivery with specific focus on Early Childhood Development and Education (ECDE) under the Devolved System of Government in Kilifi County. In undertaking the task, the study will endeavor to interrogate the county's policy priorities with respect to observance to child rights. More importantly, the study will be useful for generating evidence for awareness and advocacy around children rights.

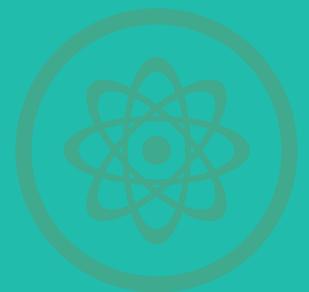
---

20 ) 2017/18 – 2019/20 Education Sector Report, 2016.

21 ) Ibid.

04

ECDE IN KILIFI  
COUNTY



## 4.1 Context

Early Childhood Development and Education (ECDE) being the first formal agent of socialization (Kibera & Kimokoti, 2007) there is need for all stakeholders to critically assess and address the challenges related to issues of access, equity, quality and relevance of ECDE programmes. In Kilifi County, ECDE continues to face daunting challenges just like in any other county in Kenya. Key among these challenges are widespread poverty, unstable economy and the effects of HIV/AIDS.<sup>1</sup> It is estimated that 72% of the County's population are living below the poverty line<sup>2</sup> thus as a result of poverty, majority of the households lack the basic resources and opportunities for provision of quality health, nutrition, education and care among other requirements of holistic development of children.

At the onset of devolution, the ECDE gross enrolment rate (GER) for the county stood at 87 % while the net enrolment rate (NER) was at 59 % implying that by 2012, 41 % of the pre-school aged children (3-5 years) were not enrolled in ECDE centres (Kilifi CIDP 2013). In addition, the county's teacher-pupils ration stood at 1:43 implying that the centres were quite crowded.<sup>3</sup>

The government of Kenya and the County Government of Kilifi (CGK) both recognizes the importance of ECDE programmes as one of the most important levers for accelerating the attainment of goals of Education for All (EFA).<sup>4</sup>

These ECDE programmes and services are aimed at laying a foundation for a child's holistic and integrated education that meets the cognitive, social, moral, spiritual, emotional, physical and developmental needs.<sup>5</sup>

Therefore, in order to address this holistic development and also in keeping with its department of Education, Youth Affairs & Sports' service charter that provides for facilitation and management of pre-primary schools, the county has undertaken the following measures; establishment of Pre-Primary Education Policy, initiation of free pre-primary education, ECD caregiver employment, school feeding, construction and equipping of ECD classrooms.<sup>6</sup>

---

1 ) The Kilifi County Ward Scholarship Fund Administration (Amendment) Act, 2015.

2 ) Kenya 2009 Population and Housing Census.

3 ) Kilifi County Integrated Development Plan, 2013 - 2017.

4 ) Kilifi County Government School feeding program policy for pre-primary children 2016.

5 ) Early childhood development education in Kenya: a literature review on Current issues, 2011.

6 ) County Government of Kilifi Department of Education, Youth Affairs & Sports, Service Charter.

One of the major achievements of CGK (with regard to the education sector) since devolution is the construction of additional fully-furnished EDCE centres together with renovation and equipping of the existing ones. This has consequently resulted in the increment in enrolment. The table below shows the distribution of pre-school types by division within Kilifi district prior to devolution (2012/13).

**Table 1: Distribution of pre-school types by division within Kilifi district prior to devolution (2012/13).**

DIVISION	COMMUNITY	COUNTY COUNCIL	OTHERS (PRIVATE)	TOTAL
Malindi	22	2	68	92
Bahari	65	10	35	110
Kaloleni	87	35	8	130
Ganze	34	6	24	64
Magharini	14	9	2	25
<b>Total</b>	<b>222</b>	<b>62</b>	<b>137</b>	<b>421</b>

*Source: Directorate of Pre-Primary Education, Kilifi County 2017.*

Table 1 shows that prior to devolution there were only 421 pri-primary centres, out of which 222 were in the hands of the community, 62 owned and run by the local authorities and 137 owned by private investors. The table shows that majority of the privately owned ECDE centres were largely found in urban parts of Kilifi District. On the other hand, the community based ECDE centres were mostly established in the rural parts of Kilifi District. With the advent of Devolution, county witnessed expansion and growth of the ECDE sector.

**Table 2: ECD Educational Centre Enrolment by sub-counties (2014/2015).**

SUB COUNTY	NO. OF CENTRES				BOYS		GIRLS		TOTAL				GRAND TOTAL	
	PUBLIC		PRIVATE		PUBLIC	PRIVATE	PUBLIC	PRIVATE	PUBLIC		PRIVATE			
Kilifi North	83	10.5%	155	17.5%	4,537	5,571	4,420	5,429	8,957	11.5%	11,000	23.7%	19,957	16.1%
Kilifi South	60	7.6%	304	34.4%	5,051	6,108	4,840	5,926	9,891	12.7%	12,034	26.0%	21,925	17.6%
Kaloleni	139	17.6%	87	9.8%	6,842	3,641	6,921	3,266	13,763	17.7%	6,907	14.9%	20,670	16.6%
Ganze	231	29.2%	12	1.4%	9,623	327	9,878	213	19,501	25.0%	540	1.2%	20,041	16.1%
Magarini	160	20.2%	72	8.1%	7,381	2,108	7,154	2,256	14,535	18.6%	4,364	9.4%	18,899	15.2%
Rabai	65	8.2%	105	11.9%	2,470	2,944	3,174	2,700	5,644	7.2%	5,644	12.2%	11,288	9.1%
Malindi	54	6.8%	150	16.9%	2,863	3,052	2,804	2,780	5,667	7.3%	5,832	12.6%	11,499	9.3%
<b>Total</b>	<b>792</b>	<b>100.0%</b>	<b>885</b>	<b>100.0%</b>	<b>38,764</b>	<b>23,751</b>	<b>39,191</b>	<b>22,570</b>	<b>77,956</b>	<b>100.0%</b>	<b>46,321</b>	<b>100.0%</b>	<b>124,279</b>	<b>100.0%</b>

*Source: Directorate of Pre-Primary Education, Kilifi County 2017.*

Table 2 the distribution of ECDE centres enrolment by sub-counties in Kilifi County. Kilifi County had in 2014/2015 a total of 1,677 ECDE centres. Out of these 792 of the centres are owned and managed by the county government of Kilifi while 885 are owned and run by private investors who include, but not limited to, Non-Governmental Organizations (NGOs), Community-Based Organizations (CBOs) and Religious Organizations.

In terms of distribution of ECDE centres by Sub County, Ganze has 231 public ECDE centres representing 29.2 per cent of all the public centres. Magarini Sub County accounts for 20.2 per cent of the public ECDE centres followed by Kaloleni (17.6 per cent), Kilifi North (10.5 per cent), Rabai (8.2 per cent), Kilifi South (7.6 per cent) and Malindi (6.7 per cent) respectively. In the case of privately owned ECDE centres, Kilifi South Sub County has 304 centres representing 34.4 per cent of all the private centres followed by Kilifi North with 155 centres representing 17.5 percent of all the privately owned centres. 150 (16.9 per cent) of these private ECDE centres are found in Malindi Sub County, 105 centres (11.9 per cent) in Rabai Sub County, 9.8 per cent in Kaloleni and 8.1 per cent in Magarini Sub County. Ganze Sub County has only 12 private ECDE centres representing 1.4 per cent of all the private centres.

The data further suggests that private ECDE centres are largely found in urban sub counties such as Kilifi North, Kilifi South and Malindi while on the other hand public ECDE are more prevalent in rural sub counties such as Ganze, Rabai and Magarini. With respect to pupil enrolment, the County Government of Kilifi has recorded a remarkable improvement. The number of children enrolled in public ECDE centres as at the end of 2014/15 was 77,956 up from 6,678 in 2013.<sup>7</sup> Out of this, 38,764 (49.7%) are boys while 39,191 (50.3%) are girls. This huge increase in enrolment is attributed to the deliberate efforts by the CGK to invest in expansion of the existing ECDE facilities, construction of new ones, hiring and deployment of ECDE caregivers. Data from the Kilifi County ECDE Directorate shows that the county inherited an ECDE system that was characterized mainly by lack of adequately trained teachers and care givers. Most of the teachers in the existing facilities were either untrained or holders of Certificate or Diploma. Table 3 shows the statistics on ECDE teacher-establishment in 2013.

**Table 3: Summary of Kilifi County ECDE Teacher Establishment (2013) ~ Public and Private ECDEs.**

STATUS OF ECDE	DIPLOMA			CERTIFICATE			UNTRAINED			TOTALS		
	M	F	TOTAL	M	F	TOTAL	M	F	TOTAL	M	F	TOTAL
<b>Public</b>	15	136	151	52	766	818	56	698	754	123	1600	1723
<b>Private</b>	14	91	105	31	821	852	31	525	556	76	1437	1513
<b>Total</b>	29	227	256	83	1587	1670	87	1223	1310	199	3037	3236
<b>%</b>										<b>6.1%</b>	<b>93.9%</b>	
		<b>Public</b>	4.7%			25.3%			23.3%			53.2%
		<b>Private</b>	3.2%			26.3%			17.2%			46.8%
		<b>Totals</b>	7.9%			51.6%			40.5%			

*Source: Directorate of Pre-Primary Education, Kilifi County 2017.*

7 ) This statistics was corroborated by the CEC for Education, Sports and Youth Affairs, Hon. Salma Muhiddin in an interview with the Consultant.

Table 3 gives a summary of the ECDE teacher-establishment at the onset of devolution. In 2013, Kilifi County had 3,236 teachers employed in both public and private ECDEs spread across the county. With regard to qualifications of these teachers, 51.6% of them were the only ones with certificate while almost half of them (40.6%) were untrained teachers<sup>8</sup>.

*In 2013, only 7.9% of the teachers possessed diploma qualifications.*

Over half of the ECDE, that is, 1,723<sup>9</sup> (53.2%) teachers were working in public ECDEs while the remaining 1,513 teachers, accounting for 46.8% of teacher-establishment were employed by the privately-owned ECDEs. The data in Table 3 is further disaggregated to show distribution of teachers by Sub County as shown in Table 2 and Table 4.



*ECDE Teacher in a Classroom.*

8 ) Majority of the untrained teachers were employed by the Public ECDE centres ~ 23.3 per cent in public ECDEs and 17.2 per cent in private ECDEs.

9 ) The CGK has since employed additional 1,500 ECDE teachers (750 each in FY 2015/16 and 2016/17). All the County Government ECDE teachers are employed on a 3-year contact.

Table 4: Kilifi County ECDE Teacher Establishment (2013) ~ PUBLIC ECDEs.

SUB COUNTY	DIPLOMA			CERTIFICATE			UNTRAINED			TOTALS		
	M	F	TOTAL	M	F	TOTAL	M	F	TOTAL	M	F	TOTAL
Kilifi (*)	1	41	42	6	157	163	4	89	93	11	287	298
Kaloleni	0	12	12	16	122	138	0	0	0	16	134	150
Ganze	5	18	23	3	120	123	21	121	142	29	259	288
Magarini	4	20	24	10	166	176	22	208	230	36	394	430
Rabai	1	10	11	3	73	76	0	61	61	4	144	148
Malindi	4	35	39	14	128	142	9	219	228	27	382	409
<b>Total</b>	<b>15</b>	<b>136</b>	<b>151</b>	<b>52</b>	<b>766</b>	<b>818</b>	<b>56</b>	<b>698</b>	<b>754</b>	<b>123</b>	<b>1600</b>	<b>1723</b>
<b>%</b>	<b>9.9%</b>	<b>90.1%</b>	<b>8.8%</b>	<b>6.4%</b>	<b>93.6%</b>	<b>47.5%</b>	<b>7.4%</b>	<b>92.6%</b>	<b>43.8%</b>	<b>7.1%</b>	<b>92.9%</b>	

Source: Directorate of Pre-Primary Education, Kilifi County 2017.

*Kilifi was split into Kilifi South and Kilifi North Sub Counties*

Table 5: Kilifi County ECDE Teacher Establishment (2013) ~ PRIVATE ECDEs.

SUB COUNTY	DIPLOMA			CERTIFICATE			UNTRAINED			TOTALS		
	M	F	TOTAL	M	F	TOTAL	M	F	TOTAL	M	F	TOTAL
Kilifi	7	31	38	19	326	345	13	254	267	39	611	650
Kaloleni	1	4	5	5	71	76	2	98	100	8	173	181
Ganze	0	2	2	5	8	13	3	10	13	8	20	28
Magarini	0	5	5	0	46	46	0	20	20	0	71	71
Rabai	1	6	7	2	70	72	0	15	15	3	91	94
Malindi	5	43	48	0	300	300	13	128	141	18	471	489
<b>Total</b>	<b>14</b>	<b>91</b>	<b>105</b>	<b>31</b>	<b>821</b>	<b>852</b>	<b>31</b>	<b>525</b>	<b>556</b>	<b>76</b>	<b>1437</b>	<b>1513</b>
<b>%</b>	<b>13.3%</b>	<b>86.7%</b>	<b>6.9%</b>	<b>3.6%</b>	<b>96.4%</b>	<b>56.3%</b>	<b>5.6%</b>	<b>94.4%</b>	<b>36.7%</b>	<b>5.0%</b>	<b>95.0%</b>	

Source: Directorate of Pre-Primary Education, Kilifi County 2017.

**Table 6: Kilifi County ECDE Teacher Establishment, Pupil Enrolment and Class Size as at 2014.**

STATUS	TEACHER ESTABLISHMENT			PUPIL ENROLMENT	PUPIL-TEACHER RATIO (PTR)		AVERAGE CLASS SIZE (PUPILS)	
	M	F	TOTAL		KILIFI	NATIONAL	KILIFI	NATIONAL
Public	206	1,479	1,685	72,361	42.9	31.1	120	84
Private	276	1,168	1,444	32,001	22.2	19.7	68	62
<b>Total</b>	<b>482</b>	<b>2,647</b>	<b>3,129</b>	<b>104,362</b>	<b>32.6</b>	<b>25.4</b>	<b>97</b>	<b>75</b>

*Source: Basic Education Statistical Booklet. (Ministry of Education Science and Technology, 2014).*

Table 6 above shows the distribution of ECDE Teachers across the public and private centre in addition to pupil enrolment, Pupil-Teacher Ratio (PTR) and the average class size as at 2014 (one year after devolution). The table shows that the number of trained<sup>10</sup> teachers increased from 969 to 1685 and 957 to 1444 in public and private centres respectively. With regard to pupil-teacher ratio, public ECDE centres had a PTR of 42.9 compared to the national PTR of 31.1. The PTR for the private ECDE centres are lower (22.2 compared to the national PTR of 19.7) than those of the public centres implying that children in private ECDE centres a greater teacher to pupil ratio hence contributing to improved child participation and learning.

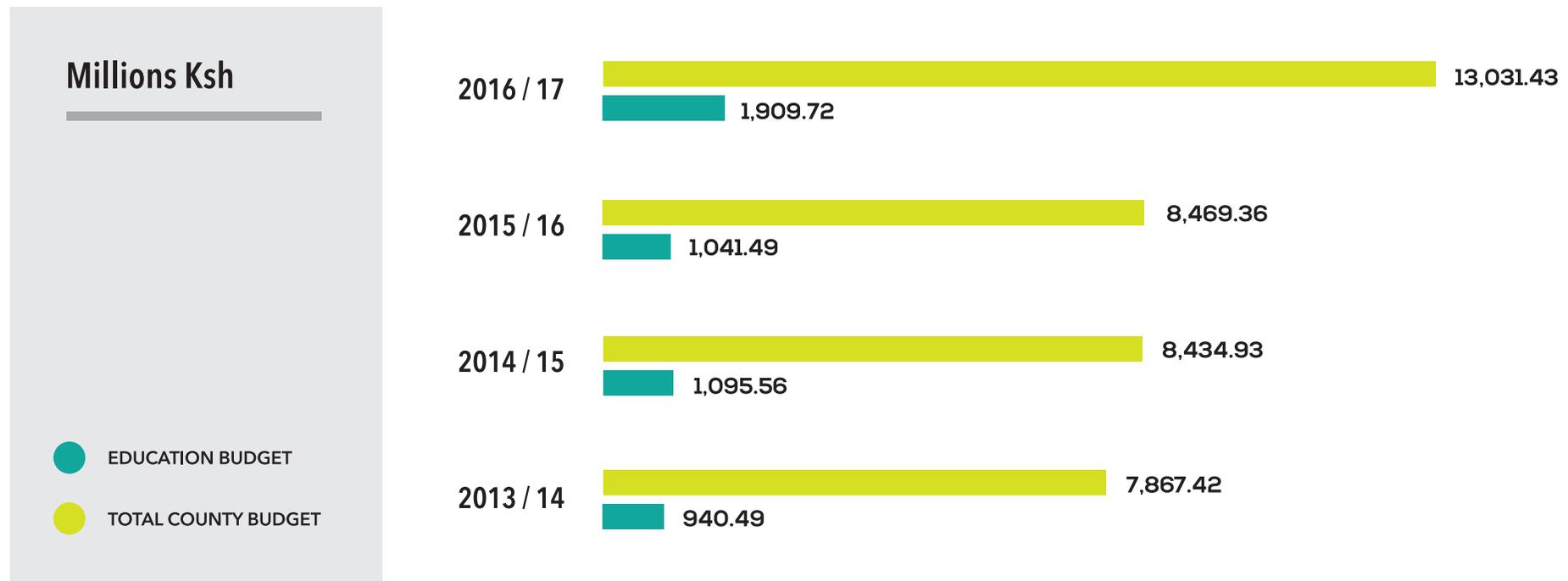
On the average school size, the Basic Education Statistical Booklet, 2014 reports that the county's average school size stands at 120 for public ECDE centres against the national's 84. This contrasts with the average school size in private centres which is 68 against the national's 62.

10 ) Diploma and Certificate holders. Prior to devolution, majority of the ECDE teachers were untrained. This changed with the coming of devolved units.

## 4.2 Analysis of Public Investment in the ECDE Sector

Since the advent of devolution, the County's overall budget allocation has significantly increased from Kshs. 7,867.42 million in 2013/14 to Kshs 8,434.93 million in 2014/15, Kshs.9,196.35 million in 2015/16 and Kshs.13,031.43 in 2016/17. Despite the steady rise in the overall county budget<sup>11</sup>, the education sector's budget has recorded a disproportionate change in its allocation as shown in Figure 1.

**Figure 1: Education Sector budget as and the Total Kilifi County Budget (*in Millions Ksh*).**

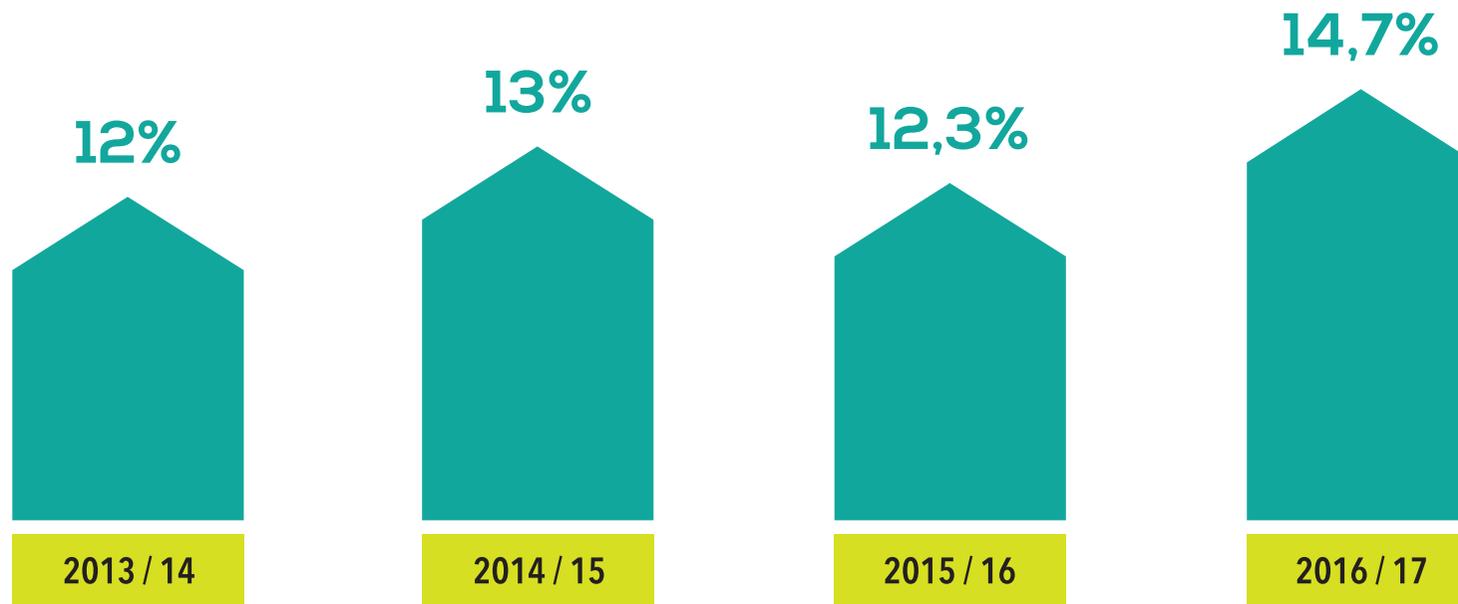


*Source: County Budget Estimates 2013/14-2016/17, Controller of Budget's Annual Budget Implementation and Review Reports 2012/13 -2016/17 and Author's calculation*

11 ) This includes the budget for ECDE, vocational training, Youth affairs and Sports.

In terms of the sector's budget expressed as a share of the total county expenditure outlay, the sector's budget has overtime recorded marginal increase as shown in Figure 2.

**Figure 2: Education as a % share of Total Budget.**

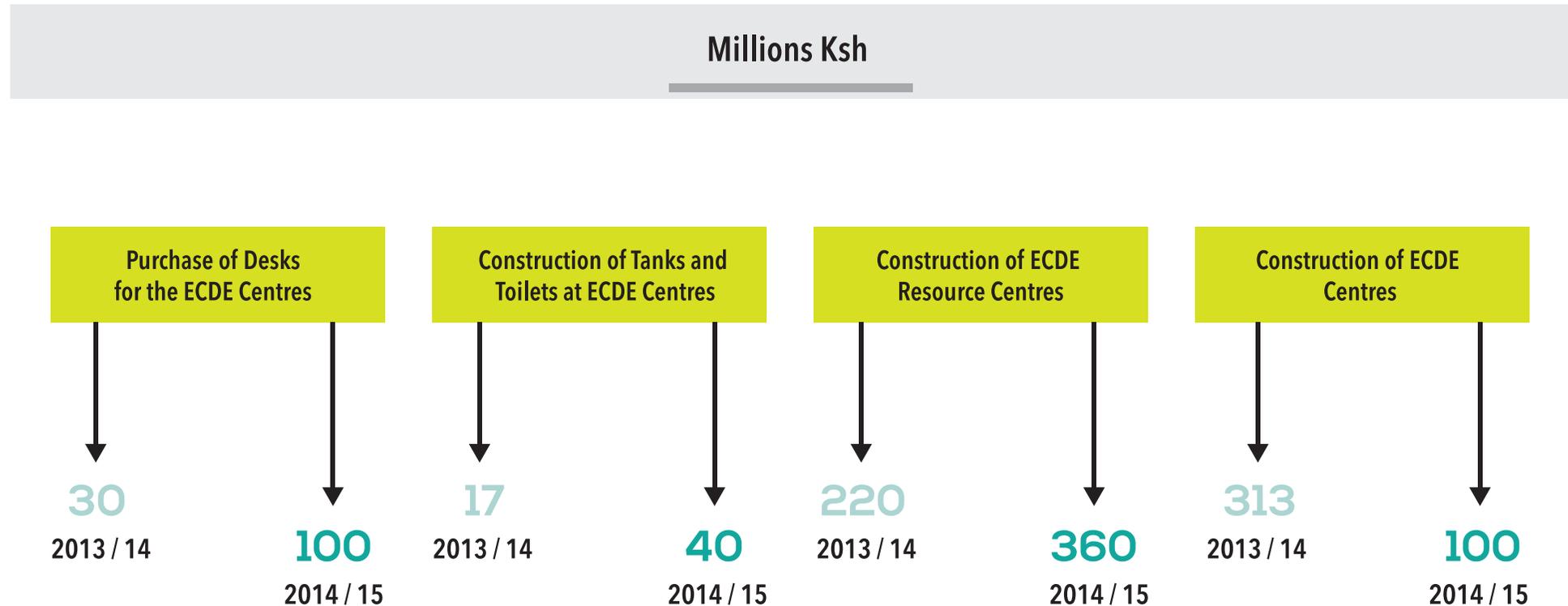


*Source: County Budget Estimates 2013/14-2016/17, Controller of Budget's Annual Budget Implementation and Review Reports 2012/13 -2016/17 and Author's calculation*

From Figure 2, it is evident that as a share of the county total budget, the education sector allocation improved from 12.0 per cent in the first year of devolution (2013/14) to 14.7 per cent in 2016/2017. A review of both the county budget documents and the various issues of the controller of budget reveals that the larger development component of the education budget went towards construction of new ECDE centres, refurbishing of existing centres and equipping both the new and existing centres. This demonstrates that within the county's education sector, infrastructural development remains a priority. However, there is need for the infrastructures developed by the county to be regularly maintained and renovated from time to time.

As a result of the fact that the county budget is not significantly disaggregated to department and sub-department levels, it became difficult to isolate specific allocations for all the projects implemented under the education sector. However, the controller of budget report for FY 2014/15 provides a glimpse on some of the items on which the education sector's budget was spent on.

**Figure 3: ECDE Budget Allocation (in Millions Ksh).**



Source: County Budget Estimates 2013/14-2016/17, Controller of Budget's Annual Budget Implementation and Review Reports 2012/13 -2016/17 and Author's calculation

## 4.3 Kilifi County policies and legislations on ECDE

In order to promote the implementation of ECDE programmes and services, County Government of Kilifi enacted the following policies and legislations: School Feeding Programme (SFP) Policy, 2016, The Kilifi County Child Care Facilities Act, 2016 and The Kilifi County Early Childhood Education Act, 2016.

### 4.3.1 The School Feeding Programme Policy, 2016

The Constitution of Kenya 2010 under Article 53 (1) provides that every child has the right to, among other things, free and compulsory basic education and basic nutrition, shelter and health care. It is on the strength of the constitution that the County Assembly of Kilifi enacted the SFP policy in 2016. The SFP policy is aimed at improving the nutritional status of children; alleviating short term hunger thus leading to improved child cognition; enhance completion of basic education; retention of ECDE children in schools; increase in attendance so as to enhance their access, equity and quality to ECD services. In order to achieve the said objectives, the county government of Kilifi in collaboration with other development stakeholders undertakes to promote synergy between national and county development planning for the success of the program besides promote partnerships, networking, dialogues, communication and coordination among stakeholders in the sectors for promotion of the program. The Policy also recommends the promotion of institutional capacity strengthening in all Pre-primary Development Centers in addition to enhancing county pre-primary directorate to monitor and evaluate the school feeding program.

It is important to note that for effective planning, management and implementation of this policy, there is need for collaborations, cooperation, partnerships and participation of stakeholders and local communities with the CGK. To this end, the Policy not only provides for the establishment of a County School Feeding Programme Board but also its membership and mandate. The County SFP Board is mandated to actualize and oversee the implementation of the programme. In addition, the policy provides for a SFP operation manual which acts as a guide on the implementation of the SFP. The SFP Policy anticipates that when fully implemented all the ECDE children in public schools will be provided with porridge and bread daily. Currently, the programme has not started due to budget constraints and is expected to start in the FY 2017/18 since funds for rolling out the programme have been factored in the budget.<sup>12</sup>

---

12 ) For a start, CGK plans to provide all ECDE children in public schools with porridge and bread thrice a week .

### 4.3.2 The Kilifi County Child Care Facilities Act, 2016

The Kilifi County Child Care Facilities Act, 2016 is an Act of the Kilifi County Assembly enacted to provide for the registration, licensing and inspection of child care centres in the county. The Act further provides for the functions of the department responsible for matters relating to education. Among these functions are the responsibility to regulate and license child care facilities within the county; develop and implement the policy on child care facilities; develop standards for child care facilities; and receive and investigate complaints on child care facilities.

The enactment of this law is a step in the right direction since it will guard against the mushrooming of unlicensed child care facilities which if not regulated, run the risk of compromising the quality of learning in such centres due to administration of inconsistent and unapproved curricular; such centres may also result in defrauding of unsuspecting parents in addition to subjecting children to learning under unhygienic environment.

The policy also provides for monitoring and regular inspection of the operations of the ECDEs already licensed are in compliance to the law and also to ensure that children in such facilities are not abused.

### 4.3.3 The Kilifi County Early Childhood Education Act, 2016

This is an Act of the County Assembly of Kilifi that provides for early childhood education in Kilifi County. This legislation not only outlines the requirements to be fulfilled for early childhood education and care centres (whether home-based education and care service or a hospital-based education and care service) to be licensed but also provides for the regulations relating to licensing such centres. In terms of administration of the early childhood education and care centres, this legislation mandates the Executive Committee Member to prescribe or amend a curriculum framework for licensed early childhood services.

The Act further provides for the distinction of what facilities fall within the definition of early childhood education and care centre. In particular, it provides that an early childhood education and care centre means premises used regularly for the education of three or more children by the day or part of a day to children under the age of six who do not belong to the persons providing the education; but not for any continuous period of more than seven days<sup>13</sup>. It also provides that no service provider may operate an early childhood education centre unless that service provider is licensed to operate the centre.

---

13 ) The Kilifi County Early Childhood Education Act, 2016.

In order to ensure compliance with the law, provides for grounds<sup>14</sup> under which a service provider shall be deemed to have committed an offence against this Act. For deterrence, the law provides that an offence committed under this act shall be punishable on conviction by a fine not exceeding twenty thousand for every day or part of a day on which the offence took place (this is in the case of operating a centre without holding a current license) and in the case of an offence relating to stopping operating the centre without notifying the Executive Committee Member, by a fine not exceeding fifty thousand.

## 4.4 Research Findings

This section discusses the Study findings focusing on the key objectives that the study sought to address with respect to the status of ECDE implementation in Kilifi County pre and post devolution.

The study benefitted from the experiences of the stakeholders drawn from the civil society organizations, early childhood education facilities (both private and public), county executive committee member for education department and the chair of county assembly's committee on education.

From the study, it emerged that the early childhood development and education sector in Kilifi County witnessed improvements both in terms of infrastructure, pupil enrolment and teacher recruitment. These improvements are attributed to deliberate county efforts following the onset of devolution. There was a general consensus among all the key informants that as a result of devolution, the county, in particular lived up to its vision of increasing the number of ECDE centres by constructing a modern ECDE model centres in each of the 35 wards in addition to refurbishing and equipping the existing ones (The county has 270 operational ECDEs hosted in primary schools across the county). These led to a rise in pupil enrolment across the county and employment of ECDE teachers on better terms of service.

In addition, the county government of Kilifi made the following achievements; employment of more ECDE teachers on better contractual terms. 750 ECDE teachers have been employed since 2014. The teachers are remunerated depending on their qualification. For instance, diploma holders are paid a minimum salary of KES 20,000 per month while certificate holder earn a minimum salary of KES 17,000 per month. It is worth pointing out that prior to devolution, ECDE teachers were employed by the Parents Teachers Associations (PTAs) and were poorly remunerated as remuneration depended on the parents' ability to pay fees. Further, the county employed competent and qualified sub county and ward-based ECDE supervisors who are tasked with ensuring Quality Assurance and Standards,

---

14 ) Operating the early childhood education and care centre without holding a current license; ceasing to operate an early childhood education and care centre for which it holds a current license under regulations made under this act, in circumstances other than an emergency, without first informing the Executive Committee Member that it will stop operating the centre; and ceasing to operate the early childhood education and care centre for which it holds a current license under this act, in circumstances involving an emergency, and fails to tell the Executive Committee Member as soon as is reasonably practicable after the closure.

undertaking inspection of pre-schools and training institutions, administration of pre-school teacher trainee<sup>15</sup> examinations and pre-school teacher certificates, monitoring of pre-school teacher training, ensuring recruitment of qualified teachers, inspection of pre-schools (quality assurance), implementation of parental community awareness and mobilization programmes, provision of learning materials to all schools such as free stationeries to all ECDE schools, infra-structural improvement such as building and equipping of the ECDE facilities, research and coordination with other partners. Such supervisors are obligated to make visits to the ECDE centers to assess the levels of service delivery in these ECDE centres.

With regard to the education system, it emerged that whereas the government offers DICECE system in three levels of KG1, KG2 and KG3<sup>16</sup> in all its public centres most private schools are administering the Montessori system. It is therefore imperative for the county to ensure that all the county ECDEs administer a uniform system of education that is agreed upon by all the stakeholders.

In order to ensure that the county is not faced with teacher shortage, the county also built an ECDE training college in Kilifi North sub-county. This will not only help in training of new teachers but also in enhancing skill advancement through provision of regular refresher trainings. To consolidate the gains made in the sector, the county enacted the following legislations; The Kilifi County Child Care Facilities Act, 2016; The Kilifi County Early Childhood Education Act, 2016 and The School Feeding Programme Policy, 2016. These legislations and policy provides the framework upon which the implementation of the ECDE sector is anchored. Regarding the involvement of all ECDE stakeholders in matters pertaining to the distribution and the management of the ECDE sector, there is scanty information on how ECDE model centres are distributed, thus raising concern among the different stakeholders on the criteria applied. A case in point is why the county government chose to build a model ECDE centre at Sir Ali Bin Salim Primary School yet it had an ECDE facility already; another case of misplaced distribution is that of the Matsangoni ECDE centre constructed right near the forest, a location that is far from the nearby habitation. It is almost certain that in the case of the two examples unearthed by the study, are cases suggesting that it is possible these two ECDE centres and many more could have been established without Public Participation as required by law.

Arising from this observation, there is need for Kilifi County Government to consider factors such as need, equality and equity in informing the decision-making around ECDE distribution. On outstanding achievements worth emulating, Kilifi County is credited with putting in place the County School feeding programme whereby every child is given a packet of milk twice a week<sup>17</sup>. This programme is aimed at not only attracting children to ECDE centres but also in

---

15 ) Proficiency, Certificate and Diploma levels.

16 ) District Centre for Early Childhood Education (DICECE) ECDE levels ~ Kindergarten (KG 1,2 & 3).

17 ) It is expected that this programme will be escalated to the lower primary school to mitigate against cases of drop outs in class 1 due to lack of school feeding programme in lower primary school.

promoting child retention in the centres. In addition, it emerged that the county government is improving on the 15 integrated ECDE centre to cater for both the normal and special needs children besides establishing 3 fully fledged special needs children ECDEs.

*“ Were it not for devolution, Kilifi County would not have recorded significant growth in ECDE enrollment (6,678 in 2013 to 86,000 in 2016). The increase in enrolment has necessitated increase in recruitment of more teachers although our desire as a county is to employ 2000 teachers to address the teacher shortage in Kilifi County ”*

*~ Hon. Salma Muhiddin,  
CEC Education, Youth Affairs & Sports.*

Regarding the service delivery of ECDE under the centralized and devolved system of government, the study revealed that that prior to devolution, ECDE was a neglected sector characterized by; lack of facilities, lack of teachers, the few teachers that existed were largely inadequately trained (majority were standard 8 drop outs), unfair distribution of ECDE centres among others.



*Interview with the CEC Education,  
Youth Affairs & Sports, Hon. Salma Muhiddin*

Less premium was attached to early childhood education prior to devolution. The report indicates that in the pre-devolution era, ECDE was only a preserve of the rich since they were largely run by private investors and it is only the rich who could afford to take their children to private ECDEs. However, this changed with the advent of the new dispensation as the county shifted focus to prioritizing investment in public ECDE sector.

The report further points out that the county reached out to the development partners such as the Aga Khan Foundation to support its initiatives of developing the ECDE sector. In particular, the Aga Khan Foundation partnered with the county government to train ECDE teachers on regular refresher courses. That devolution has resulted in transformation of ECDE is not in doubt however, even with such transformation in ECDE sector, the reports found out that ECDE is still not being taken seriously, especially by the parents, that is, parents only value education of their children when they reach upper primary section especially Standard 8. Further, the report notes that, despite the County Government of Kilifi recording impressive achievements within the ECDE sector, teachers on their part noted that inadequate resources remains a challenge in the counties quest to provide learning and playing materials to the ECDE centres across the county.

In addition, the teachers raised issue with inadequate remuneration especially for the teachers dealing with special needs children and those that are not employed by the county government.

On their part, ECDE parents reported that prior to devolution, ECDE pupils were mixed together in one class or taught under a tree and taught by one teacher. This was blamed partly on the lack of classes and also on lack of budgetary resources with which to employ adequate teachers. In addition, the parents observed that majority of children stayed out of school due to poverty

since their parents could not afford to pay even the supplemented school fees. According to the parents who participated in the study, the coming of devolution is a blessing to both them and their children since it has made it possible for their children to access education as well relieving them off the burden of employing ECDE teachers in addition to paying their salaries. The study observes that although the county has built classrooms, employed teachers and provided learning materials, parents still have to supplement the efforts of the county by paying, Kshs 200 per month. The amount paid goes towards partly paying salary for the teachers employed by ECDE centre management and partly for supporting the school feeding programme that is being co-sponsored by a private investor, Fayaz Bread Ltd who supplies bread to every child at some pre-selected school at no fee.

*“Employment of teachers relieved the parents of the burden of wholly paying teachers’ salary. In addition, building of classrooms ensured separation of children according to their classes as opposed to in the past where all the children were lumped together in one class and taught by one teacher regardless of their ages”*

*~ Parents, Fumbini Primary School ECDE centre.*



*FDG with Teachers of  
Fumbini Primary School ECDE Centre*

### Challenges in ECDE in Kilifi County

Based on the interviews and the focused group discussions, various challenges were identified that are deterring the full success of ECDE in Kilifi County. These include, but not limited to; The absence of a national curriculum for ECDE which is not only a challenge for Kilifi County but also a challenge for the ECDE sector in the country. The lack of a harmonized curriculum for ECDE in the country implies that different curriculum is adopted across the country which consequently becomes a big challenge during transition to primary school where there is a harmonized curriculum.

In Kilifi County there is continuous training of the ECDE teachers but this only happens for the teachers in public institutions leaving out those from the private institutions. The challenge with leaving out of private ECDE teachers is the continued transition of the teachers between the private and public ECDE centres which means that a teacher transitioning from private to public may not have received the necessary continuous training like counterparts who have been in the public ECDEs. It is also a challenge as the lack of training of the private ECDE teachers means that the quality of education that the private ECDE children receive may be compromised.

Lack of interest from other stakeholders. Parents for example, are very fundamental in ECDE as this is the formative stage of child development which not only requires classroom learning but also a holistic approach to ensure that a child acquires basic life skills at an early age.

In addition, the National ECDE policy 2006 has not been reviewed to incorporate the devolved system of governance. This means that the policy has not factored in ECDE as a devolved function and thus the guidance of the policy becoming null and void in various instances. There is need for the policy makers to relook at the National ECDE Policy with a view of streamlining it to fit within the context of devolved system of government.

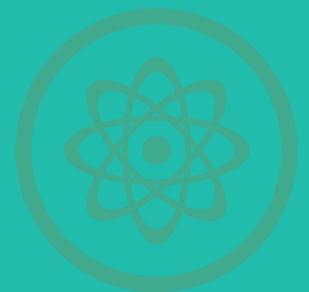
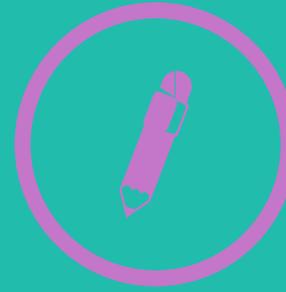
Finally, budget constraints in Kilifi County has continued to hinder the County government from providing a completely free early childhood development education to all the eligible children of Kilifi and as a result, the parents are always called upon to pay a minimal fee for supporting the ECDE programmes. With the relatively high levels of poverty in the county this has locked out some of the children that are willing and able to learn but cannot afford the fee.



*Fumbini Primary School ECDE Centre*

# 05

## CONCLUSION AND RECOMMENDATIONS



## Conclusion

Devolution has taken off and is on the verge of full operationalization. Of the fourteen functions that were devolved, ECDE is one of the functions that has had one of the main impacts especially in the counties that have been referred to as marginalized.

Kilifi County has created the policy, institutional and legislative framework to support the development of ECDE across the County. The County started from a setting that had not fully embraced education and this was especially so due to the high poverty levels in the county. The County has however made efforts to improve the condition and integrate ECDE centers and have made efforts to ensure that they are available across the county. It is therefore important to note that ECDE service delivery in Kilifi County is on the right path and notable achievements have been realized for the past 4 years since the full operationalization of devolution.

The County Government of Kilifi has recorded greater achievements that need to be consolidated as efforts are made to build on the same. The number of ECDE centres has also grown from 421 in 2012 to 1677 in 2015, it is important to note that this figure is likely to increase given that a number of ECDEs are being constructed in addition to the ones already in operation. The investment in education in the county has continued to grow over time with a record of 12% of the total budget allocated to education in the 2013/2014 budget while in the 2016/2017 budget the allocation to education stood at 14.7%. These achievements form the foundation of the lessons that the county needs to pick in order to capitalize in the ECDE sector and yield maximum benefits from ECDE.

In addition the study found out that ultimate access and equity of early childhood development education is constrained by factors such as; developing and domesticating of sound policies that support ECDE framework, insufficient number of trained teachers and care givers, limited availability of teaching and learning and play materials, inadequate number of pre-primary and day care centres, inadequate nutrition and health support services, limited community participation and low morale of teaching staff (especially those not employed by counties) due to poor remuneration.

In conclusion, the study recognizes that education remains one of the key drivers of poverty alleviation and economic development. With devolution, the local community stands a chance of benefiting from the devolved resources besides increased citizen participation in identification of priorities and local governance. The study findings therefore offer a foundation upon which the gains made with respect to implementation of ECDE programmes in the county can be anchored.

## Recommendations

From the findings of this study it is important to note that the issues that were brought out by this study are not only unique to Kilifi County but are issues that the ECDE sector in the country is faced with. It is based on this that the following policy recommendations are made and these are made with the understanding that the various counties are unique in their own way and thus the recommendations should be applied based on the unique context of the counties.

**These recommendations are clustered into two sections with the first section looking at Policy proposals while the latter section looks at some of the advocacy issues that can be picked up from the study:**

### Policy Proposals

#### 1

#### ECDE Staffing Policy

The Counties need to develop an ECDE Staffing Policy which will among others, cater for Teachers and Caregivers Recruitment, Transfers and Promotions, Terms of Employment and Staff Capacity Development. At the moment the country has no policy on the recruitment and development of ECDE caregivers which leaves the county governments to muddle through to come up with their own guidelines. Just like the primary and the post primary education, there is need for harmonization of the ECDE recruitment and development in an effort to professionalize ECDE. The study found out that Kilifi County has done well with respect to employment of ECDE teachers across the county, but still there is need for the county to increase the number from the current 750 teachers to the targeted 2000. In addition, the county needs to employ all the ECDE teachers on permanent and pensionable terms rather than the current contractual terms.

With respect to Staff Capacity Development, the policy needs to define and set a target on the Pupil Teacher Ratio (PTR) which will help in addressing the inadequate teacher pupil attention. The target must be in line with the national PTR policy target which currently stands at 1:30 (KIPPRA, KER 2016). In addition to this, the policy must ensure that the employed teachers are, from time to time, accorded the opportunity to attend regular refresher courses as a way of upgrading their professional qualification, improving their competency in curriculum delivery besides keeping abreast with the changing trends within the education sector.

On Special Needs Education, the policy needs to provide for mandatory recruitment of at least one trained Special Needs Teacher in every ECDE centre. Despite the fact that the country has increasingly embraced the integration of special needs into mainstream schools, Kilifi County is yet to fully

undertake the same. Consequently, there is need for the county to ensure that besides hiring at least one Special Needs Teacher in each centre, the other ECDE teachers are equipped with both pre-service and in-service training in special needs education as this will enable them efficiently handle learners with special needs and disabilities not only in class but also outside the class environment. In addition, the county should ensure that special needs education is incorporated as a component of the teacher training so as to equip teachers with skills for early identification and referrals of pupils with special needs.

## 2 ECDE Curriculum Policy

There is need for the Country to fast track the harmonization of the ECDE curriculum. As it is currently, both private and public ECDE centres administer different programmes with the government favoring the DICECE approach while the private centres implement the Montessori programmes. There is need for both the Council of Governors, Ministry of Devolution and Ministry of Education to have a national dialogue with all the ECDE stakeholders with a view of coming up with standard and agreed system of Early Childhood Development Education to be implemented in all the ECDE teacher training Colleges and ECDE centres regardless of their status (Private or Public).

It is however more important for all the stakeholders, in considering the new ECDE curricular, to be cognizant of the fact that the current ECDE curricular lacks the holistic approach to child development as it is more inclined on cognitive development. The policy should consider special needs education systems, approaches and requirements. In addition, The policy must clearly provide that homework are to be used only for diagnostic purposes and as such teachers need to sensitize the parents on the need to get more involved in their children's learning by assisting them with homework

## 3 Budget Allocation to ECDE

With the devolved system of governance, the county governments are at liberty to allocate their budgets based on the county specific priorities. There is need for the assessment of the budgets that have been allocated to the education sector in the County governments with the aim of rationalising the allocation. The priorities of any government are communicated to through the budget it is therefore fundamental that the county governments rationalise the allocation to education and especially the ECDE and especially now that a great percentage of the allocation goes to capital expenditure. The county government should also seek partnership with development partners and private sector in improving the establishment of a solid ECDE sector for Kilifi County. From the study, it is clear that the private sector is a major player in ECDE in Kilifi and thus cannot be ignored.

## 4

## Civic Awareness

ECDE is not only about classroom learning but incorporates holistic development of a child. This therefore calls for involvement of all stakeholders and the understanding of the roles each one plays. This includes the care givers, and community leaders amongst others. ECDE has been left as a preserve of the formal education system and the basic life skills which are an integral part of ECDE have been ignored. There is need for deliberate effort to be put towards the development creation of awareness amongst stakeholders on their role in ECDE and how they can contribute to the success of ECDE.

### Issues for Advocacy

**These are advocacy issues that emanated from the study as a result of the interrogation of the existing mechanisms and programmes within the ECDE sector:**



#### Enhancing Policy Implementation

In order to improve Policy Implementation by county's department of Education, Youth Affairs & Sports there is need to operationalize the enacted ECDE policies. To achieve this, the county needs to establish implementation, oversight and coordinating working team that will oversee the implementation of all the ECDE policies.

On the pre-primary school entry age, the study observed that in order to mitigate against the continued cases of children joining ECDE centres when they are already past the recommended ECDE school entry age (in some cases the study found out that children as old as 12 years are still in pre-primary classes) to be in pre-primary classes, parents and the local administration need to be sensitised on the need to adhere to the ECDE entry age policy. In addition, the County's department of Education, Youth Affairs & Sports through its ECDE inspectors and supervisors must reinforce the national governments policy on ECDE entry age.

With respect to the School Feeding Programme, the county government should fast track the operationalization of this programme since its full implementation has a great potential of not enhancing learning outcomes but also in the realization of absolute enrolment and retention of pupils

in pre-primary schools. In addition, for the sustainability of the School Feeding Programme to be guaranteed, the county needs to mobilize other non-state stakeholders including the private sector, faith-based organizations and civil societies to provide monetary support toward complementing the county's efforts.

As noted during the study, all County Governments need to petition the Senate to expedite the enactment of the *Early Child Development Education Bill 2016* which is already pending before the Senate. The enactment of this Bill will help in harmonization of the terms of service for ECDE teachers across all counties and most importantly standardize teacher's salary rates which at the moment vary across counties.

Regarding Infrastructure Development, there is need for the county government to consolidate all the gains that have been witnessed in the sector. For instance, public investment in infrastructure development such as refurbishment of ECDE centres, recruitment of teachers, training and capacity building for ECDE teachers, construction of classrooms and toilets in the ECDE centres need to be enhanced. In addition, the County government needs to develop more across the county. Such ECDE centres must have that have water accessibility, playground, and security besides ensuring that they are child friendly even for children with special needs.

Lastly, although the Constitution provides that basic education (ECDE is part of basic education) should be free thus making fees payment illegal, the study found out that parents in Kilifi County are still required to pay for ECDE related charges such as top up salary for the ECDE teachers and buying of learning materials among others. These chargers need to be abolished in order to improve access to ECDE.

To this end, the report calls on the County Government of Kilifi to consider making ECDE free and Compulsory.

## REFERENCES

**Constitution and Reform Education Consortium (2012).** *State of Service Delivery in Health and Education Sectors in Kenya: A Baseline Survey Report for Seven Counties.* Constitution and Reform Education Consortium, Nairobi.

**County Government of Kajiado (2017).** *Kajiado County Devolution Milestones 2013-2017.*

**County Government of Kilifi (2013).** *Kilifi County First County Integrated Development Plan 2013-2017.*

**County Government of Kilifi (2015).** *The Kilifi County Ward Scholarship Fund Administration (Amendment) Act, 2015.*

**County Government of Kilifi (2016).** *The Kilifi County Early Childhood Education Act, 2016.*

**Institute for Economic Affairs (2015).** *Child Budget Analysis in Kenya; National Government and Six County Governments.* Institute of Economic Affairs, Nairobi.

**Morrison, J. W. (2001).** *Early care and Education in Ghana.* Childhood Education, Accra.

**Republic of Ghana (2010).** *Report on Basic Statistics and Planning Parameters for Basic Education in Ghana 2009/2010.* Ministry of Education, Accra.

**Republic of Kenya (2005).** *Policy Review Report: Early Childhood Care and Education in Kenya.* Ministry of Education Science and Technology, Nairobi.

**Ministry of Education (2012).** *Taskforce on the realignment of the education sector to the constitution of Kenya, 2010.* Nairobi: Government Printing Press. Nairobi.

**Republic of Kenya (2006).** *Early Child Development Service Standard Guidelines.* Ministry of Education Science and Technology, Nairobi

**Republic of Kenya (2007).** *Kenya Vision 2030.* Ministry of Planning and National Development, Nairobi.

**Republic of Kenya (2010).** *Constitution of Kenya 2010.* Government Printers, Nairobi.

**Republic of Kenya (2012).** *A Policy Framework for Education: Aligning Education and Training to the Constitution of Kenya (2010) and Kenya Vision 2030 and beyond.*

**Republic of Kenya (2012).** *Teachers Service Commission Act 2012, Nairobi.*

**Republic of Kenya (2013).** *The Basic Education Act, 2013, Nairobi.*

**Republic of Kenya (2013).** *Vision 2030 Second Medium Term Plan 2013 – 2017. The National Treasury, Nairobi.*

**Republic of Kenya (2014).** *Programme Based Budget, County Government of Kilifi for the Year Ending 30th June 2015.*

*Republic of Kenya (2015).* *Programme Based Budget, County Government of Kilifi for the Year Ending 30th June 2016.*

**Republic of Kenya (2016).** *County Governments Budget Implementation Review Report for FY 2015/16. Office of the Controller of Budget, Nairobi.*

**Republic of Kenya (2016).** *Programme Based Budget, County Government of Kilifi for the Year Ending 30th June 2017.*

**Republic of Kenya (2017).** *Annual County Governments Budget Implementation Review Report For First Quarter FY 2016/17. Office of the Controller of Budget, Nairobi.*

**Republic of Kenya, 2005.** *Education for All. The 2015 National Review 2014. Ministry of Education Science and Technology, Nairobi.*

**UNICEF (2013).** *Kenya County indicators 2013. UNICEF, Kenya.*

## APPENDIX 1: KILIFI COUNTY PROFILE

**Kilifi County** is one of the six counties in coast region of Kenya. The county borders Kwale County to the south west, Taita Taveta County to the west, Tana River County to the north, Mombasa County to the south, and Indian Ocean to the east. The county covers an area of 12,609.7 square kilometres. The county has seven sub counties namely, Kilifi North, Kilifi South, Ganze, Malindi, Magarini, Rabai and Kaloleni. It has 17 divisions, 54 locations, 175 sub-locations.

The Kenya Population and Housing Census Report of 2009 places the County's population at 1,109,735. Children constituted 50.9% of the total county population. Out of the total children county population, it is estimated that 57.7%<sup>1</sup> of them are deprived thus making the children in the county still being vulnerable. The population of the county was estimated to be 1,217,892 in 2012 as projected in the Kenya Population and Housing Census 2009, composed of 587,719 males and 630,172 females. The population is projected to rise to 1,336,590 and 1,466,856 in 2015 and 2017 respectively at growth rate of 3.05 percent per annum.

**Under 1 Year (infants):** The population of the infants at the county by 2009 was 4,0370. This included 20181 males and 20189 females. It was projected that the population under one year in 2012 would be 44,303 consisting of 22,147 males and 22,156 females. This population is projected to rise to 53361 persons in 2017. The ratio of male to female infants remains almost at 1:1 indicating no major pattern change in the male: female ratio compared to the total population. The infant mortality rate is 71 per 1000 live births for the county while the national figure stands at 52 per 1000 live births. There is therefore need to improve the health sector especially the post-natal care and immunization component as well as improving maternal health to reduce the high infant mortality and maternal mortality rates in the county.

---

1 ) UNICEF Kenya County indicators 2013.

**Under Five Years:** The population under 5 years was 192,186 in 2009. Out of this, 96,446 were male while 20181 were females. It was estimated that by 2012, this population will be 210,916, consisting of 105,845 males and 105,071 females, comprises of 14.6 percent of the total population. Under five mortality rate stands at 87 per 1000 live births while the national figure is 74 per 1000 live births. The county needs to strengthen projects and programmes that are aimed at controlling infant and child mortality such as immunization coverage and maternal and child health (MCH).

**Primary School Age (6-13 years):** This population was 263,016 in 2009 representing 21.7 percent of the total population. It was estimated to increase to 288,650 in 2012 before rising to 316,782 in 2015 and 347,656 in 2017. This increase is expected to put pressure on the existing 492 primary schools as well as the teaching personnel. There is therefore need for additional teachers so as to maintain a reasonable teacher/pupil ratio. It is worthy to note that the actual enrolment in primary school stands at 268,168 which shows a deficit of 20,482 school going children who are not accounted for. The county will also require increased funding for provision of teaching and learning materials.

**Secondary School Age (14-17 years):** The population in the age group stood at 102,868 in 2009 representing 9.27% of the total population. The actual enrolment stands at 35,670 which is much far below the estimated secondary age population of 112,893 as at 2012. It is expected to increase to, 123,896 and 135,971 in 2015 and 2017 respectively. This poses a major challenge to the county that currently has only 120 secondary schools with 710 teachers. There is need for collaborative efforts from various stakeholders to invest in education in the county. There is also need to promote sports, drama and other extracurricular activities so that the age group discovers and develops their talents. The county will also require more investments in tertiary institutions such as universities, colleges and Youth polytechnics to absorb those that are completing secondary education. (CIDP 2013-2017).



**Towards Accountability  
through Kenyans' Empowerment  
in Participation and  
Active Request for Transparency**

## ABOUT TAKE PART PROJECT

**TAKE PART** (*Towards Accountability through Kenyans Empowerment in Participation and Active Request for Transparency*) is a project co-funded by the **European Union** and implemented by **CISP** (*Comitato internazionale per lo sviluppo dei popoli*, **PT** (*Pamoja Trust*), and **TUC** (*Tanga-za University College*).

The main objective of **TAKE PART** is contributing to the implementation of Kenya 2010 Constitution by supporting Civil Society members and County Authorities in the development of transparent and participatory decision-making processes at county. The project is based on enhancing the interface between state and non-state actors in Kenya, so as to strengthen the decentralization of governance of local development, through capacity building of civil society and the creation of citizen participation fora at all levels.

The action is grounded on the need to provide knowledge, awareness, skills and methodology for citizen participation in governance and decision making in Taita Taveta, Mombasa, Kilifi and Kajiado counties.

The main objective of **TAKE PART** is contributing to the implementation of Kenya 2010 Constitution by supporting Civil Society members and County Authorities in the development of transparent and participatory decision-making processes at county level.

## PROFILE OF IMPLEMENTING ORGANIZATIONS



**CISP - Comitato Internazionale per lo Sviluppo dei Popoli** (*International Committee for the Development of the Peoples*): Is a Non-Governmental Organization established in Rome in 1983 and currently active in over 30 countries worldwide. CISP Kenya carries out projects in area of development by supporting National and county authorities to provide quality, equitable, transparent and accountable services in sectors of health and nutrition, education, child protection and renewable energy through capacity building, promoting active citizenship, shared accountability mechanisms at community, county authorities and National government level.

[www.developmentofpeoples.org](http://www.developmentofpeoples.org)  
[admin@cisip-nairobi.org](mailto:admin@cisip-nairobi.org)  
 CISP Kenya, Take Part  
 CISP Kenya, Take Part  
 +254 733 441441 / 0717 149900



**PT - Pamoja Trust:** Is a non-profit making organization founded in 1999. PT is dedicated to promoting access to land, shelter, good governance and basic services for the Urban Poor. The organization takes principled and pragmatic approaches to protection and promotion of the right to the city through advocacy and precedence setting models for problem solving. PT provides social, technical and legal expertise at local community, national and international levels to ensure that urban growth and urbanism adhere to social justice principles and that national and international.

[www.pamojatrust.org](http://www.pamojatrust.org)  
[landrite@pamojatrust.org](mailto:landrite@pamojatrust.org)  
 Pamoja Trust  
 +254 5214382 / 0720 896 025



**TANGAZA  
UNIVERSITY COLLEGE**

**TUC- Tangaza University College** - Is a constituent College of the Catholic University of Eastern Africa. Currently, it offers undergraduate and degree programmes, including masters and doctoral degrees. In particular, the Institute of Social Ministry is specialized in academic programmes and research on social transformation, governance being one of the areas of expertise. The Institute has developed curricula on governance at master and PhD levels.

[www.tangaza.org](http://www.tangaza.org)  
[info@tangaza.org](mailto:info@tangaza.org)  
 Tangaza university College  
 +254 20 8067667 / 0722 204724



Towards Accountability  
through Kenyans' Empowerment  
in Participation and  
Active Request for Transparency



Towards Accountability  
through Kenyans' Empowerment  
in Participation and  
Active Request for Transparency