

2008



Effective Technical Cooperation for Capacity Development

Kenya Country Case Study

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Joint Study on Effective TC for CD



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ACKNOWLEDGEMENTS

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ACRONYMS AND ABBREVIATIONS

ADEA	Association for Development of Education in Africa
AfDB	African Development Bank
ASEI	Activity, Student, Experiment and Improvisation
BOG	Board of Governors
CD	Capacity Development
CEMASTEА	Centre for Mathematics, Science and Technology Education in Africa
CfBT	Centre for British Teachers (now CfBT Education Trust)
CIDA	Canadian International Development Agency
DEBs	District Education Boards
DEOs	District Education Officers
DFID	Department for International Development
DPs	Development Partners
DTTCs	Diploma Teacher Training Colleges
EFA	Education for All
ERS	Economic Recovery Strategy
ESSP	Education Sector Strategic Plan
EU	European Union
FPE	Free Primary Education
FPESP	Free Primary Education Support Programme
FTI	Fast Track Initiative
GOK	Government of Kenya
IBD	International Book Development
ICT	Information and Communication Technology
IIEP	International Institute of Educational Planning
INSET	In-Service Education and Training
JFA	Joint Financial Agreement
JICA	Japan International Cooperation Agency
JRES	Joint Review of Education Sector
KCPE	Kenya Certificate of Primary Education
KENSIP	Kenya Schools Improvement Project
KESI	Kenya Education Staff Institute
KESSP	Kenya Education Sector Support Programme
KIE	Kenya Institute of Education
MDGs	Millennium Development Goals

M&E	Monitoring and Evaluation
MOE	Ministry of Education
NARC	National Alliance Rainbow Coalition
NEPAD	New Partnership for Africa's Development
NGOs	Non Governmental Organisations
PDM	Project Design Matrix
PDSI	Plan, Do, See and Improve
PIAS	Project Impact Assessment Survey
PRISM	Primary School Management
PRSP	Poverty Reduction Strategy Paper
PS	Permanent Secretary
PTAs	Parents Teachers Association
PTTCs	Primary Teacher Training Colleges
QASOs	Quality Assurance and Standards Officers
RBM	Results Based Management
RNE	Royal Netherlands Embassy
SAGAs	Semi-Autonomous Government Agencies
SAPs	Structural Adjustment Programmes
SbTD	School-based Teacher Development
SDPs	School Development Plans
SEP	School Empowerment Project
Sida	Swedish International Development Agency
SIMSCs	School Instructional Materials Section Committees
SMASE	Strengthening Mathematics and Science Education
SMASSE	Strengthening of Mathematics and Science in Secondary Education
SMCs	School Management Committees
SPRED	Strengthening Primary Education
STI	Science, Technology and Innovations
SWAp	Sector Wide Approach
TA	Technical Assistance
TACs	Teacher Advisory Centres
TC	Technical Cooperation
TCEs	Third Country Experts
TIVET	Technical, Industrial, Vocational and Entrepreneurship Training
TMU	Textbook Management Unit
TOTs	Trainers of Trainers

UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
UPE	Universal Primary Education
USAID	United States Agency for International Development
VVOB	Flemish Association for Development Cooperation and Technical Assistance
WECSA	Western, Eastern, Central and Southern Africa
WFP	World Food Programme

TABLE OF CONTENTS

ACKNOWLEDGEMENTS.....	I
ACRONYMS AND ABBREVIATIONS	II
1. INTRODUCTION	2
1.1. PURPOSE OF THE CASE STUDY	2
1.2. BACKGROUND: EDUCATION SECTOR REFORMS IN KENYA.....	2
1.3. CAPACITY DEVELOPMENT WITHIN THE MINISTRY OF EDUCATION	5
2. CAPACITY DEVELOPMENT AND TECHNICAL COOPERATION IN THE MINISTRY OF EDUCATION	7
2.1. INTRODUCTION	7
2.2. OVERVIEW OF CAPACITY DEVELOPMENT AND TECHNICAL COOPERATION	7
2.3. STAKEHOLDER PERSPECTIVES ON TECHNICAL COOPERATION AND CAPACITY DEVELOPMENT	9
3. CASE STUDIES OF GOOD PRACTICE AND LESSONS LEARNED.....	16
3.1. LESSONS LEARNED FROM PAST PROGRAMMES AND PROJECTS.....	16
3.2. PRIMARY SCHOOL MANAGEMENT	16
3.3. STRENGTHENING OF MATHEMATICS AND SCIENCE IN SECONDARY EDUCATION	19
3.4. STRENGTHENING PRIMARY EDUCATION PROJECT.....	24
3.5. KENYA SCHOOLS IMPROVEMENT PROJECT	26
3.6. SUMMARY OF LESSONS LEARNED.....	28
4. ISSUES IDENTIFIED AND RECOMMENDATIONS	31
4.1. ISSUES IDENTIFIED	31
4.2. RECOMMENDATIONS	32
5. REFERENCES.....	34

1. INTRODUCTION

1.1. PURPOSE OF THE CASE STUDY

Empirical evidence from various studies indicates that there is need for more effective technical cooperation (TC) for capacity development (CD). In response to this concern, there is need to examine the role of TC with respect to CD in order to ensure aid receiving countries achieve their development objectives. The objective of the Kenya country case study is therefore to provide empirical evidence, based largely on a desk study of available documentation, on how effective TC is implemented, in order to enhance and make better use of it for country-led CD. The Kenya study examines this in relation to the education sector, and in particular the role of TC for CD in the period leading up to and during the development of the Kenya Education Sector Support Programme (KESSP).

Specifically, the objectives of the case study are to:

- (i) Assess, through desk research and interviews with senior Ministry of Education (MOE) officers, Semi Autonomous Government Agencies (SAGAs) and in particular Kenya Education Staff Institute (which builds capacity for MOE) staff and development partners (DPs) on the situation and range of TC in the education sector for the last five years;
- (ii) Determine the contribution of TC to CD efforts in the education sector;
- (iii) Establish factors that have contributed to and that have also hindered results of TC in the education sector; and
- (iv) Document lessons learned, establish benchmarks and make recommendations for better use of TC for CD.

1.2. BACKGROUND: EDUCATION SECTOR REFORMS IN KENYA

Before Kenya's independence in 1963, schools were under the management of the colonial Government and missionaries and were well run. In a smooth transition that ensured continuity of this system, the Government took over most of these schools after independence. Since independence, the Government has addressed the challenges facing the education sector through Commissions, Committees and Taskforces. The first Commission after independence, known as the Ominde Report, 1964, sought to reform the education system inherited from the colonial government to make it



more responsive to the needs of the country. The Gachathi Report of 1976 focused on redefining Kenya's educational policies and objectives, giving consideration to national unity and the economic, social and cultural aspirations of the people of Kenya. The Mackay Report of 1981 led to the removal of the advanced level of secondary education, the expansion of other post-secondary training institutions and the establishment of the 8:4:4 system of education. The Kamunge Report of 1988 focused on improving education financing, quality and relevance. The Koech Report of 2000 recommended ways and means of enabling the education system to facilitate national unity, mutual social responsibility, accelerated industrial and technological development, life-long learning, and adaptation in response to changing circumstances.

The recent educational reforms are as a result of the National Alliance Rainbow Coalition (NARC) manifesto developed towards the end of 2002. In the NARC manifesto the commitment was to carry out a comprehensive review of the current system of education, provide free and compulsory primary education to all, design a system which guarantees all citizens the right to education and a competitive edge in the global job market and establish a comprehensive adult and continuing education programme. From January 2003 the Government implemented Free Primary Education (FPE) based on the realisation that quality and affordable basic education is the window of hope for poverty eradication and combating other evils in society.

To meet the obligations of the NARC manifesto, since 2003 the Ministry of Education (MOE) has embarked on setting the stage for sector reform by undertaking the following:

- (i) Conducting in early 2003 an in-house Education Sector Review that provided a comprehensive analysis of the sector and formed the basis of the situation analysis for the development of the Kenya Education Sector Support Programme (KESSP) 2005-2010;
- (ii) Holding in November 2003 a consultative stakeholders' national conference on education and training that brought together over 800 key stakeholders in the sector. Among other things, the conference mandated the Ministry to develop the necessary capacity and institutional framework to meet the needs for quality assurance in all levels and sub-sectors of education and training. In addition, the Ministry was mandated to develop a new policy framework and implementation strategies for the education and training sector that would ensure the provision of relevant and quality education and training to all Kenyans;
- (iii) Preparing the Sessional Paper (White Paper) No. 1 of 2005 on a Policy Framework for Education, Training and Research, which embraces Education for All (EFA) and the Millennium Development Goals (MDGs). The Sessional Paper was based on the recommendations of the National Conference, several studies undertaken on the sector, the Economic Recovery Strategy (ERS) for wealth and employment creation

and the MDGs. In addition, the Sessional Paper formed the basis for development of the MOE Strategic Plan (ESSP) 2006-2011;

- (iv) Development of the ESSP that provided the vision, mission, mandate and the strategic objectives of the education sector in order to address the challenges the sector was facing. Various strategic objectives were developed in the ESSP that when employed would ensure that the policies as stipulated in the Sessional Paper are implemented;
- (v) Development of a Sector Wide Approach (SWAp), involving Ministry of Education (MOE), Semi Autonomous Government Agencies (SAGAs), Department of Adult Education, other key line Ministries, Development Partners (DPs), civil society and local communities. The SWAp, under Government leadership, supports the Kenya Education Sector Support Programme (KESSP) in a comprehensive and coordinated manner by adopting common approaches and using Government procedures;
- (vi) Development and finalisation of KESSP that allows different stakeholders to support the education and training sector over five years (2005/06-2009/10) and is being implemented through the SWAp; and
- (vii) Participation in and development of Vision 2030. Education and training will play a key role in the attainment of the overall vision. Apart from reducing illiteracy, the sector will train and provide human resources, a key ingredient in the economic, social and political development of any society.

In order to address these policy initiatives, the Ministry did a restructuring in early 2004, which brought a 'new' structure at senior management levels. Some other recent major activities and reforms introduced in the Ministry include:

- (i) Study on Kenya's education management capacity assessment;
- (ii) Working with DPs through a Joint Financing Agreement and partnership principles to ensure resources in the sector are efficiently utilised to avoid duplication;
- (iii) Establishment of a skills inventory for employees both in the districts and at the headquarters so as to maximise utilisation of employees' skills and knowledge;
- (iv) Harmonisation of the various statutes governing education and training in order to facilitate smooth operations and increase sectoral outcomes;
- (v) Development of strategy for both secondary and university education, which has laid emphasis on increasing access, enhancing equity and improving quality and relevance;
- (vi) Revision of the governance and accountability plan, which will ensure that clients' demands for services are effectively met to their expectations; and

- (vii) Computerisation of all Teachers Service Commission activities down to the district level, with all districts having been supplied with computers and the staff trained on their use.

These recent policy initiatives particularly from 2003 have focused on the attainment of EFA and in particular Universal Primary Education (UPE). The key policy initiative is the Sessional Paper which provides the blueprint for policy direction on quality and on relevant education and training in the 21st century, whereas KESSP provides a strategic framework for equity, quality and relevance at all levels of education and training. KESSP is the basis upon which Government, through MOE and with support from DPs, civil society, communities and the private sector, is funding education sector development during the period 2005-2010.

1.3. CAPACITY DEVELOPMENT WITHIN THE MINISTRY OF EDUCATION

The Government recognises the importance of human capital as demonstrated by heavy investment in the necessary human and institutional Capacity Development (CD) for the achievement of quality education. Human resource development has been a top priority as evidenced by the Government of Kenya (GOK) budget allocation to education and training as reflected in Table 1 below.

Table 1: Proportion of Budget Allocated to Education and Training

	2003/04	2004/05	2005/06	2006/07	2007/08*
GDP	6.36%	6.24%	6.55%	6.35%	-
MOE as % of GOK budget	27.43%	26.78%	25.75%	23.55%	27.16%*

Source: Ministry of Education,

**(estimate)*

In the education sector, the rate of development of needed capacity has not been commensurate with the demand for effective management in the implementation of programmes: although there has been policy support, there has been limited succession planning, inadequate capacity and less than optimal utilisation of available resources, which have made delivery of quality education and training difficult. However, a well-coordinated approach to CD for efficient and effective delivery of quality services has been made absolutely necessary following the development of the Poverty Reduction Strategy Paper (PRSP), the Economic Recovery Strategy and the declaration of FPE in 2003.

The successful implementation of FPE required working out modalities for raising and amalgamating necessary resources, bringing together all education stakeholders, including DPs, and successful formulation and application of implementation guidelines. With experiences of FPE, a participatory and consultative process for stakeholders in education throughout the country led to the National Conference on Education and Training in November 2003, gazettelement of Sessional Paper No. 1 of 2005 and formulation of KESSP in

July 2005 for realising the policy objectives. At the same time, DPs established the Education Donors Coordination Group in early 2004. The coordination group established its terms of reference in relation to MOE's vision and mission. On this basis, the Ministry and DPs were able to develop a SWAp for education and this involvement led to the formulation and development of KESSP and the successful implementation of FPE. Indeed, MOE/DP joint monitoring and evaluation, through the Joint Reviews of the Education Sector (JRES), encouraged the DPs to endorse Kenya to receive Fast Track Initiative (FTI) funds, bringing in collective responsibility and mutual accountability. Over this time, lessons learnt and experience gained from the on-going programmes and pilot projects on CD helped MOE develop its own capacity in instructional material delivery and in-service training of teachers, headteachers and School Management Committees (SMCs).

2. CAPACITY DEVELOPMENT AND TECHNICAL COOPERATION IN THE MINISTRY OF EDUCATION

2.1. INTRODUCTION

The education sector has grown over the years but this growth has come with new challenges. First, the institutional framework for the management of education services required strengthening. This aspect was recognised in MOE's strategic plan, which flagged the establishment of adequate managerial and institutional strength in the Kenyan education system as a priority area requiring attention. The plan therefore calls for the implementation of a well-developed CD programme. In order to meet the training needs of the sector, the Ministry is to refocus its investments and attention to ensure that CD programmes are designed to address the emerging challenges. A policy on CD is to be developed and clear mechanisms to coordinate training programmes within the Semi-Autonomous Government Agencies (SAGAs) are to be put in place.

The objectives of CD and of the management component in KESSP are: to develop capacity levels and ability of individuals, institutions and communities involved in the implementation of the programme; decentralise authority to school management committees (SMCs), Boards of Governors (BOGs) and Parents Teachers Associations (PTAs); enhance transparency, teamwork and results/performance-based management and strengthen the Kenya Education Staff Institute (KESI) to play a central role in CD. These initiatives would ensure an effective and efficient utilisation of resources to achieve the desired goals. However, both the Ministry and KESI have limited capacity to perform these tasks and hence the need of technical cooperation (TC) especially from DPs.



Technical cooperation, which constitutes a major instrument for supporting CD and related development, is critical for the enhancement of CD in the education sector. The various CD initiatives for the staff within MOE provided through TC have been effected through short- and long-term training programmes, technical exchange visits, study tours, seminars, workshops and mentoring by short and long-term experts.

2.2. OVERVIEW OF CAPACITY DEVELOPMENT AND TECHNICAL COOPERATION

The Ministry's priorities in CD are driven by the need to realise the objectives stipulated in the PRSP, ERS and Vision 2030. In line with Vision 2030, the highest priority in the medium

and long term within the Ministry will be to reorient the curriculum, especially at the tertiary level, to be more relevant to the needs of the economy and be globally marketable, while at the same time maintaining a focus on high quality and standards. Most of all, education and training will endeavour to develop and enhance the necessary skills required by each of the six key Vision 2030 economic sectors (tourism; agriculture; wholesale and retail; manufacturing, petroleum, bio-fuel and mining; financial services). Within the sector itself, some of the flagship projects to be undertaken will include teacher training and recruitment, expansion of secondary schools, establishment of centres of excellence in each district, creation of centres of specialisation for each of the six key Vision 2030 economic sectors and increasing access to tertiary education with an emphasis on Science, Technology and Innovations (STI). The successful implementation of these flagship projects will require a lot of CD within and outside MOE.

Kenya's high average economic growth rate of 6.5 percent up to the late 1980s and political stability, coupled with a vibrant Harambee (self help) spirit, led to notable achievements in the education sector with significant improvements in student enrolments and a high quality education at all levels. These gains enabled the country to build a sizeable human resource base and made Kenyan education one of the best developed in Africa. Through the local Harambee spirit, with assistance from DPs, communities were able to build capacity to manage their schools and in particular the Harambee secondary schools. These Harambee schools and training institutes were instrumental in providing the necessary manpower required within the economy and the current strong civil service in Kenya today can be partly explained by this tremendous investment by communities in Harambee schools.

However, in 1988 the Ministry took over the management of all Harambee secondary schools and this came with its own challenges. In order to address some of these challenges, the Government of Kenya (GOK), with United Nations Development Programme (UNDP) support, carried out a study on capacity and training in 1996-1997 and in 2007 the Ministry carried out a further study on education management capacity assessment. The GOK/UNDP study emphasised the need to improve the quality of teachers for curriculum delivery whereas the second study emphasised the need to enhance capacity within the education sector for proper implementation of KESSP. The recommendations of the second study are yet to be discussed fully by the Ministry but will form a background for the forthcoming mid-term review of KESSP in 2008 in regard to CD requirements and programmes. Table 2 below gives an indication of the impact of the Ministry's focus on developing the teaching force.

Table 2: Trained and non-trained teachers, primary and secondary

Category	Type	1963	1981	1989	2002	2003	2004	2005	2006
Primary	Trained	17,193	73,499	114,087	175,792	176,316	176,381	169,564	162,072
	Untrained	5579	37,412	49,522	2,245	2306	1,803	1,469	921
Secondary	Trained	1098	8,916	17,139	44,005	44,792	46,479	45,436	42,183
	Untrained	504	8110	10,917	1,896	2,242	1,105	999	220
Total		24,374	127,937	191,665	223,939	225,656	225,768	217,468	205,396

Source: Ministry of Education

Before the formulation of KESSP, most TC was provided through projects that were under bilateral agreements. Most of these projects, such as Primary School Management (PRISM), Strengthening of Mathematics and Science in Secondary Education (SMASSE), Strengthening Primary Education (SPRED), Kenya Schools Improvement Project (KENSIP), School Empowerment Project (SEP) and Cluster Model Project had components on CD amongst others. Lessons learned (for example on textbooks) on TC (with respect to CD and other TC) were incorporated during the design and development of KESSP. In addition, the Ministry used capacity developed through these projects to enhance the capacity for the implementation of FPE.

There have been several TC modalities applied within the education sector for CD under KESSP implementation; the most favoured being sector budget support. Through sector budget support, a number of multilateral and bilateral donors pool their funds with those of the Ministry and the use of TC is as per the Joint Financing Agreement (JFA) between the concerned bilateral donors and MOE and Ministry of Finance relating to eligible items on which the pooled funds are spent. After this, MOE in collaboration with DPs develops the terms of reference and goods and services are competitively sourced through the pooled fund. The second category is where a project's TC is packaged within a bilateral agreement on projects/programmes implementing CD activities within KESSP but outside the pooled sector budget support. Some of the DPs using this approach are United States Agency for International Development (USAID), Japan International Cooperation Agency (JICA), United Nations Children's Fund (UNICEF), African Development Bank (AfDB) and Non-Governmental Organisations (NGOs). Other TC for CD modalities in the sector include components of major projects such as the World Bank's Free Primary Education Support Project and smaller-scale one-off training and consultancies, all of which have contributed to CD within the Ministry.

2.3. STAKEHOLDER PERSPECTIVES ON TECHNICAL COOPERATION AND CAPACITY DEVELOPMENT

In order to assess perceptions of the situation and range of TC within the education sector for the last five years, the PS, an Investment Programme manager for the KESSP

infrastructure component, the acting director of KESI and a long term TA in the KESI/Flemish Association for Development Cooperation and Technical Assistance (VVOB) project were interviewed. A common view shared among them was that CD is critical within the education sector and indeed in other sectors. In addition, education management skills among the Ministry staff, especially at the school level, were seen as limited and hence there was need to enhance their skills through TC at all levels of education management. However, one common difference between the view of the Ministry and that of the TA in the KESI/VVOB project was on the period of TC/TA. The Ministry holds a strong view that what it requires more often is short-term TC/TA as opposed to long-term or residential TC/TA, whereas the TA in the KESI/VVOB project felt that long-term TC/TA was more useful.

2.3.1. STAKEHOLDER PERSPECTIVE (1): THE PERMANENT SECRETARY

The PS appreciated the contribution of DPs through the provision of TA, especially during the SWAp process, development of KESSP and during the bi-annual Joint Reviews of Education Sector (JRES). This is so because DPs bring new ideas through TA that allows experts to be brought from other parts of the world who bring more experience of success and failures from elsewhere. In addition, DPs have facilitated CD by bringing trainers and funding offers for study tours, short courses, workshops and training both locally (for example CIDA on Results Based Management (RBM)) and overseas (for example by World Bank Institute). However, the PS expressed concern that TC before 2003 was more supply driven but also noted that after 2003, most of the TC has been demand driven with the Ministry playing a key role in identifying the areas where it required TC and also in the procurement of TA. At the same time, the PS indicated that the Ministry is gradually moving from residential (long-term) TA to short-term TC and the Ministry has not had any new residential TA since 2005.

Past TC has been useful in upgrading the skills of the Ministry staff through on-the-job-training. However, where the Ministry had limited skills to perform a certain task, for example textbook evaluation, TC/TA was sought but the Ministry ensured that the foreign experts worked very closely with all the stakeholders and when the TA left, the Ministry implemented. The PS indicated that the transfer of skills through TC/TA, especially to the school level, was very important and the success of the SMASSE project could be attributed to this approach. Another commendable example of TA leading to CD was during the RBM training, where experts came from Canada and trained the staff within the Ministry and left after training – this was good for CD.

However, the PS expressed concern that the CD within the Ministry is under threat because most senior officers have reached or are about to reach their retirement age – all eight Provincial Directors of Education are over 50 years. This could be partly explained by the budgetary constraints of the early 1990s through the Structural Adjustment Programmes (SAPs) that brought with them golden handshakes and therefore a number of staff left the

Ministry even when they had not reached their retirement ages. Second, the employment freeze under SAPs made it difficult for the Ministry and indeed the whole of the civil service to recruit and train new staff. In view of this, there is need for succession planning.

On international and local consultants, the PS explained that the two categories differ in experience and knowledge but at the same time they supplement each other. The international consultants have worldwide experience and observations and therefore have more diverse experience. However, the PS noted that most TA seems not to be experts in implementation but rather good reviewers of projects; it is indeed hard to have a TA who is good in project management. On the other hand, although local consultants have less exposure to diversity, they have localised experience which goes beyond the education sector. In addition, local consultants are readily available after the assignment for follow-ups. However, local consultants are 'lone-rangers', do not deliver on time and behave like 'greedy children'. The policy of the Ministry is to use, where possible, a combination of both local and international consultants.

In conclusion, the PS indicated that there is still need to enhance and develop more capacity within the Ministry. Currently, there is need for skills upgrading of new Investment Programme managers as well as confidence building among them and other staff at all levels who manage education. Although skills development and enhancement may be necessary for CD, it is not sufficient; there is need for confidence building. At the school level, there is need to enhance CD with respect to management of human and non-human resources, governance, financial, procurement and accountability issues. In addition, there is need to develop capacity of headteachers and teachers at the school level to manage and supervise curriculum delivery.

2.3.2. STAKEHOLDER PERSPECTIVE (2): ACTING DIRECTOR OF KENYA EDUCATION STAFF INSTITUTE

Since April 2003, KESI has been receiving TA for training materials development, provision of computers, development of Information and Communication Technology (ICT) and CD for professional staff through the KESI/VVOB project. A TA from VVOB was attached to the project and three professional members of staff from KESI were seconded to the project. The acting director of KESI indicated that KESI had benefited and continues to benefit from the TC/TA from VVOB. The TA attached to this project has been useful to KESI because of her worldwide experience. The acting director described her as 'having blended well with ALL staff at KESI'.

Under CD for professional staff, KESI has benefited in various ways. Since 2004 several staff have benefited because their capacity has been developed and enhanced. CD initiatives supported by VVOB include the following:

- (i) In 2004, three staff members were facilitated to travel to South Africa for an education tour on open and distance learning, which involved, among other things,

visiting various institutions in South Africa. This study tour has enhanced KESI in delivery of its distance programmes (KESI has adopted a 'mixed mode' approach);

- (ii) In 2005, the director of KESI was supported to attend school leadership and best practices training at the National College for School Leadership in the UK;
- (iii) In 2006, two professional staff were facilitated for a study tour to Belgium to attend an international conference on education and two staff members were sent to World Bank Institute for training in educational reforms;
- (iv) In 2007 12 members of staff attended the e-learning Africa conference in Nairobi; two staff members were facilitated to attend a one-week study tour in ICT integration in Belgium; partial support was provided to three members of staff for masters degree in education; the Institute of Advanced Technology trained professional and non-professional staff in ICT within and outside KESI for periods ranging from one to three months on computer networking, internet and general ICT.

The acting director indicated that KESI has also benefited in many ways by the support it has received from USAID. Since 2005, there has been a lot of CD support through study tours, short courses, workshops and training. In addition, in 2005 USAID funded the development of the strategic plan for KESI. With respect to CD, most professional staff at KESI have been exposed to international experiences and this has impacted positively on their professional work and the staff is more confident than before in facing various challenges. The training supported by USAID includes:

- (i) In 2007, one staff member went for training in career management and employee development in South Africa; two staff members were trained in M&E of projects in Lesotho; and two members of staff were trained in managing the training function in South Africa;
- (ii) In 2006, one staff member was trained in leadership and change management for two weeks in Swaziland; one staff member was trained in human resources and management and development in Arusha; one staff member was trained in customer relations in South Africa; and one staff member was trained in policy analysis in Arusha.

At the same time, staff have been facilitated through support from USAID for study tours outside the country. Study tours undertaken include:

- (i) two staff members attended a course on best practices in educational management, research and evaluation in the UK;
- (ii) two staff members attended a course on training methodology and curriculum development at Ontario Institute for Studies in Education to enable KESI staff to reach their clients who are many and diverse through ICT;

- (iii) two staff attended a course on training methodology and curriculum development in the USA; and
- (iv) one staff member attended a course on best practices in education planning and management at the International Institute of Educational Planning (IIEP) in France.

In addition to CD through study tours and short courses, USAID has supported local consultants who have been working with KESI. This is so because local consultants understand local situations and work well with KESI. It is through this collaboration that KESI was able to train 206 managers in 2005. The USAID Kenya and USAID USA offices have also been supportive in module development and e-learning. It is through the efforts of USAID that KESI will be entering into partnership with the International Foundation for Education and Self Help, which will be housed at KESI, so that they can enhance CD of KESI in ICT, e-learning and education management.

Other support in CD that KESI has been receiving has been provided by the World Bank in terms of funding local and international consultants. At the same time, the World Bank has been providing residential training in educational reforms through video conferencing both at the local World Bank office and at KIE. Through this training, the professional staff at KESI are better than they were with respect to education management.

In conclusion, the acting director indicated that KESI has benefited and continues to benefit from support from DPs through TC/TA. In addition, KESI will ensure that the skills acquired, especially among the professional staff, will be cascaded to other levels within the education sector. However, the acting director expressed the need to develop capacity for identifying TC needs, especially in the development of terms of reference for TA.

2.3.3. STAKEHOLDER PERSPECTIVE (3): AN INVESTMENT PROGRAMME MANAGER

The primary school infrastructure improvement programme has been one of the most challenging investment programmes within KESSP because of the needs identification, the large number of schools requiring support and their diverse spread within the country. Since the KESSP inception in July 2005, this investment programme has been receiving a lot of TC support by DFID through both short and long term TA. Three consultants (two British and one African) have been engaged through DFID, as infrastructure advisor on processes, quality assurance and supervision expert and water, sanitation and hygiene expert.

The investment programme manager expressed satisfaction on the support the programme has received from one of the consultants but raised concerns on the usefulness of a second consultant, who 'had no clue on how the Ministry works'. In addition, the investment programme manager expressed concern that these consultants were hired directly from foreign firms with little or no participation of the Ministry staff and a more serious concern was how the terms of reference were developed and given to the consultants. According to

the investment programme manager, the Ministry did not participate in the development of these terms of reference; the donor developed them. At the same time, the investment programme manager indicated that the Ministry played no role in the termination of the services provided by these consultants – ‘one day, a consultant could be on board and next day not on board’. However, the investment programme manager was happy with the process that was followed in hiring a data analyst for the programme: the Ministry participated in drafting of the terms of reference, interviewing and indeed in the whole procurement process.

As concerns the roles of both local and international consultants, the investment programme manager indicated that they supplement each other. However, there is a big difference in terms of remuneration between them although there is little difference between their skills. In terms of recommendations, the investment programme manager indicated that there is an urgent need to get TC for a quality assurance expert. However, the expert should be recruited competitively with the Ministry taking the lead rather than the DP. In summary, the investment programme manager was happy with the TA the programme has so far received. Because CD through TC has been undertaken, the programme was able to achieve 80 percent of its targets; the remaining 20 percent could have been achieved if the programme had also had a quality assurance expert on board.

2.3.4. STAKEHOLDER PERSPECTIVE (4): A TECHNICAL ASSISTANT

Under the KESI/VVOB project, a long-term international consultant from Belgium was hired to work with KESI professional staff to provide expertise in education management for Boards of Governors (BOGs), SMCs and secondary school headteachers and to train Trainers of Trainers (TOTs) on modules development. The TA has been working with KESI for the last five years and this had given her an opportunity to understand KESI and the Ministry in general. The TA indicated that it was more beneficial to engage a long-term consultant rather than a short-term one because this gave the long-term consultant the opportunity to understand and know the client more – ‘long-term TC is not just about money but also the emotional touch’.

The TA was happy that she had worked and built capacity of the three professional staff she was working with. At the same time, seven members of staff are going through a course of e-learning (which has been adopted by KESI staff) and 130 regional coordinators have been trained. However, the TA indicated that it was not easy to work with the Kenyan counterparts because most of the time they had too much going on. Secondly, there were no clear specific milestones and indicators in KESI workplans or, when they were there, they were not easy to follow. Thirdly, she found herself at times doing other tasks that were outside her terms of reference but this gave her an opportunity to understand the Ministry more. And fourthly, there was difficulty for staff in meeting deadlines. In summary, she indicated that she was happy to have worked with the staff at KESI but said that there are still challenges within KESI that need to be addressed. Some of these challenges include:

low capacity of ICT technicians, lack of maintenance contracts and replacement of equipment and lengthy, inefficient procurement procedures. In addition, she was unhappy because the implementation process is slow and she could have done what she did in five years in a shorter period if things moved faster. All in all, 'I was happy because I can see improvement in KESI and change of staff attitude'.

3. CASE STUDIES OF GOOD PRACTICE AND LESSONS LEARNED

3.1. LESSONS LEARNED FROM PAST PROGRAMMES AND PROJECTS

This section focuses on an analysis of four case studies, namely PRISM, SMASSE, SPRED and KENSIP, that provide lessons on TC and CD. Each of these case studies provides an overview of the project, an insight into what worked and what did not work, lessons learned and conclusions. The desk study of documentation relating to the projects has been supplemented by information from interviews with the Permanent Secretary (PS), Ministry staff, KESI and a Technical Assistant (TA) attached to KESI.

3.2. PRIMARY SCHOOL MANAGEMENT

3.2.1. OVERVIEW

The Primary School Management project was designed to build capacity of primary school headteachers in order to enhance their management skills. The project was started in March 1996 and completed in October 2000. The Ministry and UK Department for International Development (DFID) jointly supported the project and the Centre for British Teachers (CfBT) was appointed to manage the project in collaboration with the Ministry. In addition, a steering committee with wide-ranging education sector participation was appointed to oversee and advise PRISM planners, managers and implementers. The main objective of PRISM was to improve the quality of primary education through the training and support of headteachers in practical management skills. A cascade system of training (a lead team of 11 educationalists to train 88 regional trainers, regional trainers to train 1,200 zonal inspectors and regional trainers and zonal inspectors to train 12,000 primary school headteachers) underpinned the activities and a brochure and newsletter ensured that all stakeholders knew the purpose and progress of PRISM.

Approximately 16,700 headteachers were targeted for training consisting of 9,000 heads from disadvantaged districts and 3,000 from pockets of poverty, with the remaining 4,700 headteachers able to access the training through voluntary participation funded by their district and community through cost-sharing. Through this training, headteachers' management skills were to be enhanced so that they could provide professional leadership necessary to improve the quality of teaching and learning and more effectively manage the mobilisation and accountability of community funds; a key element towards the strategy of decentralisation of school management. In addition, it was envisaged that a decentralised in-service training system



(like SMASSE/INSET, below) would be established during the lifetime of the project. With respect to TC for CD, both Kenyan and short-term British consultants and one long-term British project leader were engaged to assist the lead team in the production of training materials and in the development of training skills among headteachers.

3.2.2. LESSONS LEARNED

Through the PRISM project, a comprehensive and sustained impact study was carried out on primary education in Kenya and thus contributed to the development of Kenyan educational research capacity within the Ministry. The decentralisation principles of PRISM helped to strengthen local ownership and partnerships were built between local and international agencies; namely MOE with CfBT and DFID. For effective PRISM implementation, TA support was sought from both international and local consultants; both DFID and CfBT provided the international TC. Through the TC all cadres of education management were trained on management skills from Ministry headquarters to school community including all key stakeholders, as shown in Table 3 below.

Table 3: Cadre and Number of Personnel Trained, 2000

Personnel Trained	Number Trained
Local Team	13
Provincial Directors of Education	8
Provincial Inspectors of Schools	8
Deputy Provincial Inspectors (Primary and Secondary)	16
District Education Officers	75
Education Officers	500
PRISM Coordinators/Regional Trainers	88
Zonal Trainers	2,096
District Inspector of Schools	140
District/Zonal Teacher Advisory Centres Staff	1,270
Primary Teacher Training Colleges Staff	100
Kenya Education Staff Institute Staff	4
Kenya Institute of Education Staff	1
Headquarter Inspectorate Staff	120
Primary Headteachers (Public and Private)	19,056
Deputy Headteachers	1,505
Senior Teachers	335
Total	25,335

In addition, other stakeholders who had not been targeted for training were sensitised on PRISM management skills and included:

- (i) SMC members, patrons and parents;
- (ii) Provincial administration, district officers, chiefs, assistant chiefs and village elders;
- (iii) Civic and political leaders;
- (iv) Business community, NGOs, sponsors and religious organisations; and
- (v) Old students' associations and friends.

By using the cascade system of training, it was possible to achieve more CD through PRISM than any other project/programme that had been implemented in Kenya. It is indeed through the cascading approach that the PRISM project achieved its goal and objectives within the set timeframe. The perceived quality of training by most of the stakeholders from Provincial Directors of Education to teachers, pupils and village elders indicated that PRISM training was comparable to no other project or programme that had been carried out within the Kenyan education system. These stakeholders indicated that PRISM was the best, and probably the present enhanced capacity of headteachers in managing their schools' curriculum and resources (especially for FPE) can be attributed to some extent to training offered through PRISM. The training has helped headteachers to do things in a systematic way, delegate duties, supervise and provide objective approaches to issues while dealing with parents, other teachers, students, educational officers and the community at large.

The following innovations through TC in PRISM have emerged as lessons to be learned, especially with respect to sustainability. These innovations include:

- (i) Headteachers support groups - the creation of headteachers support groups helped to strengthen and sustain the cascade system. This provided support mechanisms for headteachers in clusters, a forum for sharing ideas, identifying common challenges and ways of dealing or solving them;
- (ii) PRISM television - this provided a more appealing and reinforcing way, especially to SMC members who were detached from the classroom environment;
- (iii) PRISM football chart - this was designed to show the complementing and supporting roles and hence the responsibility of each stakeholder for the successful management of the school and reflected the importance of teamwork, networking and consultation in management. This was particularly used in the development and implementation of School Development Plans (SDPs);
- (iv) Zonal parents association - this consisted of elected officials whose responsibilities were to ensure development of schools, provision of learning resources, evaluation of co-curriculum activities and the welfare of the pupils;

- (v) Income generating learning activities – what pupils learned was extended to the communities and the earnings from the sales were used in schools to procure teaching and learning materials and even school uniforms for poor pupils;
- (vi) Action plans – every school was sensitised and required to prepare an action plan for each component of its SDP;
- (vii) Quality assessment guidelines – these were developed by PRISM lead team members in order to assess the training and learning of both the trainers and headteachers and each district was sensitised and encouraged to form a quality assessment committee whose purpose was to monitor headteachers; and
- (viii) Quality assurance system – the purpose of this was to ensure that a Monitoring and Evaluation (M&E) framework was developed and used during the implementation of school development plans. In the development of training modules and courses, M&E was built in.

3.2.3. CONCLUSION

As indicated above, the PRISM project had a significant impact on how schools are run and managed today in Kenya and was able to reach more stakeholders because of the cascading system. Through both local and international consultants, schools were and are able to develop and manage, in a systematic way, SDPs and by 2000 about 93 percent of headteachers indicated that they had SDPs in place and were using them. At the same time, schools continue to make annual SDPs because their capacity to develop and manage these plans was initiated and enhanced through the PRISM project.

Increased stakeholders' involvement and consultations in the development of SDPs has ensured their sustainability and indeed their success. This continued involvement of stakeholders has also enhanced the implementation of the action plans. Due to the improved planning and enhanced administrative skills gained through PRISM, most headteachers are able today to manage their schools better. However, some headteachers' financial skills (budgeting, record-keeping and stores management) are still limited despite CD through PRISM.

3.3. STRENGTHENING OF MATHEMATICS AND SCIENCE IN SECONDARY EDUCATION

3.3.1. OVERVIEW

Strengthening of Mathematics and Science in Secondary Education (SMASSE) was jointly formulated and initiated by MOE and the Japan International Cooperation Agency (JICA) and was launched in 1998 as a pilot project in nine districts. The project was expanded in 2003 to cover the whole country. Today, SMASSE is a nation-wide project where all mathematics and science teachers are targeted to undergo In-Service Education and Training

(INSET) for two weeks per year in order to refresh their skills in the teaching and learning process, besides promoting positive attitudes towards mathematics and science education. The in-service training process is done using a two-level cascade model of INSET for teachers to build their capacity, especially in mathematics and science subjects, which have been poor over time. It is jointly funded by MOE and JICA.

The main objective of SMASSE is to build the necessary capacity among teachers in order to upgrade the capacity of Kenyan youth in mathematics and science at the secondary school level through INSET under the leadership and ownership of the Ministry. The INSET curriculum focuses on teaching and learning attitudes towards mathematics and sciences, pedagogy, teacher mastery of subject content, interaction among teachers, improvisation and production of instructional material besides mobilisation of resources for mathematics and sciences. The expected outcome is therefore the upgrading and enhancing of the capability of youth in mathematics and sciences.

Although SMASSE was initially intended for the secondary school teachers, due to demand and impact its activities have been extended to cover mathematics and science teachers in Diploma Teacher Training Colleges (DTTCs), Primary Teacher Training Colleges (PTTCs) and Technical, Industrial, Vocational and Entrepreneurship Training (TIVET) institutions. The extension to DTTCs and PTTCs is aimed at strengthening the linkage between pre-service and in-service programmes. Because of its success and impact, SMASSE/INSET has been institutionalised and regularised as a part of KESSP under the capacity building investment programme and is being used in the design of new CD programmes within the Ministry. At the same time, it has also been adopted in other African countries such as Malawi, Nigeria, Niger, Senegal, Uganda, Zambia, Rwanda and Tanzania, with assistance of short-term third country experts from Kenya under the auspices of JICA. Over 30 African countries are members of the Association of Science and Mathematics Educators in Western, Eastern, Central and Southern Africa (SMASE-WECSA) that advocates application of learner-centred teaching and learning of mathematics and science through SMASSE principles of Activity, Student, Experiment and Improvisation (ASEI) and Plan, Do, See and Improve (PDSI).

As a result of SMASSE/INSET intervention, there has been since 1999 an improvement in the national examination results and other indicators as reported in the Project Impact Assessment Survey (PIAS). To date, around 20,000 mathematics and science teachers, 72 Quality Assurance and Standards Officers (QASOs), 885 secondary school and college principals, 72 District Education Officers (DEOs), 150 Diploma TTC tutors, and 918 mathematics and science educators from WECSA countries have been in-serviced. Consequently, over one million learners in 4,000 secondary schools, 30 PTTCs and two diploma colleges are benefiting from SMASSE project.

3.3.2. LESSONS LEARNED

The implementation of SMASSE since 1998 reveals how TC can be applied for effective and sustainable CD, which has been done through short-term and long-term training of the Ministry officers locally and overseas in Japan, Philippines and Malaysia. In addition, short technical exchange visits, study tours, seminars, workshops, scholarships and mentoring by short-term and long-term Japanese experts have also built and enhanced the capacity of the Ministry officers. Due to this CD, SMASSE national trainers, with JICA support, are providing TC to their counterparts in Africa in the development of INSET for teachers based on the ASEI/PDSI approach. This approach is intended to focus on student-centred as opposed to teacher-centred teaching and learning of mathematics and science that also emphasises practical experiences and contextual aspects of learning.

The flexibility of the curriculum and student-focused approach in SMASSE has made it adaptable to many African countries as well as other disciplines. For example, within Kenya disciplines such as humanities are now applying the principles of ASEI/PDSI and universities' faculties of education are also showing interest in adopting ASEI/PDSI principles to be used in teacher education programmes. In addition, the New Partnership for Africa Development (NEPAD) wants to use the SMASSE type of INSET in post-conflict countries; the African Union has indicated it would adopt the SMASSE approach with respect to teaching mathematics, science and technology and teacher education during the implementation of the Second Decade of Education for Africa (2006-2015) and the Association for Development of Education in Africa (ADEA) has established a working group on mathematics and science education activities (managed by SMASSE national centre staff), which is another recognition of effective TC for CD in education through the SMASSE programme.

An important lesson to be learned is how SMASSE was designed, formulated, funded, implemented, managed and indeed scaled-up. The overall goal, purpose, activities and outcomes of SMASSE were designed, formulated and agreed upon on the basis of the Project Design Matrix (PDM), supported by financial, administrative and academic pillars. Funding arrangements were between JICA, MOE and District Education Boards (DEBs) in the ratio of 50:20:30, respectively. This cost-sharing approach (self-help), especially between MOE and DEBs, has ensured ownership and sustainability as well as enhanced partnership. The organisational and administrative structure of SMASSE involves all key stakeholders in teacher education and school management under the chairmanship of the PS. The Centre for Mathematics, Science and Technology Education in Africa (CEMASTE) was established under legal order as the home of SMASSE. In order to ensure effective implementation, CD for key Ministry staff for SMASSE was developed through TC within Kenya (using local consultants) and outside Kenya (in Japan and the Philippines and recently in Malaysia). As mentioned above, these Ministry staff have been engaged in CD among their peers, especially at the district level and in other African countries.

In the pilot phase there was a core staff of eight Kenyan teachers working on a full-time basis with six Japanese experts. The Kenyan academic staff has grown to 61 and Japanese academic staff has reduced from the initial six to two – an indication of sufficient CD of Kenyan personnel to effectively continue the programmes. Training of Kenyan personnel by JICA started in July 1998 in Japan. More opportunities for CD of teachers, teacher trainers, and education managers opened in the Philippines in 2002 and 2006 in Malaysia. Through third country counterpart training funded by JICA in collaboration with GOK/MOE for SMASSE-WECSA member countries, 275 staff were trained to a level where they are being deployed to other countries as JICA’s Third Country Experts (TCEs) for INSET formulation and implementation.

The numbers of trainers, teachers and education managers who have been trained in Kenya at the national and district levels through the two-tier cascade system has increased significantly. Since 2003, 349 educational officers (at CEMASTEAs, PTTCs, national and district levels) have undergone CD in Kenya, Japan, Philippines and Malaysia whereas 18,652 staff have also undergone CD through INSET at CEMASTEAs. Among these 18,652 staff, 775 were from African countries other than Kenya. Table 4 below shows numbers trained under SMASSE.

Table 4: Number Trained under SMASSE Programme, September 2006

CD in Kenya, Japan, Philippines and Malaysia		CD through INSET by SMASSE	
Category	Number	Category	Number
CEMASTEAs staff up-grading	7	District Trainers on INSET	1,381
National trainers on INSET	59	Teachers on INSET	14,597
Education managers on INSET	58	Principals	686
District trainers	145	DEOs	196
PTTC trainers	80	QASOs	472
		TTC tutors	150
		TIVET tutors	177
		PTTCs tutors	218
		Other African countries	775
Total	349	Total	18,652

Source: SMASSE

By September 2007, the Project had trained a critical mass of: 66 national trainers, 1,381 district trainers, 465 secondary school principals, 72 DEOs, 72 QASOs and 72 TSC officers. The district trained staff are expected to be in charge of in-servicing all the secondary mathematics and science teachers at the 105 established district training centres under the guidance of the national trainers.

However, in spite of the success of SMASSE, there are a few challenges that the project has faced and some of them include:

- (i) Over time, some teachers have not appreciated the role of INSET in their individual continuous professional development;
- (ii) School principals, school committees, regional and district officers need to be sensitised regularly on the need to give continuous support to both teachers and INSET programmes;
- (iii) Continuous M&E of the programme and giving immediate feedback to the management/administration of INSET need to be improved;
- (iv) Sustained CD and strengthening of INSET managers and stakeholders at different levels has not been fully attained due to the varied and large numbers officers involved and conflict of interest with other programmes; and
- (v) Harmonisation and collaboration of QASOs and SMASSE in M&E activities has not been fully attained.

3.3.3. CONCLUSION

The experience in the implementation of SMASSE clearly points towards the significance of partnership and collaboration among all the stakeholders so that ownership and subsequently sustainability can be enhanced and ensured. Due to the success of SMASSE, the Ministry wants to institutionalise CD within KESSP because it can also improve quality of education. As such, an INSET committee consisting of staff from the Ministry and DPs has been set up to work out ways of CD among teachers, lecturers, education managers, curriculum implementers and quality assurance officers.

Through implementation of SMASSE and other projects, the Ministry has built capacity in management of schools, especially financial management and procurement of instructional material and infrastructure development. This has been achieved due to the successful cases of TC application and best practices from within and elsewhere. Furthermore, TC through SMASSE has been incorporated in the sector's programmes and structures based on the Ministry's policy. However, TC needs to enable the Ministry to sustain CD programmes beyond DPs' full funding and involvement by developing relevant policies and implementation capacity on a continuous basis because these are critical ingredients, among others, for TC to be effective in CD. Through this approach a critical mass has been created, which will sustain CD for quality delivery of the curriculum unless policy on the SMASSE system of INSET changes.

3.4. STRENGTHENING PRIMARY EDUCATION PROJECT

3.4.1. OVERVIEW

Strengthening Primary Education Project (SPRED) was an initiative of the Ministry and DFID. The project was initially designed as a quality support and enhancement programme in order to address declining enrolment rates. In the early 1990s SPRED I laid the foundations for a textbook supply system and through it Teacher Advisory Centres (TACs) were established. In the later 1990s and early 2000s SPRED II emphasised and supported broad education reform, while SPRED III moved towards budget support and supports the implementation of FPE through the Free Primary Education Support Programme (FPESP). All these phases of SPRED projects supported the development and provision of teaching and learning materials along with a School-based Teacher Development (SbTD) programme. The main objectives SPRED II and III were, firstly, that it was possible to increase enrolments rates if instructional and learning materials were supplied free to all children because households would send their children to school and, secondly, the quality of education could be improved through teacher education and training.

Over the last 15 years, DFID support of education in Kenya has been changing and includes the period of project support from 1992 to 2003, where there were three inter-linked SPRED projects. The second period was the transitional project support from 2003 to 2005: this was a period of introducing FPE when most DPs supported the Ministry, especially the World Bank through a grant under FPESP. The third period (2005 to the present) can be characterised by a move towards direct budgetary support through the SWAp. The DFID involvement in the education sector has helped to shape the Kenyan education policy as well as laying the basis for the current DPs' support of the sector through the SWAp.

3.4.2. LESSONS LEARNED

The provision of free teaching and learning materials in public primary schools through FPE over the last 5 years has been a significant achievement within the education system. This has been partly made possible by the support from DPs, and in particular DFID, World Bank, the multi-donor FTI, JICA, USAID, European Union, UNICEF, Swedish International Development Agency (Sida), World Food Programme (WFP) and CIDA, through provision of TC and direct budget support. In addition, CD has been undertaken at all levels of education management, especially at the school level, in order to manage funds disbursed through FPE initiatives.

Through SPRED I, TACs were created in 47 districts around the country. These centres were equipped with book boxes of supplementary reading materials, with emphasis on English, Mathematics and Sciences. Although these centres were not very successful, partly because many headteachers refused to allow the teachers in their schools to take time away from the school to attend the TAC for training, SPRED I laid the basis for other phases of SPRED.

With respect to SPRED II, there was no commitment by the Government to contribute funding to support it. As a result, a comprehensive redesigning was done for instructional materials support in the future and this reengineering led to SPRED III, which started in 2000.

Impact studies indicate that there has been good progress made in achieving the target provision of textbooks at both the lower and upper primary levels through SPRED III. This success can be attributed to the introduction of school-based procurement and accounting from the lessons learned from the Government of Kenya and Royal Netherlands Embassy (GOK/RNE) pilot project that tested the various alternative methods of instructional materials provision. The GOK/RNE pilot project provided a turning point towards the establishment of a consistent national system for instructional materials provision in Kenya. In order to develop a comprehensive method of procuring instructional materials, various TC/TA were provided to the Ministry after discussions and negotiations between the Ministry and DPs. For example, International Book Development (IBD) were contracted to design and operate the pilot project and the project achieved what it did because of the TA from IBD. Further, PricewaterhouseCoopers were engaged by the World Bank as consultants to prepare a financial management handbook and training on financial procedures to Ministry officers, headteachers and members of School Instructional Materials Selection Committees (SIMSCs).

The design of SPRED III benefited from the experience of GOK/RNE pilot project and DFID supported the Ministry in re-organising the Textbook Management Unit (TMU) and training of its personnel in disbursement of funds for instructional materials direct to schools and in the monitoring and auditing. At the same time, DFID funded consultants from IBD to work with the Kenya Institute of Education (KIE) to develop a textbook evaluation methodology. This was done in conjunction with MOE staff and the Kenya Publishers Association and textbook submission, evaluation and approval procedures were developed and approved for use from 2003. In addition, DFID funded TA to support the first textbook competition under the new systems as well as the production of the suppliers' manual in early 2003.

In the light of lessons learned from the PRISM project and SPRED I and II, the Ministry with the support of DFID developed the SbTD programme, particularly in three core subjects of English, Mathematics and Science with the objective of improving the quality in Kenya Certificate of Primary Education (KCPE) results. One of the lessons that can be learned from implementation of SbTD was that it was highly participatory in both design and implementation. The programme involved a broad range of stakeholders from the education system using existing Ministry structures. The TAC tutors were trained and supported through initial and regular recall workshops run by a national team of trainers. In addition, teachers were enrolled in groups of three from each school covering Maths, Science and English and clustered according to a zonal TAC system. Thirdly, a broad range of stakeholders within the education system were involved in an integrated manner and this offered considerable transparency, professionalism sharing and accountability as well as

making the programme home-grown and hence developing strong ownership at multiple levels. For M&E of the programme, a private local consultancy firm was contracted to help build the Ministry capacity to carry out this function. However, this component did not go very well because Ministry staff had other responsibilities and they were inadequately trained. In addition, there were differences over lines of responsibility between the external consultants, INSET unit and MOE evaluation team. Nevertheless, SbTD offered a great opportunity for CD across the various cadres of staff within the education system by using both international and local TC/TA.

3.4.3. CONCLUSION

Due to the TC/TA provided within the last 10 years and CD during this period, the instructional materials provision system within KESSP was designed taking into account the lessons learned from the GOK/RNE pilot project and the SPRED III project. The extensive sensitisation and training, design and distribution of comprehensive standard documentation related to all stages of instructional materials provision, the introduction of fair and transparent evaluation and the involvement of a wide range of stakeholders in the extensive monitoring have been the backbone of the development of a sound system that has evolved over a period of 10 years. This system has been adapted as a result of practical experience. Today, it is the most effective way of ensuring the supply of instructional materials to primary schools.

It is clear that SbTD was successful in reaching a large number of primary teachers through the INSET across the country. As a result, self-learning and reflective teaching have been established throughout the primary schools. However, there is need to sustain CD under this programme and other projects such as PRISM and SMASSE.

3.5. KENYA SCHOOLS IMPROVEMENT PROJECT

3.5.1. INTRODUCTION

Kenya Schools Improvement Project (KENSIP) was an initiative between MOE and the Government of Canada and was funded by CIDA. It was implemented in conjunction with the Aga Khan Foundation and MOE. The purpose of the project was to improve the effectiveness of primary education in deprived schools in Mombasa and Kwale target areas between 2003 and 2007. The focus of the project was therefore on quality teaching and learning, improved management of schools and gender equality in participation.

By June 2007, 150 public schools were being supported through KENSIP and directly targeting 2,000 headteachers, deputy headteachers, teachers, parents, communities and local government officials. In addition, 2,000 SMC members were also targeted.

3.5.2. LESSONS LEARNED

In order to improve the management capacities of SMCs, CD was adopted as a key strategy so that they could be brought on board as implementation partners and also enlist their support for the project activities. Using the cluster approach and the cascade system, 150 SMC members were sensitised and trained on their roles and responsibilities in school improvement. In turn, about three to four SMC members from each school were inducted, who in return and with assistance of cluster resource teams inducted and trained the rest of the members. By the end of the project, 2,000 SMC members out of a targeted 2,250 had been trained through school cluster based workshops. In addition, all 150 headteachers were trained in educational management and administration, school improvement and SDPs. In order to train both SMC members and headteachers, TA was sought from the local consultants through the network of the Aga Khan Foundation.

One of the key lessons learned from the implementation of KENSIP was the use of both school cluster and cascading systems. To facilitate proper cluster operations, the cluster resource teams were trained on their roles and responsibilities as cluster managers who in turn trained TAC tutors, education officers and cluster facilitators as trainers of trainers so that they could train SMCs, headteachers and deputy headteachers. As a result of this training, a large number of school projects were identified by SMCs, parents, teachers and headteachers, which were implemented through funding from KENSIP. The implementation of school improvement projects was supervised by SMCs together with education officers and KENSIP staff. The participatory and all-inclusive approach adopted by headteachers and SMCs in school project identification and prioritisation facilitated the ownership of these projects at the community level. This was possible because there was CD among these stakeholders.

3.5.3. CONCLUSION

The cluster level CD focusing on SMCs, headteachers, deputy headteachers and senior teachers provided an opportunity to build effective school management. This enabled the schools to develop SDPs through the joint efforts of headteachers and SMC members. Indeed, the SDPs became powerful planning and development tools for sourcing and soliciting financial support (especially from Constituency Development Fund and Local Authority Transfer Fund) for prioritised school projects.

The development and implementation of SDPs clearly indicates that schools under KENSIP were increasingly using strategic planning as a strategy for whole school improvement. After three years of KENSIP implementation, there was renewed community interest and participation in school development activities despite the implementation of FPE in 2003 during which parents and communities in the country stopped their participation in school development activities. This was possible because CD had been undertaken through local TA that used cluster and cascading systems, which facilitated close partnership between the schools, community and the Ministry.

3.6. SUMMARY OF LESSONS LEARNED

One of the key lessons to be learned from the implementation of various programmes and projects within the Ministry since the 1990s is the impact of the methodology used in the training process. For example, KENSIP used both the school cluster and cascading systems. The cluster level CD focusing on SMCs, headteachers, deputy headteachers and senior teachers provided an opportunity for these stakeholders to be trained on effective school management. Through the cluster system and the cascading approach, it was possible to reach many stakeholders. At the same time, the PRISM project had a significant impact on how schools are run and managed today in Kenya because it was implemented using a cascade approach – this way, the project impact was able to reach more stakeholders.

The experience in the implementation of SMASSE clearly points towards the significance of partnership and collaboration among all the stakeholders. Moreover, how a project is designed and developed is important. For example, SMASSE started as a pilot and then it was scaled up, whereas KENSIP started as a case study. From the lessons learned at the pilot stage, SMASSE has now been scaled up to include several African countries. In addition, FPE implementation benefited from the lessons learned and capacity developed during the implementation of the GOK/RNE and PRISM projects. More significantly, the design and implementation of these projects, including SMASSE, have enabled the Ministry to build capacity in management of schools, especially financial management and procurement of instructional material and infrastructure development.

The relationship between the GOK/RNE project, SPRED (I, II and III), SbTD, SMASSE, FPE and KESSP therefore demonstrates the need for dialogue and borrowing of good practices within and between projects and programmes. For example, the successful introduction of school-based procurement and accounting under FPE benefited from the lessons learned from the GOK/RNE pilot project that tested the various alternative methods of instructional materials provision and also the design of SPRED III benefited from the experience of the GOK/RNE pilot project which was enhanced during PRISM. Therefore, experiences learned from one project should inform other projects so that a more logical pedagogical PDM framework can be constructed.

Another key lesson to be learned is the importance of engaging both the international and local TAs. Although international and local consultants differ in experience and knowledge, they supplement each other. The international consultants bring in worldwide experience and more diverse experience whereas the local consultant brings local experience, which goes beyond the sector the TA could be working in. At the same time, local consultants are readily available after the assignment for follow-up. Through both local and international consultants in the PRISM project, schools were able to develop and manage in a systematic way their development plans. The success of SMASSE can also be attributed to both local and Japanese consultancy.

Increased stakeholder involvement and consultations in CD is critical. In order to ensure sustainability of CD and indeed its success, all stakeholders must be involved at all levels. In most effective projects, the continued involvement of stakeholders has enhanced the implementation of the action plans as has been demonstrated in the implementation of SMASSE and KENSIP project. After three years of KENSIP implementation, there was renewed community interest and participation in school development activities despite the implementation of FPE in 2003 during which parents and communities stopped their participation in school development activities.

However, while there are good lessons to be learned, it is important to ensure that TC is country-led as opposed to donor-led. Many Ministry staff feel that most of the TC is donor-driven. An analysis of demand for and supply of TC indicates that it has been more supply-driven as opposed to be demand-driven. This approach has been and is common despite adoption of a SWAp and development of KESSP and it has indeed impacted negatively on the successful implementation of KESSP. To encourage the shift to demand-driven TC the needs of a country must be well documented in policy documents which have been developed through wide-ranging consultations. The needs for TC in Kenya can be found in the relevant sections of the Sessional Paper and the KESSP document.

Despite the TC that has been provided so far by DPs in support of the implementation of KESSP, CD is still inadequate particularly among education managers at all levels (from school to headquarters). For example, the majority of education managers and supervisors have limited competencies to utilise available information for management purposes; members of BOGs, PTAs and SMCs have not been adequately exposed to management training; many institutional heads have inadequate capacities to oversee and account for the utilisation of resources; and some school and district levels personnel have insufficient qualifications, which impedes them in discharging their duties. This is partly due to KESI's limited institutional and organisational capacity for coping with the varied and great needs for managerial knowledge and skills across the board.

It is also important that TC should enable the Ministry to sustain CD programmes beyond DPs' full funding and involvement by working together in the development of relevant policies and implementation capacity on a continuous basis because these are critical ingredients for TC to be effective in CD. The Government needs to ensure that there is political goodwill, supporting policy, enabling environment and a well-structured market with effective demand so that most DPs can take the risk to develop the materials and training ability. The importance of getting support from the topmost policy makers, including the Minister and the Permanent Secretary, is well demonstrated in the case studies: the success of SMASSE, for example, has been greatly enhanced by the unlimited support from the Minister and the PS. This is an essential condition for effective TC for CD in major projects. However, in addition to political support, the Government, through the Ministry, needs to commit itself to set aside, either from own-source or donor funds, a

reasonably large amount for CD over a long period. The Government therefore needs to make a credible political and financial commitment to long-term investment in CD.

There needs to be a certain minimum level of capacity for TC to be effective. The local personnel in the programmes cited as success stories already had a certain level of competence which could be empowered further through the TC. However, among other things, educational development in Kenya is constrained by limited capacity in some specialised areas as well as inadequate funding. The inadequate capacity needs to be addressed and sourced from somewhere, through TC whose main objective should be CD rather than providing direct technical or financial assistance. These skilled experts need to be given technical and formal capacity-transfer tasks and must therefore provide TA as well as train managers of education and stakeholders both on-the-job and in a formal environment.

Although the various educational projects/programmes, such as SMASSE/INSET, have produced significant gains and positive effects on teachers' attitude change, there is need to provide more support to teacher development. For CD to be effective at the school level, the Ministry needs to ensure that there is change in the role of the headteachers from that of a conventional administrator to include leading pedagogic change and indeed the delivery of the curriculum. The adoption of an adaptive approach is critical in order to ensure that the introduction of new pedagogic approaches takes into consideration the realities within which teachers work. In addition, the practice of having headteachers collaborate with other educational professionals, such as inspectors and TAC advisers, to examine what is taking place inside the classroom and schools, will play a crucial role. As research has shown, the quality of teachers is essential in enhancing students' competency and thus raising the standards in schools and this can only be achieved through school-based professional development programmes. This way, the teacher's sense of professionalism and practice will be enhanced and as a result students' educational achievement will be realised as the country pursues the goal of providing quality education for all Kenyan children.

4. ISSUES IDENTIFIED AND RECOMMENDATIONS

4.1. ISSUES IDENTIFIED

Capacity development remains one of the major challenges facing MOE and in the various commissions, taskforces and studies it has been shown that in the majority of cases competencies are not always matched with tasks. The Ministry has also acknowledged that there is indeed a mismatch between the existing level of capacities and those required to implement the KESSP. It is, however, noteworthy that MOE as part of its reform agenda and in an effort to enhance service delivery has made efforts to rationalise its structures and functions. More effort is, however, required to build the institutional capacity in order to carry the demands of its functions and programme. The implementation of KESSP will be largely based on the abilities of staff and structures particularly at the district and school levels. However, the frontline service providers at these levels including DEBs, BOGs, SMCs and PTAs have limited capacity to effectively manage this programme.

In order to strengthen the capacities of the human resource involved in the discharge of education services, there is need therefore to:

- (i) Expedite the decentralisation of education services and deploy senior and experienced managers to lower level structures by developing and implementing criteria for the appointment and deployment of education managers at all levels of the education system;
- (ii) Expand the capacity and programmes of KESI to provide in-service training to all heads of education and training institutions and other personnel involved in the various aspects of institutional management; and
- (iii) Ensure that all persons serving as members of SMCs, BOGs and headteachers are exposed to focused training on educational institution management by developing and implementing a structured and nationwide training programme.

Undoubtedly, KESSP is an important programme and addresses educational reforms. However, in order to maintain the pace of implementation and sustain development, there is need to build and sustain capacity on a continuous basis throughout the educational system, especially at the district level. At the same time, the Ministry is also aware of the value



of drawing on experience from elsewhere, which must be well managed and coordinated during the provision of both internal and external TC in future (as indicated in the JRES of

October 2006). Therefore, it is important that during the mid-term review of KESSP scheduled for 2008 the Ministry, DPs and other stakeholders recognise that a systematic and successful long-term plan for TC/TA provision and targeted strategic CD be agreed and successfully maintained.

4.2. RECOMMENDATIONS

As the Ministry gets into the mid-term review of KESSP, it should ensure that TC is responsive to its demands and also that CD is embedded in the TC arrangements in order to guarantee sustainability of the investment programmes. The Ministry should therefore:

- (i) Establish mechanisms to provide adequate capacity for successful programme implementation. The DPs should also work through the structures designated by the Ministry, in order to build capacity, improve sustainability, and ensure maximum integration with the Ministry's policies and programmes;
- (ii) Ensure that no new project implementation units or similar parallel structures are created for the specific purpose of managing external assistance projects. Those DPs still disbursing their support via parallel structures should now use the Ministry's structures;
- (iii) Choose to utilise external agents for implementation tasks in circumstances where it is cost-effective and sustainable to do so;
- (iv) Ensure that DP-funded TC for the Ministry is driven by the Ministry's priorities and absorption capacity (or developed along/during implementation of successful projects such as PRISM and SMASSE). The TC should support the Ministry's institutional capacity by focusing on skills transfer and not be restricted to supporting individual DP programmes or projects but rather programmes within the Ministry, and should ensure that the expatriate assistance (when required) is complementary to and develops national consultancy expertise;
- (v) Prepare an annual CD plan, identifying programme implementation priorities with associated financing needs. This will include broad CD priorities: TC, institutional strengthening, training, research and studies (as exemplified by PRISM and SMASSE) for supporting the planning and implementation of KESSP;
- (vi) Budget and include a modest contingency provision to fund urgent tasks that are not anticipated. Unplanned and/or unsolicited TC should only be accepted if approved by a meeting of the KESSP steering committee;
- (vii) Ensure that DPs current and proposed support for CD is aligned with the Ministry's plan; and
- (viii) Establish a database of local, regional and international consultants with specialised skills and expertise that can be contracted to provide support to the Ministry as need

arises. International consultants who partner with local consultants should be given priority during selection/recruitment of TA. The Ministry should play the central role in the procurement process and selection of the consultants, but subject to the financing DPs being satisfied as to the feasibility of the terms of reference, the competence of selected personnel and the fairness of the procurement process.

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