

**STRENGTHENING
PRIMARY EDUCATION
IN KENYA**

**AN EVALUATION OF THE STRENGTHENING
PRIMARY EDUCATION (SPRED) PROJECT,
KENYA, 1991 - 1996**

***by Cambridge Education Consultants,
Cambridge Education for Change, London***

DEPARTMENT FOR INTERNATIONAL DEVELOPMENT

EVALUATION REPORT EV: 627

STRENGTHENING PRIMARY EDUCATION IN KENYA
AN EVALUATION OF THE STRENGTHENING PRIMARY EDUCATION
(SPRED) PROJECT, KENYA, 1991 - 1996

by

Cambridge Education Consultants, Cambridge
Education For Change, London

EVALUATION DEPARTMENT
DEPARTMENT FOR INTERNATIONAL DEVELOPMENT
94 VICTORIA STREET
LONDON
SW1E 5JL

In May 1997 the Overseas Development Administration (ODA) was replaced by the Department for International Development (DFID). References in this report to the ODA apply to events, actions, etc prior to the changes of title and functions.

The opinions expressed in this report are those of the authors and do not necessarily represent the views of the Department for International Development.

TABLE OF CONTENTS

| | |
|--|------------|
| PREFACE | i |
| ACKNOWLEDGMENTS | iii |
| ABBREVIATIONS, ACRONYMS, GLOSSARY | v |
| EXECUTIVE SUMMARY | 1 |
| 1. BACKGROUND | 9 |
| Country Background | 9 |
| Historical Background | 10 |
| About the Project | 11 |
| About the evaluation | 15 |
| 2. IDENTIFICATION, DESIGN & APPRAISAL | 19 |
| Identification and Policy Context | 19 |
| 3. IMPLEMENTATION | 33 |
| Management | 33 |
| Quality component | 35 |
| Access, equity and wastage component | 37 |
| The Planning Unit | 38 |
| 4. IMPACT and SUSTAINABILITY | 41 |
| Impact on quality | 41 |
| Sustainability of Impact on quality | 46 |
| Impact on access, equity and wastage | 48 |
| Sustainability: access, equity and wastage | 49 |
| 5. OTHER RESULTS OF THE STUDY | 51 |
| Food insecurity | 51 |
| Cost sharing | 52 |
| Schools' role in wastage | 53 |
| Traditional ways of life | 54 |

| | |
|--|-----------|
| ANNEX A: TORS | 57 |
| ANNEX B: Itinerary | 61 |
| ANNEX C: People Consulted. | 65 |
| ANNEX D: Project Logical Framework. | 69 |
| ANNEX E: Research Details | 77 |
| ANNEX F: Map of Kenya | 81 |
| ANNEX G: Key indicators for research Districts. | 83 |
| Table 1: Key Economic and Physical Characteristics. | 83 |
| Table 2: Education Statistics | 86 |
| ANNEX H: PRISM and SPRED 2 | 87 |

PREFACE

Each year the Department for International Development (DFID) commissions a number of ex post evaluation studies. The purpose of DFID's evaluation programme is to examine rigorously the implementation and impact of selected past projects and to generate the lessons learned from them so that these can be applied to current and future projects. It should be borne in mind that the projects concerned were inevitably the product of their time, and that the policies they reflected and the procedures they followed may in many cases have since changed in the light of changing DFID knowledge.

DFID's Evaluation Department is independent of DFID's spending divisions and reports directly to DFID's Director General (Resources).

This report presents findings and lessons from an ex post evaluation of the first Strengthening Primary Education Project (SPRED 1) implemented in Kenya from 1991-1996. A follow up project, SPRED 2, is under implementation. This evaluation, however, is concerned only with SPRED 1.

For this evaluation the team consisted of the following: John Wood, Team Leader; David Hitchcock, Education Specialist (September-October only); Dr. Mmantetsa Marope, Education Specialist (July only); Dr. Kilemi Mwiria, Education Research Specialist; Juliette Seibold, Social Development Specialist; Jouko Sarvi and Lewis Kerr of CEC provided UK-based professional and management support. The team was joined by two officials nominated by the Ministry of Education: Frederick Songole, Mathematics Inspector, and Edward Mokaya, Economist.

The evaluation involved the following stages:

- initial desk study of all relevant papers;
- consultations with individuals and organisations concerned with the project; including field visits and field research to collect data,
- preparation of a draft report which was circulated for comment to the individuals and organisations most closely concerned;
- submission of the draft report to the Director General (Resources) to note the main conclusions and lessons to be learned from the study on the basis of the draft report.

This process is designed to ensure the production of a high quality report, and a summary sheet (EVSUM) which draw out the key lessons.

This study is one of a series of evaluations in the primary education sector. Other Projects evaluated were the Active Learning Through Professional Support (ALPS) Project in Indonesia and the Andhra Pradesh Primary Education Project (APPEP) in India. A synthesis study, which draws out the conclusions and lessons from the evaluations will also be available shortly from Evaluation Department. This study, entitled *An Evaluation of British Aid to Primary Schooling 1988-98*, has been prepared by a team led by Professor Christopher Colclough.

DFID Evaluation Department.

ACKNOWLEDGEMENTS

We would like to thank all the educational professionals, parents and young people who tolerated our questions and answered them with honesty and good humour. We owe a particular debt to James Migwi, Charles Kirkcaldy, and Margaret Else. They are the 'corporate memory' of SPRED 1, and although they all have pressing demands on their time they gave us invaluable support.

We would like to acknowledge the professionalism and commitment of the research team, whom we threw into the deep end of participatory research only to see them swim like fish.

But mostly our thanks and wishes go to Kenyan children.

ABBREVIATIONS, ACRONYMS, GLOSSARY

| | |
|---------------|---|
| ASAL | Arid and Semi-Arid Lands |
| BDDEA | British Development Division, East Africa |
| BER | Bureau of Educational Research |
| CEC | Cambridge Education Consultants |
| CfBT | Centre for British Teachers |
| core subjects | (for SPRED purposes) Mathematics, Science and English |
| DEO | District Education Officer |
| DFID | Department for International Development (was ODA) |
| DTAC | District Teacher Advisory Centre |
| EMIS | Educational Management Information System |
| EdSAC | Educational Sector Adjustment Credit (of WB) |
| EfC | Education for Change Ltd |
| GoK | Government of Kenya |
| HT | Headteacher |
| HoD | Head of Department |
| INSET | In Service Teacher Training |
| KCPE | Kenya Certificate of Primary Education |
| KIE | Kenya Institute of Education |
| KNEB | Kenya National Examination Board |
| MTR | Mid-Term Review |
| MoE | Ministry of Education |
| MoP | Ministry of Planning |
| ODA | Overseas Development Administration (now DFID) |
| OMR | Optical Mark Reading |

| | |
|--------|---|
| PCTTP | Primary Curriculum and Teacher Training Project |
| PRESET | Pre-service Teacher Training |
| PRISM | Primary Schools Management Project |
| PTTC | Primary Teacher Training College |
| PU | Planning Unit |
| SMC | School Management Committee |
| SPRED | Strengthening Primary Education Project |
| TAC | Teacher Advisory Centre |
| TACU | (British Council's) Technical Assistance Co-ordination Unit |
| TCO | Technical Co-operation Officer |
| TSC | Teachers Service Commission |
| ULIE | University of London Institute of Education |
| UNICEF | United Nations Children's Fund |
| UT | Untrained Teacher |
| VSO | Voluntary Service Overseas |
| WB | World Bank |
| WFP | World Food Program(me) |
| ZI | Zonal Inspector |
| ZPA | Zonal Parents Association |
| ZSI | Zonal Sub Inspector |

EXECUTIVE SUMMARY

THE PROJECT

1. The Strengthening of Primary Education (SPRED) project in Kenya was to improve access for all Kenyan children to the full cycle of primary education and to raise the quality of teaching and learning in the key subject areas of Mathematics, Science and English. SPRED was approved in March 1991, commenced in January 1992 and was completed in March 1996, following a 3-months extension. A successor project, SPRED 2, is under implementation.

2. The immediate objectives (purposes) in the original project framework were as follows:

- a) to institutionalise more firmly, nationwide, the primary level in-service training based on Teacher Advisory Centres (TACs) by upgrading training, resources and professional administrative support;
- b) to raise the quality of teaching and learning of the three key subjects of English, Mathematics and Science in primary schools;
- c) to raise the efficiency of primary schools in terms of learning outcomes;
- d) to establish links between pre-service and in-service training;
- e) to develop the Ministry of Education's (MoE's) capacity to identify the scale and causes of poor access to Standard 8 by school age children; expand upon successful existing interventions and innovations which address these causes; and initiate new interventions.

3. The project's objectives were revised following the Mid-term Review (MTR) with a view to ensuring that they were measurably achievable over the project period. At the same time the project was expanded to include a new component to provide mobile libraries of English books for primary schools.

4. The original project funding was £3.325 million. After the amendment to include the book-box scheme the project funding was £3.899 million.

THE EVALUATION

5. This evaluation took place from July to October, 1997. It involved desk research, meetings and discussions with stakeholders and project personnel in UK and Kenya. The evaluation team was provided by Cambridge Education Consultants, in association with Education for Change (EfC) Ltd. The team was led by John Wood of EfC; he and other members are named in the Preface.

6. The evaluation team undertook a field-level study of education personnel, parents and children in Kenya. This study was undertaken by a team of researchers recruited in Kenya and trained by the evaluation team to use participatory research techniques. More details of this research are at Annex E.

OVERALL SUCCESS RATING

7. Our evaluation is that SPRED can best be described as Partially Successful (B). SPRED was successful in its impact on the professional development of individual educators and on increasing gender-awareness in the education and publishing communities. It was unsuccessful in ensuring the institutionalisation and operation of TACs and the strengthening of structural links between the in-service and pre-service systems.

8. SPRED has helped to provide better information on the causes of low enrolment and high wastage in primary schools. It did not, however, develop innovative interventions to improve equitable access and pupil retention to Standard 8. A partially successful computerised database of school information was established by SPRED but it will need further support to ensure that this information is kept up to date and available to inform policy-making.

FINDINGS

Project Design

9. The project design was:

- consistent with the Government of Kenya's policy framework (2.2);
- built on Overseas Development Administration (ODA) experience and strengths in education in Kenya (2.1).

However, the design had shortcomings:

- lack of involvement of the key stakeholders and of field-level information (2.7);
- insufficient attention to the processes of embedding TACs within the education structure (2.29-33);
- over-reliance on cascade training without adequate mechanisms for formative evaluation (2.34-37);
- insufficient concern for the MoE's financial and operational limitations (2.17-20);

- over-dependence on British expertise and under-utilisation of local capacity (2.21-23);
- lack of a baseline study, external monitoring and activities to develop evaluation capacity (2.11).

Project implementation

10. The implementation of the project:

- realised Kenyan ownership at national and regional levels (3.1-3);
- disbursed project funds within the project time-frame (2.9);
- had a flexible approach to solving implementation problems (3.5 & 7).

However, it suffered from:

- overlapping management responsibilities (3.7);
- the high attrition rate of TAC tutors (3.16; 4.4);
- delays in the research and information component and the loss of the planned field interventions to address wastage (3.20-23; 3.27);
- over-ambitious aims and staffing problems in database development (3.28-32).

Project Impact

11. The project's quality-improvement component has:

- built and resourced 63 new TACs (4.1);
- provided resources, including subject and management handbooks to all TACs (4.1);
- trained 1200 TAC tutors, who provide valued support for teachers (4.1);
- helped teachers to develop learning/teaching materials for English, Science and Mathematics (4.11);
- helped teachers to experiment with child-centred classroom organisation and practices (4.10);
- introduced the book-box scheme which has enhanced the learning of English (4.13-17); and,

- initiated a process for ensuring that books do not carry gender bias or negative role models and raised awareness of these issues in the education and publishing communities (3.17-18).

As for the impact of the operational research and information component:

- the work of the Bureau of Educational Research (BER) influenced policies and follow-up programmes (4.29-33);
- a collaborative working relationship between the Planning Unit (PU) and BER has been established (4.34);
- the BER's research capacity has been strengthened (4.35);
- the PU's computer system has been installed and a set of national data produced (4.32 & 36).

However,

- the TAC system has been weakened by staff attrition and lack of operational funds (4.4-5);
- there is an inadequate system for the induction, training and monitoring of TAC tutors (4.5-6);
- some TACs are not fully utilising their resources (4.6);
- community funding for TACs is not linked to decision-making (4.19);
- cost is inhibiting the use of book-boxes (4.22);
- the links between in-service and pre-service teacher training (INSET and PRESET) remain unsystematic (4.18);
- classroom practice remains dominated by rote learning for examinations, especially in the later grades (4.12);

The project has had no direct impact on access, equity or wastage and

- the omission of the views of parents and children during the operational research helped perpetuate an 'establishment' view of key issues concerning access, wastage and equity (3.25; 5.5-6; 5.9-14; 5.18-21);
- PU has been unable to enter and process data from the 1995 survey, and has lost trained staff (4.33 & 38).

Other results of our study

12. In addition to the project-related findings our study has identified a number of important contextual issues for education development in Kenya.

(a) Cost-sharing is out of control

Cost-recovery from parents is unregulated and parents are being asked to meet more and more of the costs of the education system. In general, parents in Kenya are committed to education and willing to make sacrifices but the cost of schooling to parents is an important factor in low enrolment and poor retention. In the absence of any attempt to mitigate this impact, cost-sharing is the enemy of equitable access to education in Kenya as in other countries (5.6-8).

(b) Schools encourage wastage

The Kenya Certificate of Primary Education (KCPE) examinations and the public league-table of examination results dominate primary schooling in Kenya. They influence the career-development of teachers and are subjected to public and political scrutiny. They conspire to produce a climate in which schools may 'encourage' weak pupils to drop out and repeat years (5.12-14).

(c) Resistance to new classroom practice

In these circumstances, schools are extremely resistant to changes in classroom practice. Interventions, such as SPRED, which are intended to bring about such changes, risk rejection unless they offer the hope of improved examination performance. Whilst the examinations favour rote learning and memorisation over other abilities, teachers will reject 'active learning' and 'child-centred approaches'. Many education interventions are directed towards shifting classroom practice and underestimate the professional and political obstacles that block such changes (4.10-12).

(d) Blaming the customers

There are communities whose ways of life make it difficult for them to attend schooling as it is offered: an example in Kenya would be those communities with nomadic lifestyles. Targeting these communities with 'more of the same' model of schooling may not yield expected enrolment and retention gains. Meanwhile, focusing project activity on disadvantaged Districts in Kenya excluded pockets of poverty in other Districts, particularly in the growing peri-urban areas where children are equally needy but whose lifestyle may be more compatible with formal schooling than that of their rural counterparts. People make rational decisions about primary schooling and it may be more effective to ensure that the primary system offers an appropriate product to these potential 'customers' than to try to 'sensitise' parents to the benefits of schooling as it is currently packaged (5.15-21).

LESSONS LEARNED

13. Many lessons from SPRED 1 have been reflected in the design of SPRED 2 and in DFID's other recent work in the sector, for example:

- the importance of involving field-level personnel and beneficiaries in design, implementation and evaluation (9);
- the need to undertake a baseline study to allow evaluation and monitoring (9);
- the need to address significant structural and management issues in the project context (10).

14. A number of other lessons merit attention in future project designs:

- recurrent budgets for operational costs need to be as secure as possible (9);
- cascade training risks sacrificing quality in the quest for quantity and needs to be designed with explicit mechanisms to ensure the relevance of training to the ultimate beneficiaries (9);
- the scale of international expertise built into a project should be justified both in terms of its cost-effectiveness and its potentially negative impact on the development of local capacity (9);
- it is, however, difficult to utilise local capacity without offering additional incentives above and beyond public service salaries (9);
- working within existing institutions and structural frameworks, where they exist, or developing such frameworks, is a pre-condition for sustainability (9).

15. Finally, there are other lessons that arise from our study which perhaps could usefully be reflected in future approaches to developing the primary sector and working towards Education for All:

- poverty and food insecurity are major factors limiting equitable access (12(a));
- the standard model of primary schooling does not fit everybody and providing 'more of the same' may not attract unenrolled or non-attending children into schools. However, more flexible approaches demand a widely shared perception of primary education's main objectives (12(d));
- in targeting project inputs, more effective interventions are likely to follow when assessment of 'need' is coupled with assessment of 'demand' (12(d)).

EVALUATION SUCCESS RATINGS

The Overall Success Rating for a project is allocated on a scale from A+ to D according to the following rating system:-

Highly Successful (A+): objectives completely achieved or exceeded, very significant overall benefits in relation to costs

Successful (A): objectives largely achieved, significant overall benefits in relation to costs

Partially Successful (B): some objectives achieved, some significant overall benefits in relation to costs

Largely Unsuccessful (C): very limited achievement of objectives, few significant benefits in relation to costs

Unsuccessful (D): objectives unrealised, no significant benefits in relation to costs, project abandoned

The judgement on the Overall Success Rating is informed by a tabulated series of judgements on individual aspects of performance, including the project's contribution to achievement of ODA's **priority objectives** (listed in the upper section of the table). First an assessment is made of the relative importance in the project of each criterion or objective, which may be **Principal** or **Significant**; or, if not applicable, it is marked " - ". Where no specific objective was established at appraisal, the importance assessment is given in **brackets**. Each performance criterion is then awarded a rating, based only on the underlined sections of the five-point scale above.

| Project Performance Criteria | Relative importance | Success Rating |
|-------------------------------------|---------------------|----------------|
| Economic Liberalisation | - | |
| Enhancing Productive Capacity | - | |
| Good Governance | - | |
| Poverty Impact | - | |
| Human Resources: Education | Principal | B |
| Human Resources: Health | - | |
| Human Resources: Children by Choice | - | |
| Environmental Impact | - | |
| Impact upon Women | Significant | A |
| Social Impact | (Significant) | B |
| Institutional Impact | - | |
| Technical Success | - | |
| Time Management within Schedule | Significant | B |
| Cost Management within Budget | Significant | A |
| Adherence to Project Conditions | - | |
| Cost-Effectiveness | - | |
| Financial Rate of Return | - | |
| Economic Rate of Return | - | |
| Financial Sustainability | Significant | C |
| Institutional Sustainability | Principal | B |
| Overall Sustainability | Principal | B |
| OVERALL SUCCESS RATING | | B |

1

BACKGROUND

COUNTRY BACKGROUND

1.1 Education in Kenya is the responsibility of the Ministry of Education (MoE). Teachers are employed through the Teachers Service Commission, and Inspectors and other civil servants through the Public Service Commission. Curriculum design and the production of national textbooks is the responsibility of the Kenya Institute of Education (KIE). Examinations are the responsibility of the Kenya National Examinations Council (KNEC). Both of these are semi-autonomous institutions.

1.2 Kenya is divided into 8 administrative Provinces, 67 Districts and approximately 1200 Divisions and Zones. The number of Districts and Zones has increased very rapidly over the past 10 years.

1.3 The MoE pays for teaching staff and maintains Inspectors at Provincial, District, Divisional and Zonal levels that take responsibility for quality assurance of schools, promotion of staff and disciplinary matters. There are, now, Teacher Advisory Centre (TAC) tutors in each Zone and each District, with a quality-improvement role.

1.4 Pre-service training of primary school teachers is at Primary Teacher Training Colleges (PTTCs), of which there are 20 in the country.

1.5 There are about 16,000 primary schools offering an 8-year schooling, which is, notionally, compulsory. Children normally enter school at age 6, but many schools provide pre-school facilities for children as young as 3 years old. The Kenyan Certificate of Primary Education (KCPE) examination is taken at Grade 8 of primary schooling. The results determine whether the young person will proceed to secondary education and, if so, to which quality of school. There is great competition for places in the most prestigious secondary schools.

1.6 At all levels the private sector is strong, particularly in the more prosperous areas. Many schools, in both sectors, have strong links with churches.

HISTORICAL BACKGROUND

1.7 By the mid 1980s, Kenya's primary education system was achieving higher enrolment rates, for both boys and girls, than most other sub-Saharan countries and literacy rates, for example, are relatively high at about 60% for males and 40% for females. But Kenya also has rapid population growth and, although the economy was stronger then, these achievements were proving unsustainably expensive, with education claiming over 40% of the national budget.

1.8 The escalation in the national cost of education can be attributed to the non-rationalised, demand-led expansion of the education system and could not be sustained without unjustified opportunity costs for other sectors of the economy. Thus, in 1988 the government, encouraged by the World Bank (WB) launched a cost-sharing policy for education provision. Under this policy, government pays for teachers and administrative staff and communities pay for the rest.

1.9 In 1985, the government introduced a new education structure of 8 years of primary education, 4 years of secondary and a 4 year higher education course: the 8-4-4 structure replaced a 7-4-2-3 organisation. The new structure was accompanied by a significant revision of the primary curriculum, to include new subjects such as Arts and Crafts, and practical, pre-vocational subjects such as Agriculture and Business Education. There was emphasis on the practical utility of these new subjects for those young people seeking to enter the world of work on completing primary schooling.¹

1.10 The mid-1980s changes heralded a decline in both quality and quantity of primary education and by 1991 the country was registering its highest decline in enrolments and in educational provision, notably of resources such as textbooks. The number of untrained teachers in the primary system had risen to nearly 35% by 1990. There was widespread criticism amongst education professionals that schools were not prepared or equipped to cope with the 8-4-4 structure and new curriculum: teachers lacked training and resources for the new subjects and it was widely felt that the new curriculum was too full to be completed in the allotted schooling time.

1.11 In 1991, the WB approved the Educational Sector Adjustment Credit (EdSAC) loan to the government to support cost-sharing initiatives and efficiency improvements. Although EdSAC had most radical impact on the tertiary sector it also sought government action to improve the overall efficiency and quality of the primary sector. The negotiations had exposed weaknesses in the information available on efficiency measures, such as enrolment and repetition statistics.

1.12 The then Overseas Development Administration (ODA) had supported the Primary

¹ The Government's policy is to support and promote the non-formal employment sector, which is known as *Jua Kali* - Kiswahili for "hot sun", implying work out in the open rather than in premises.

Curriculum and Teacher Training Project (PCTTP, 1985-1990). In 1989 the Government of Kenya (GoK) requested further assistance with Primary Education and out of this request was born the Strengthening Primary Education (SPRED²) Project.

ABOUT THE PROJECT

1.13 SPRED was approved by ODA in March 1991 to start in January 1992. SPRED was to be a three year project with the following objectives:

- a) to raise the **quality** of teaching and learning in the key subject areas of Mathematics, Science and English (hereinafter 'the core subjects') by strengthening Teachers' Advisory Centres (TACs) for the delivery of in-service courses for teachers; and
- b) to improve **access** for all Kenyan children to the full primary cycle of education. Project inputs were to be targeted at disadvantaged areas of the country. The original Logical Framework is at Annex D.

1.14 The Project was amended following the Mid-Term-Review (MTR) and extended to incorporate the book-box scheme, which supported the quality component by making classroom materials available in a cost-effective way. The Logical Framework was also amended with a view to making the objectives more realistically achievable.

Quality component

1.15 One of the GoK's sector aims, embraced by the project, was to improve the quality of teaching in the classroom, with particular attention to the core subjects. The mechanism for achieving this aim was to strengthen the TAC system for in-service training and professional support. TACs had been introduced in 1975 and had been supported in PCTTP, but the coverage remained weak in less-advantaged parts of the country. Under SPRED:

- a) 63 TACs were built and supplied with resource books;
- b) all District TACs and 293 Zonal TACs received resource materials, including paper, typewriters and duplicating equipment;
- c) all TACs received a set of primary school syllabi and text-books prepared by the KIE;
- d) TACs in targeted areas received science kits, consumable materials to run workshops and reference books for teachers;

² We use 'SPRED' when referring to SPRED 1, consistent with the usage before the successor project, SPRED 2, was conceived.

- e) 23 national trainers were trained at the Institute of Education, University of London for 10 weeks;
- f) 160 people received training to deliver courses to TAC tutors and Zonal Inspectors;
- g) 1350 TAC tutors were trained by 1995, in a 9-week programme designed to strengthen their professional skills and their knowledge in the core subjects;
- h) 2-week training courses were provided for 1200 District and Zonal Inspectors; and for 75 subject Heads of Department in the 20 Primary Teacher Training Colleges (PTTCs);
- i) 28 handbooks covering the 3 core subjects and management issues, were produced and distributed;
- j) 12,000 mobile box libraries of English Supplementary Reading Material (book-boxes) were distributed to 300 TACs in disadvantaged areas;
- k) a process to ensure that book-box books did not perpetuate negative gender stereotypes was initiated;
- l) 182 bicycles were provided to TACs and District Teacher Advisory Centres (DTACs), to facilitate transport to schools.

Access, equity and wastage component

1.16 SPRED sought to strengthen the MoE's capacity to gather and utilise information concerning access, equity and wastage in order to inform planning and policy-making. To this end SPRED funded two activities:

- a) a programme of operational research to be undertaken by the Bureau of Educational Research (BER)³ in close collaboration with the MoE; and
- b) the development of information-based planning capacity, including the establishment of a computerised database of primary schools, within the Planning Unit (PU) of the MoE.

Both parts of this component had the explicit aim of strengthening GoK's national capacity to gather and utilise information about the primary system, with particular focus on access, equity and wastage issues. It was also intended to strengthen the working relationship between BER and PU.

³ BER is based at Kenyatta University.

Operational Research

1.17 The plan was to undertake a 3 phase operational research programme:

Phase 1: research into the factors affecting access, equity and wastage;

Phase 2: identification and analysis of current initiatives to address these issues; and

Phase 3: small scale project-funded actions, based on the research findings, to address the issues and to be the subject of further research into their effectiveness.

Only the first two Phases were completed.

PU database

1.18 SPRED was to implement a system for collecting, computerising and analysing data about all primary schools. This included the procurement and commissioning of computer hardware, design of applications packages and the training of staff to use the system and to analyse the data.

Project Inputs

1.19 The inputs to the project are shown below.

Quality component

| Description | When | Amounts |
|------------------------------------|-------------------------------|----------------|
| TCO: English, Maths, Science | 91-95 | 3 x 3 Years |
| VSO: Building Supervisors | 91-93 | 4 x 3 Years |
| Needs Analysis | 10/92 | 2 x 18 days |
| Consultant: Science education | 9/93; 3/94; 9/94; 3/95; 12/95 | 46 days |
| Consultant: Maths education | 9/93; 3/94; 9/94 | 28 days |
| Consultant: English | 3/94; 9/94; 3/95 | 27 days |
| Consultant: Inspectors' Management | 12/93; 12/94; 2/96 | 41 days |
| Consultant: TAC Management | 7/95; 9/95 | 26 days |
| Local Consultant: Gender | 2/ 95; 10/95 | 49 days |

| Description | When | Amounts |
|--------------------------------|-------------------|--|
| Local Consultant: Cost Sharing | 7/95; 9/95; 12/95 | 20 days |
| Building materials (TACs) | 92 - 94 | £230,627 |
| Vehicles | 92 | 1 Lorry 2 Land Rovers 1 Saloon Car |
| Reference Books | 92; 93, 94. | 362 sets |
| Consumables for TACs | 93; 94 | 346 sets |
| Book Box Libraries | 95 | 12,000 boxes |
| Science Kits | 95 | 350 kits |
| Bicycles | 95 | 182 bicycles |

Access, equity and wastage component

| Description | When | Amounts |
|---|-------------------------|---------------|
| TCO: PU and BER | 91-95 | 3 Years |
| Consultant: Database Design | 9/92; 5/93 | 25 days |
| Consultant: Database Review | 10/95 | 5 days |
| Consultant: Research Methodology | 92, 93, 94, 95 | 32 days |
| Local Research Staff & Operation | 92-95 | £37,000 |
| Local Consultant: Database implementation | 1993 | |
| Local Consultant: Technical Support | Ongoing through project | |
| Vehicles | 92 | 2 Land-Rovers |
| Computer equipment | 93 | 10 systems |
| Software | 93 | As specified |

The total ODA-funded project budget was £3.8m (£3.3m approved in 1991, and an additional £0.5m approved in 1994).

After SPRED

1.20 DFID's commitments to the primary sector have continued and two projects are now under way:

- a) The Primary Schools Management Project (PRISM) - to develop management capacity in primary schools; and
- b) SPRED 2 - to consolidate and extend the work of SPRED.

The GoK is currently in negotiation with the World Bank for a substantial loan to the primary education sector to support its Master Plan for Education and Training. This encompasses: revising the curriculum; increasing enrolment and reducing wastage; ensuring the availability of teaching/learning resources; and devolving responsibilities to District level.

ABOUT THE EVALUATION

1.21 The evaluation team was assembled by Cambridge Education Consultants, Cambridge, UK in association with Education for Change Ltd., London UK, and KimKam Consultants, Nairobi. Its TORs are at Annex A.

1.22 In discussions with DFID it was emphasised that the evaluation should identify generalisable issues that inform DFID's policies of support to primary education.

Methodology

1.23 The team visited Kenya in July and September/October, 1997. An itinerary is at Annex B. Consultations were held within the MoE, at District Offices, DTACs, TACs, and schools. Organisations with which the team held discussions include: Action Aid, the British Council, the Centre for British Teachers, UNICEF, WFP, and the World Bank. A list of those we consulted is at Annex C. The study has also been informed by project documents and reports, scholarly publications, and reports of international development agencies.

1.24 There was no baseline study for SPRED and it was a project concerned with 'institutional strengthening', 'information-gathering' and 'capacity-building' - activities with little short term impact on available indicators such as gross enrolments or KCPE results⁴. Our research, therefore, focused on the primary and secondary beneficiaries and sought to examine the ways in which SPRED impacted upon them and their work. For the TAC-strengthening component we sought qualitative information from DTAC and TAC tutors; and from headteachers, teachers, parents and pupils.

1.25 The other component of the project was concerned with collecting and analysing

⁴ Each of these measures is flawed as an evaluation tool: for example, gross enrolment rates do not disaggregate students who are repeating; KCPE, like all exam results, have limited year-on-year comparability.

information about access, equity and wastage. We took the opportunity of this evaluation to survey the views of parents and young people (including school drop-outs) on schooling and school attendance. This allowed some comparison of results with the work undertaken under SPRED, but was mainly intended to add another perspective on these issues.

1.26 A central part of the evaluation, therefore, was the programme of participatory field research in the target areas. Ten Kenyan researchers undertook the research (see Annex E), contracted through KimKam Consultants, Nairobi.

1.27 As the researchers were unfamiliar with SPRED, and had limited experience of qualitative research techniques, they were given a five-day orientation and training session designed to ensure an understanding of SPRED and the evaluation's purpose; and to introduce the participatory tools and research approaches needed to gather the views of communities, children and education staff.

1.28 Two and a half days of the orientation were spent at KIE working on:

- a) our assumptions concerning education, its value and effectiveness and its relevance to local people;
- b) methodologies for gathering information (map-building, semi-structured interviews, group discussions and exercises);
- c) ways of listening and learning from the views of others;
- d) how researchers' perceptions can interfere with the research;
- e) how the realities of people can be expressed effectively.

1.29 The last two days were spent in the field working with these methods in TACs, schools and with groups of local people. For this field exercise, researchers were divided into five teams of two, with a member of the evaluation team to provide support and feedback accompanying each team. The exercise was followed by a debriefing in Nairobi at which views and experiences were shared and the programme of research in the various districts was finalised.

1.30 In late July and early September the researchers visited 10 DTACs, 22 TACs, and 25 schools in the SPRED target Districts of: Isiolo; Keyio; Kuria; Kwale; Laikipia; Tharaka-Nithi; Turkana; Transmara; and Kitui. The regions visited were chosen by the evaluation team on the basis of their location (north, east, west and south, rural and urban); their socio-economic status; and their access to basic social services. One team also visited a poor area of Nairobi-Westlands, which is a peri-urban area that was not targeted by SPRED. Each team spent about 5 days in each of the Districts. A map is at Annex F and profiles of the Districts that were visited are at Annex G.

1.31 Interviewees included: District and Zonal TAC tutors, Headteachers and teachers, children (including school 'drop-outs'), parents and other members of local communities. Efforts were made to ensure that voice was given to the views of men and women from different ethnic and religious groups. The team tried to ensure that the interviewing schedule did not disrupt teaching and learning in schools, nor the work of parents. The participatory research tools used included: semi-structured interviews; focus group discussions; mapping; and ranking. Interviews focused on key questions of access, quality, relationships and the perceived impact of SPRED 1. (Research details are at Annex E).

1.32 The research reports were analysed during September by the evaluation team and the researchers. A grid based on the key issues was constructed and evidence from the reports used to fill in a matrix of responses from each of the Districts. This matrix provided the evidence used in compiling our report. Draft research findings were discussed in Nairobi and a stakeholders' meeting was held on October 2nd, 1997. Those attending are listed in Annex C.

1.33 We are extremely aware of the power of hindsight in these matters and we have used it with some relish. We were reminded that "hindsight is an exact science" and would like to reiterate that, in cases where hindsight permits us to question earlier decisions, we do so without any intended criticism of those faced with making those decisions at that time.

2

IDENTIFICATION, DESIGN & APPRAISAL

IDENTIFICATION AND POLICY CONTEXT

2.1 SPRED evolved as a 'natural' extension of the Primary Curriculum and Teacher Training Project (PCTTP) under which a number of Teacher Advisory Centres (TACs) had been set up. The evaluation of PCTTP⁵ identified the potential of TACs to deliver cost-effective quality-improvement services to primary schools, but noted that the TAC system did not extend to every District and many of the existing TACs lacked buildings and resources. The quality component of the project was therefore identified, in quite specific terms, earlier than the component on access, equity and wastage.

2.2 The GoK was still eager to ensure the success of the 8-4-4 structure and extended curriculum, and the teacher-support systems were seen as a way of providing both the necessary training and the learning resources. There were growing concerns about falling enrolment and a perceived decline in quality and the influential Kamunge Report⁶ had recommended actions which included compulsory enrolment and studies of the causes of dropping out and repetition.

TEACHERS' ADVISORY CENTRES

Teachers' Advisory Centres (TACs) are intended to provide an accessible venue, resources and expertise to help primary school teachers develop their professional competence. They are provided at the zonal level and typically serve about 20 primary schools for which they are an in-service training centre and a library of teachers' and pupils' material. Each TAC has a TAC tutor who provides training and support and manages the centre. Each also has a management committee representing the local community.

District Teachers' Advisory Centres (DTACs) have all the same functions as those for the zone but also have a District-wide responsibility to support the zonal TACs within the District.

⁵ R.L Smith, April 1990

⁶ *Presidential Working Party on Education and Manpower Training for the Next Decade and Beyond, 1990*

2.3 The ODA's policy for the sector internationally was also increasingly concerned with access to basic education in the period which followed the Jomtien conference of 1990. At this time the WB and the GoK were negotiating the sector-support package that culminated in the EdSAC loan. The EdSAC policy framework sought to improve cost-effectiveness, including an increase in pupil-teacher ratios, but the discussions had highlighted the inadequacy of available data, particularly on class-size, teacher-deployment, enrolment patterns, repetition and wastage.

2.4 As a contribution to these deliberations in 1991, ODA commissioned a consultant to plan an operational research programme with the overall aim of encouraging a policy to increase the numbers of children enrolled and retained to Grade 8. This report put forward a design for a programme of operational research into wastage but also suggested that, on the basis of available data, there was a correlation between the percentage of untrained teachers in an area and poor enrolment and retention.

2.5 ODA was concerned, at that time, to bring a sharper focus, clearer accountability and a policy dimension to British assistance: to this end it was striving to package aid in coherent projects. SPRED was therefore designed as a project with two complementary components:

- a) improving quality by strengthening in-service training capacity (i.e. the TACs);
- b) providing information about wastage, through a programme of operational research and improvement of the data-management in the PU.

2.6 SPRED can therefore be said to have built on ODA's experience within the sector; reflected ODA's overall sector objectives; to have been consistent with the GoK's priorities; and to have actively supported education policy development in Kenya. There are, however, concerns about the identification of SPRED within this policy framework and country context.

2.7 First, whilst SPRED seemed to address contexts and policy concerns, as they were perceived from the centre, it is not apparent that attempts were made to identify and address the cultural, economic and social issues of concern to people living in the disadvantaged target areas. The project documents do not describe the socio-cultural and economic contexts pertaining in the target areas, even under the prescribed chapter heading. The SPRED design was therefore grounded in centralised perceptions with no explicit consideration of the field-level realities.

2.8 A second, and related point, is that the design stage recognised that cost-sharing could have a negative impact on enrolment, equity and wastage, as well as on quality inputs such as books and facilities. So, although cost-sharing had become a central tenet of GoK policy, there was perhaps scope for directing some attention to that issue and to seek in SPRED's target areas to alleviate the burden on parents of cost-sharing. SPRED could certainly have striven to avoid any increase in that burden, and to have prioritised the issue in its operational research programme.

2.9 The project design specified an extremely ambitious sequence of activities - building, training and research - in a three year time period. That the majority of these were accomplished, within budget and on time, is a measure of success, and one that makes SPRED noteworthy in the annals of development projects! Our critique of the project design is within this successful context. We are also aware that many of the issues noted here have already been recognised by DFID in its evolving approach to the design of projects.

General design issues

Monitoring and evaluation

2.10 There are several aspects of SPRED's design for monitoring that are weak. Projects such as SPRED, which aim to develop or strengthen structures, should explicitly build appropriate systemic capability to monitor, and formatively to evaluate, those structures. Sustainability of an initiative requires that it becomes part of the system and that mechanisms for monitoring and evaluation are in place to inform management. Without feedback and active management, such initiatives are threatened by changing circumstances. The monitoring and evaluation activities designed to take place during a project can and, we would argue, should be instrumental in establishing ongoing processes.

2.11 SPRED's design did not include a baseline survey to identify and measure the key indicators at commencement: this serious omission is to be regretted. Baseline surveys do more than simply give a snapshot of indicators when the project clock started, they can also provide information on field-level realities and inform project implementation by identifying local contexts and potential difficulties. SPRED is not unique as a project that omitted a baseline, but the importance attached to monitoring and evaluation has clearly increased since the early 1990s.

2.12 A second issue is that the performance indicators and monitoring mechanisms identified for SPRED are unhelpful. The *Indicators of Achievement* are shown in the project's Logical Framework

LESSONS LEARNED

- Projects should explicitly aim to develop a mechanism for continuing monitoring and formative evaluation of an innovative intervention.
- A baseline study that includes all the project indicators is essential
- Specificity in project objectives and their measures helps all concerned to understand a project and provide more coherent monitoring information.
- External monitoring should be considered for objectivity and completeness

(Annex D) but, at the top two levels the indicators are given in vague, qualitative terms, even for essentially quantitative data. So, for example, an indicator for the National Objective of 'improved equitable access' is: '4.3 Reduction in Gender Differences'. Like good art, we all recognise this when we see it, but we can only ensure a shared perception if we agree how success is to be determined. It may involve gender disaggregation of enrolment statistics; KCPE results; retention or repetition rates; or a qualitative measure such as changes in the way teachers interact with pupils of different sexes. Quantified targets for specific measures must be the goal if this project description is to be the basis of agreement and implementation activities.

2.13 Having prepared Logical Frameworks, we recognise the difficulty of finding such specific indicators, particularly when the objectives are essentially qualitative. SPRED, for example, has an Immediate Objective to 'institutionalise the primary level TACs....' for which the indicators are:

- a) TACs working effectively;
- b) Use of (TAC tutors and subject) handbooks;
- c) Increased administrative support from District Education Offices.

The problem of measuring these indicators objectively is self-evident, especially without baseline information and the development of specific indicators which would have helped those responsible for monitoring the project. In this case, the "effectiveness" of the TACs might be indicated through: records of courses and visits; standardised post-training evaluations by teachers; and records of utilisation by teachers of TAC resources⁷. Furthermore, such record-keeping and systematic use of the records could serve to initiate and institutionalise ongoing monitoring.

2.14 Our third concern is that, until the MoE evaluation conducted in 1996⁸, monitoring/evaluation was solely the responsibility of personnel involved with the project. Thus, the Logical Framework identifies 'MoE Reports', 'Steering Committee minutes' and 'Tutor Reports' as the main sources of information. In effect, the TCOs, Regional Co-ordinators and the managing agents were the main sources of monitoring information, with consultants' reports providing monitoring information in their field. Such sources of monitoring information are neither independent nor charged with an overview of the whole project: there is also a natural tendency for them to concentrate on monitoring inputs. At the design stage it was

⁷ We are not suggesting that qualitative outcomes always need to be "reduced" to quantitative indicators: it might be appropriate to access by observation the impact of SPRED on classroom practice, as long as the personnel, observation methodology, and reporting framework are specified and make clear what is intended.

⁸ This evaluation was carried out by MoE staff, assisted by an external consultant and facilitated by ODA's Education Field Manager. It was undertaken towards the end of the project and provided useful information which contributed to design of the follow-up project, SPRED 2. It identified most of the key issues but could have been more critical of structural and organisation weaknesses.

expected that BDDEA would have a monitoring role but BDDEA subsequently took greater management and implementation responsibilities.

2.15 An **external** monitoring and evaluation agent provides independence and, in SPRED, would almost certainly have exposed the shortcomings discussed above. External monitoring can be structured to work with the concerned agencies (most typically the MoE) to develop in-country capacity to monitor/evaluate project outcomes.

2.16 The weak commitment to monitoring/evaluation in the design of SPRED is revealed by the budget allocation of £12,000, which is less than 0.04% of the project cost. As so much was undertaken by personnel engaged under other budget lines - notably the TCOs and the management agents - it is impossible to determine what the project actually spent but we note that other agencies typically allot 2% of the project budget for evaluation, i.e. fifty times more than that explicitly shown by SPRED.

Recurrent costs

2.17 The project set six important conditions for the GoK to meet so as to reduce risks. They cover: formalising the status of TACs and TAC tutors; providing operational resources; providing KIE books and guides; filling vacant posts in the PU; facilitating the flow of information around the MoE; and a commitment to continue National and District level training for key trainers. These are areas critical to the project's success and sustainable impact and are appropriate subjects for conditions. Two of them require significant recurrent expenditure, namely an operational budget for TACs and the provision of on-going training. These conditions have been largely unmet by the Government with significant negative effects on the project. It is not clear what steps were taken during project preparation to ensure that the GoK Education Budget could accommodate these extra costs.

2.18 Institutionalisation of project outcomes clearly requires that the Government is able and willing to meet such incremental recurrent costs as those described above, as well as for consumables and the operation and maintenance of equipment. SPRED's achievement is threatened by the MoE's current inability to meet exactly those incremental recurrent costs identified above and, whilst follow-up projects such as PRISM and SPRED 2 may address some of these needs, it is clear that the GoK has not been able to build these items into the budget. For SPRED, the lack of central budget provision has resulted, in practice, in the transfer of operational costs for TACs to local level and the consequent increase in the financial burden on parents.

2.19 Considering the many other instances in which a recipient government has been unable to support project outcomes, it seems important that incremental recurrent costs are quantified and made explicit during project preparation.

2.20 Although incremental staff costs and field-level operational costs dominate recurrent expenditures, other elements include the maintenance of equipment such as vehicles, computers⁹ and photocopiers; and resources, including consumable resources. In the absence of a maintenance budget extending beyond the end of the project, such equipment quickly becomes unusable and activities that have become dependent upon it cease. The reality in many recipient countries is that non-functional equipment supplied by projects litters the workspace and the car-parks, all too often superseded before the end of its useful life by newer items from the next project. The wastefulness is staggering and a proactive approach to the establishment of maintenance budgets, and maintenance modalities, could help to reduce it.

LESSONS LEARNED

- The importance of assuring that recurrent costs will be met.
- Aspects of project design and presentation can assist Governments to establish the budget.
- The importance of ensuring that the government has an adequate maintenance system and budget.

Sources of expertise

2.21 The amount budgeted to procure British expertise in SPRED seems high as a proportion of the project budget, and particularly when compared to the amount for procuring Kenyan expertise. We have found no justification in the project documents for this balance nor for the decision to use relatively costly forms of input such as in-country TCOs and a UK-based training course. Much of the activity in SPRED was essentially non-technical, requiring inputs to plan, expedite and motivate a training programme for TAC tutors. Over a third of the original projected budget of £3.3m was committed to the foreign (i.e. British) expertise in the form of:

- a) TCOs £944,000
- b) VSO staff £42,000
- c) TCO and VSO travel and subsistence £67,500
- d) British consultants, £105,000 and
- e) UK-based training. £159,000

TOTAL £1,317,500¹⁰

⁹ It is particularly important to recognise the recurrent operational and maintenance costs of computer equipment. Routine maintenance costs can usually be estimated but the cost of keeping a system abreast of software changes, particularly operating system changes, is more difficult to quantify. Yet failure to do so will eventually render the system obsolete as the availability of technical support for out-dated products dwindles.

¹⁰ Actual expenditure on these items was £1,130,000

If we include management costs (that are a function of these UK-based inputs and themselves contribute to the amount budgeted to be spent outside Kenya) the total is just over £1.6m.

In contrast the amount spent on Kenyan personnel is considerably smaller:

- a) Consultants £65,000
- b) Travel and subsistence¹¹ £460,000

TOTAL £515,000

2.22 Neither these figures nor the budget presentation include a cash equivalent of the GOK's contribution of the services of Government staff, who include National Trainers and Regional Co-ordinators. Their inclusion would partially balance the figures and constitute a significant inclusion of local personnel in the project design. Even so, there remains what seems to be an over-reliance on British expertise and this raises the issue that we have labelled 'capacity utilisation'. The term was used by one of our respondents in Kenya to emphasise the irony that 'capacity building' projects are, too often, succeeded by projects which ignore the very 'capacity' that has just been 'built'. SPRED's reliance upon international subject consultants seems to be an example where capacity within the Inspectorate, the Universities, the Training Colleges and the private sector may have been under-utilised in this way.

2.23 It has to be acknowledged that SPRED was transitional for the ODA in the matter of local capacity utilisation. For example, the PCTTP included 17 British TCOs. SPRED's design explicitly attempted to utilise local research capacity in the BER; and the book-box scheme, which was designed 2 years into the project, utilised only local consultants.

2.24 Utilising government employees in project activities raises the perennial issue of their special remuneration. DFID's policy is that Government employees should not receive additional fees for their work within a project but in Kenya, as in many other countries, the organisational practices within the Government service are such that this policy disadvantages individuals who accept significant project responsibility.

2.25 In Kenya, it is a wide expectation amongst Government employees that work

LESSONS LEARNED

- The balance of UK and local inputs requires justification, with a view to utilising local capacity and ensuring cross-fertilisation of expertise.
- The policy on paying additional incentives to government employees for their work on a project should be reviewed to meet the exigencies of the specific country context, within an inter-agency forum.

¹¹ Note that the "travel and subsistence" figure given here includes that for all those attending courses. This accounts for more than £400,000 of the £460,000

outside normal duties will result in financial returns, in the form of allowances and fees, to supplement their meagre 'core' salaries. Within this context those who opt to work on a project, full- or part-time, without such reimbursement are likely to become demotivated or to seek to supplement their income by taking additional work to the detriment of their efficiency within their project role.

2.26 This issue is a constant concern for project management, as mobilising local capacity means negotiating this minefield. The consequence is that local expertise, especially within Government, is under-utilised, and that opportunities to augment local capacity may not be fully exploited. It is an issue that can only be tackled effectively within an inter-agency forum: a workable solution would need to be supported by the Government as well as by all the donors. The current competition for resources serves only short-term interests and undermines the Government's role.

Time

2.27 SPRED was designed as a 3-year project. The rationale for such a short time-frame, given the scope of the project objectives, is not clear. SPRED was an ambitious project and time constraints played a part in limiting the impact of both of its strands. This issue is discussed further in Chapter 3.

Quality component

2.28 The overarching concern about the quality component's design is the extent to which it sought to embed the work of TACs into the educational system. Their position was, and remains, slightly marginalised in respect to their career structure, the lines of responsibility (including monitoring systems) and their professional support.

LESSONS LEARNED

- Projects provide an opportunity to develop sectoral structures and systems. Without such institutionalisation, project impacts may not be sustainable.

Scope

2.29 The project design did not address several areas that might have been recognised to be necessary for ensuring the institutionalisation of TACs and the sustainability of their impact. These areas include:

- a) support for Headteachers;
- b) involvement of the National Inspectorate;
- c) the career structure of TAC tutors; and,

d) the creation of structural links between pre-service training providers and the TAC system.

2.30 The omission of Headteachers from SPRED support was criticised early in the project's implementation. The concern expressed, for example in the mid-term Review, was that unless Headteachers were conversant with the new ideas, they might prevent teachers from adopting them or discourage teachers' attendance on courses. We found evidence that this had happened.

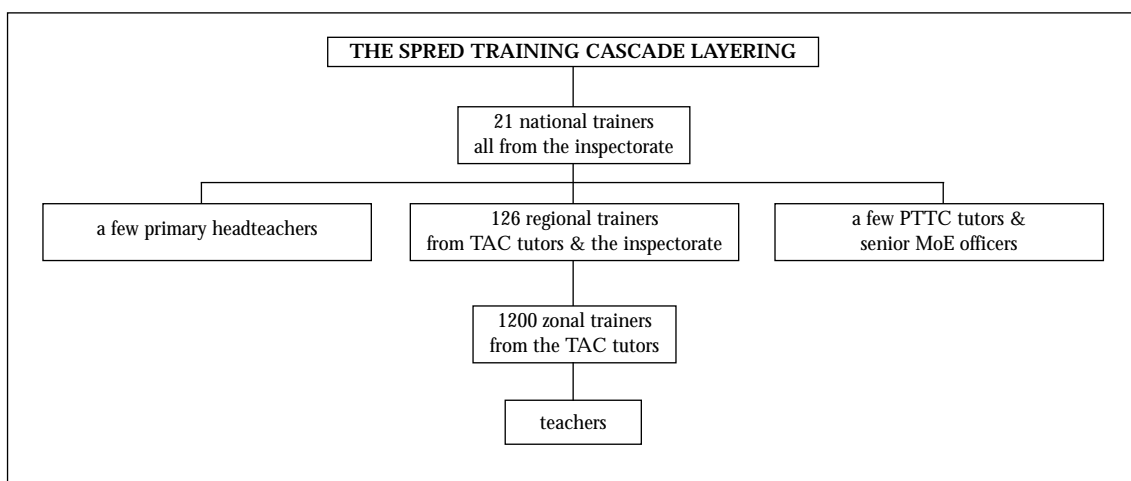
2.31 Secondly, the MoE's Primary Inspectorate, the national group charged with quality improvement and monitoring, was not formally involved in the project. Although the Inspectorate provided individual project staff, including the Project Manager and some National Trainers, their involvement as a group was marginal. As a result, an opportunity to involve the Inspectorate, with its experience of monitoring the sector, in monitoring this project's impact was missed. Some misunderstandings about the project amongst the Inspectorate have also occurred.

2.32 Thirdly, the development of a career structure and lines of accountability for TAC tutors was not addressed. The project design could have supported and encouraged the GoK to do so and, if successful, such action might have prevented the dramatic losses of TAC tutors to the Zonal Inspectorate.

2.33 Finally, the project did not tackle the need to establish structural links between the Primary Teacher Training Colleges (PTTCs), and the TAC system. Although 'building links between the pre-service and in-service systems' was a project objective there was no design strategy by which to do this, beyond the provision of training for PTTC staff. The project gave an opportunity to initiate, and to experiment with, more formal structural links between the PTTCs and the TAC system.

Training

Figure 1: SPRED Training Cascade



2.34 SPRED's design included a 'cascade' of training, starting with London-based training for national SPRED trainers, passing down to Regional Trainers, and thence to TAC tutors and ZIs. Eventually, but outside the direct influence of the project, the training was intended to reach teachers. A cascade may be the only way to train enormous numbers of people in a limited time but experience has shown¹² that cascades need explicitly to address a number of threats to their effectiveness. These include:

- a) the logical difficulty of matching top-level training inputs to the needs of the ultimate beneficiaries;
- b) the risk of reducing training content to the highest common factor of transmissible material; and consequently,
- c) the attenuation and distortion of content (especially of methodological content) at the expense of supporting real professional development needs.

2.35 A cascade intended to assist professionals to develop their working practices is much more complex than one seeking only to convey a simple package of facts or skills. The aim must be, at the bottom of the cascade, where TAC tutors are to interact with teachers, to empower the former by a professional dialogue that allows them to decide how best to support teachers' real needs. Teachers' needs will depend on local contexts, the state of their school and other, personal, factors. It is logically impossible for those at the top of the cascade to provide their support in ways that reflect these local/individual needs. However, with sufficient research at local level it may be possible to identify commonalities and generic approaches that will be valuable to all (or most) of those to be trained. SPRED's cascade design included no serious attempt to identify the training needs of the ultimate beneficiaries, nor to review the impact of TACs' work with teachers so as to revise training practices higher up. The cliché is for 'bottom-up' design and formative evaluation of this archetypal 'top-down' process.

2.36 Lack of feedback from bottom to top allows the gradual dilution and distortion of the content to continue. As one respondent put it:

'The trouble with cascades is that those at the bottom don't get wet, or they get wet with dirty water'

LESSONS LEARNED

- Cascades intended to develop professional skills must be designed and implemented with full awareness of the needs of the ultimate beneficiaries.
- All training needs feedback, cascades make it difficult to respond to feedback.
- A training cascade should seek to institutionalise the training capacity it has developed.

¹² See for example pp 93-153 Education Innovation in Developing Countries, Lewis & Stuart, Macmillan, 1991

These problems are endemic to cascades, and are particularly serious if the aim is to prepare people to develop professional competence to support teachers. They can be mitigated by 'bottom-aware' design of the training and by actively monitoring the impact on the ultimate beneficiaries. The time-scale, and the reliance on overseas training for the first level of the cascade, were aspects of SPRED's design that militated against designing, reviewing and refining the cascade in this way.

2.37 A very positive by-product of the cascade was a cadre of people at the middle level who, as both trainees and trainers, had personal opportunities to reflect on their work and have become a national training resource. However the project design did not address the need to institutionalise this group in positions where their skills could continue to be developed and applied.

Selection of target areas

2.38 Following the suggestions in the operational research consultancy report (1991) the target areas for SPRED were selected as follows:

- a) Training: to be undertaken nationally for TAC tutors, Zonal Sub Inspectors (ZSIs) etc;
- b) Resource support: Districts with less than 65% trained teachers;
- c) Building: Districts with the highest proportion of untrained teachers (UTs), working up the rank order.

2.39 The operational research consultant showed that the proportion of UTs correlates with low enrolment indicators for both sexes and relatively worse indicators for girls. He also noted that targeting in-service resources on places with many untrained teachers is logical and would attract public support. Targeting below District level was deemed politically

unacceptable so the target areas excluded the so-called 'pockets of poverty' in Districts which have an aggregate higher percentage of UTs, such as urban and peri-urban slums. Most Districts that were selected by this criterion coincided with GoK's definitions of 'disadvantaged areas', which themselves largely match the category of Arid-and Semi-Arid Lands (ASAL), as defined by annual rainfall. In a bid to reach the 'poorest of the poor', donor agencies and governments tend, as SPRED did, to target those living in remote areas. In Kenya the targeted groups are thus likely to be those that practice nomadic pastoralism or other ways of life with specific socio-cultural constraints on attending primary school. In contrast, those living in urban or peri-urban pockets of poverty may be more inclined and in a better position to try to send their children to

LESSONS LEARNED

- It may be more effective to target unmet, or partially met, demand than to try to reach the poorest of the poor, where such groups resist current schooling packages for social and cultural reasons.

school but are also disadvantaged by overcrowded classrooms, limited resources and less qualified teachers. Targeting support on the unmet demand for better education, for example in urban and peri-urban areas, could have more impact on access and wastage than targeting areas where local circumstances limit demand for schooling as it is currently packaged. This issue is taken up in a later chapter, which discusses the perceptions of primary schooling, by parents and children, in communities of nomadic pastoralists and subsistence agriculturists.

Classroom Practice

2.40 The design carries, in a rather low-key way, the intention to encourage a shift from didactic teaching to a learner-centred, participatory style. Such a shift in educational practice and philosophy can be both controversial and personally difficult for teachers. In Kenya, demands from teachers, parents and children for success in the KCPE examinations conspire to produce a primary system which is highly tuned to examination success, with its emphasis on rote learning and repeated practice examinations as the KCPE approaches. Against this background, SPRED attempted to make TAC tutors the evangelists for new practices.

2.41 The logical framework for SPRED merely acknowledges that it is an Assumption that teachers will be 'willing to adopt new methodologies'. This seems to underestimate the potential problem¹³.

2.42 A pedagogical and philosophical shift of this nature is commonly a project aim within the primary sector, often more explicitly stated than was the case in SPRED. However, the constraints of the educational environment should not be underestimated. As a Regional Co-ordinator, summing up both the dilemma and the implicit SPRED assumptions, stated:

*"The examination pressure is so great that it prevents teachers using the **right** classroom methodology" (Authors' emphasis).*

Book-boxes

2.43 This additional scheme was introduced in 1995 to provide supplementary reading material to schools through a 'sustainable box library loan scheme' managed by TACs. The project included in its design a consultancy to advise on the design, implementation, management and monitoring of a viable cost-sharing system and the establishment of sustainable, revolving funds. Given that SPRED was targeting its activities on 'disadvantaged' areas, we again question the desirability of ODA being responsible for placing this additional financial burden on 'schools/communities' - that is, on parents.

2.44 The design of the book-box scheme promoted Kenyan authors and publishers. It also

¹³ Observers of the British educational scene will be familiar with the heated debates about teaching methods, set against concerns for examination success and 'league-table' positions.

included a process whereby books were screened by a team of local consultants for their representations of males and females. This proved extremely valuable.

Access, equity and wastage component

2.45 SPRED was designed to improve the availability of good quality management information to support policy-making and planning. The aim was to establish a computerised database to provide reliable and timely quantitative information about the education system and to develop an operational research capacity capable of providing qualitative information in specific areas, notably the local situations concerning access and wastage.

2.46 The SPRED design was prescient and innovative in that it recognised and attempted to exploit, for management purposes, the complementarity between these two types of information. Both aspects of this component had substantial success but with some setbacks.

Operational Research

2.47 The design of the first Phase of the operational research explicitly excluded any attempt to undertake research into the attitude of parents and children and other stakeholders outside the educational establishment. Considering the overall aim of the component this omission is incomprehensible and weakened the usefulness of the outcome.

Planning Unit

2.48 The aim within the PU was to establish an Educational Management Information System (EMIS) - though this term is not used - and the associated expertise to analyse information for management and policy-making purposes. The project design perhaps underestimated both the amount and the scope of support needed to achieve these aims within the PU, particularly in the amount of technically competent data-management expertise that was made available at the design stage.

2.49 A host of problems are associated with establishing computer-based systems within government agencies. One problem is that staff who gain sufficient competence are much sought after in the commercial market - we were told of one systems analyst who moved for a ten-fold salary increase. Another is that the operation, maintenance and running costs of computer systems are high and the maintenance and operational budget needs to be capable of rapid and flexible deployment to avoid periods of inactivity.

LESSONS LEARNED

- Use data management systems professionals rather than educators and other amateurs.
- Establishing effective large-scale computer processing operations in Ministries is difficult, perhaps impossible.

3

IMPLEMENTATION

MANAGEMENT

Management structure

3.1 SPRED's original design specified an expatriate Project Co-ordinator, to be based in the MoE. There were difficulties, however, in filling this post and it was decided instead to appoint an experienced MoE official as Project Co-ordinator. This was a radical break from ODA's usual practice and demonstrated a flexible approach to implementation and a commitment to support local involvement in the project. Much credit for the achievements of SPRED belongs to this official and his successor, also from MoE.

3.2 The appointment of a Kenyan Project Manager resulted in some revision of project management arrangements, in that BDDEA accepted responsibility for line management of the expatriate TCOs, taking a part-time 'BDDEA Project Co-ordinator' position. In practice, the Project Co-ordinator took the main responsibility for the professional management of the project, including the work of the TCOs.

3.3 The appointment of a Kenyan Project Co-ordinator helped to achieve a level of local ownership and participation in the project. It has also facilitated actions that required the co-operation of other parts of the MoE. However, the extent to which it served to embed the project within the MoE is less clear, as project activities did not involve other parts of the MoE (except the PU) on a day-to-day basis. (There was only a nascent group with responsibility for TACs and in-service training within MoE at that time.) To all intents and purposes the project office acted autonomously, as an implant in the MoE.

3.4 The new arrangement increased the decision-making project management responsibilities of the

LESSONS LEARNED

- Local participation at the most senior level in project management helps ensure local participation and to embed projects in the system.
- Management responsibilities need to be clear.
- DFID's main interests are in effective monitoring.

BDDEA Project Co-ordinator beyond the original project design, in which BDDEA had responsibilities only for monitoring and financial affairs. The MoE evaluation (footnote 8 refers) suggested that this relegated the priority that BDDEA was able to give to monitoring actions, but the evidence suggests that the sort of monitoring in the project design was completed effectively. We saw no evidence of BDDEA failing to undertake its monitoring role, nor of failing to be self-critical when necessary.

3.5 The MoE evaluation also suggests that the revised management arrangements risked confusing management responsibilities between three agencies: the MoE; BDDEA; and the management agents, CfBT. That this troika worked in this case is a tribute to the individuals involved, not to the structure!

Management Agents

3.6 The appointment of the Centre for British Teachers (CfBT) as external management agents to SPRED 1 in 1992 was through open competitive tendering. SPRED was one of the earliest projects that ODA put out to tender, as it moved away from using the British Council (BC) as 'project managers of first resort'. The considerable experience and expertise which CfBT's representative brought to the post added value beyond its contractual obligations.

3.7 The management responsibility contracted to CfBT was, however, incomplete: ODA recruited and line-managed the TCOs; BC administered and managed the first group of UK-bound trainees; Crown Agents procured equipment; and VSO recruited and was intended to line-manage its volunteers. CfBT expressed concern early in the contract about incomplete scope and its role in the new management structure following the Project Co-ordinator's appointment. CfBT was right to be concerned but, in practice, it seems that disagreements¹⁴ were resolved thanks to the flexible and committed approach of those involved. In several instances, CfBT accepted responsibilities above and beyond its terms of reference, for the sake of progressing the project.

3.8 Given the complex UK management structure it is likely that the MoE was less able to develop and exercise its own project management role: though this would have been everybody's aim.

LESSONS LEARNED

- Project management agents should have full scope for professional management.

¹⁴ For example, those between CfBT and ODA about the timing of consultancy inputs.

QUALITY COMPONENT

TAC strengthening

Building

3.9 Four VSO volunteers supervised the construction of the 63 TAC centres during the SPRED project. The materials, funded by the ODA, were procured locally and transported to locations by the project lorry. Local communities provided the labour, either in kind or by financial contributions. Sufficient funding flexibility was shown to accommodate, for example, local variations in the cost of materials. Early accounting difficulties were solved when CfBT undertook to manage the accounting.

3.10 All the so-called 'ODA-TACs' that we saw were well built, airy and in good physical condition, although in some areas the standardised design seemed out of place amongst the local buildings. Several TAC tutors commented on the lack of toilet facilities.

3.11 Community support for the buildings is taken as self-evident from the fact that the 50% contribution was raised, but the process, in many cases, relied on the support of local politicians and business people rather than the mobilisation of funds from the wider population, including parents. This is not a criticism but a reminder that the success of this component is not an indicator of mass involvement in the TAC concept.

Training

3.12 The original needs analysis for 'training the trainers' was conducted in mid 1992. It found that teachers were weak in subject knowledge and delivery and suggested an outline for the course at University of London Institute of Education (ULIE) for the master trainers. The course focused on ways to manage a TAC as well as to provide in-service training.

3.13 The first group of 11 persons to attend the ULIE course were all men, selected by the MoE, but the second group was selected by a process which required the Districts involved to put up a man and a woman for interview. This process led to the selection, without further positive action, of 7 women and 6 men for the second ULIE course.

3.14 We have already discussed the potential problem with training cascades (2.34-37). SPRED's cascade suffered from dilution of

LESSONS LEARNED

- Affirmative action may be needed to get women to apply for training but may not be necessary at the selection stage.
- Increased training capacity can be an important project outcome, if key trainers are retained and continue to be used.

content¹⁵, and from insufficient monitoring of the activities of those trained, but these are design shortcomings.

3.15 It was not a design feature but a positive outcome of the implementation, nonetheless, that the process has developed an extremely competent cadre of trainers, particularly those who were trained in London and are now deployed in District-level positions. Although some of the 24 individuals who were trained in London have moved to other positions, about 10 remain in posts with relevant responsibilities and several of them are in important positions in development projects, including PRISM. This group has had the opportunity to reflect and review its own training work and to learn from its experiences.

Attrition of TAC tutors

3.16 The project was able to respond to the rapid increase in its training target caused by the creation of new Districts and Zones, which almost doubled the number of TAC tutors and ZIs in the country. It was not possible, however, to cope with the consequent loss of TAC tutors, many of whom moved to ZI posts in new Zones, nor to extend the training to those recruited to replace them.

Book Boxes

3.17 The book-box scheme was an ambitious exercise that successfully undertook an extensive gender-awareness exercise, procured the books and delivered 1200 book boxes to 300 TAC centres. During the implementation of the development of the book-boxes, a team of local gender analysts developed criteria on which to screen the books for appropriate representation and role models of both sexes¹⁶. According to the team's criteria, a number of proposed books were rejected outright, others were returned to the authors with suggested modifications, and others (such as traditional stories) were considered failures in terms of gender models but were accepted because they were judged to have other valuable attributes. This was perhaps the most exposed and controversial of the project's activities and provoked a heated public debate. Cries of 'cultural imperialism' echoed in the national press with some publishers refusing outright to change their texts.

LESSONS LEARNED

- Promotion of gender awareness can lead to acceptance of positive gender models even where cultural norms and local sensitivities do not seem favourable.

¹⁵ Evidence that the cascade was over stretched and insufficiently monitored comes from one of SPRED's consultants who noted that he saw a simple mathematical error concerning the naming of geometrical shape, disseminated all the way down from national level to a TAC tutors' course he was visiting some months later.

¹⁶ The project proposal for the book-box scheme suggests that the issue is not about 'discriminating against girls'. Gender stereotyping also disadvantages boys.

3.18 The project team had, however, produced a thorough and thoughtful report that helped local publishers, editors and authors to understand the criteria and the ways to improve the gender dimension of their output. Many publishers did change their texts and committed themselves to keeping the issue as a high priority.

Bicycles

3.19 The provision of bicycles to help TAC tutors to travel to schools was a very late project initiative in response to TAC tutors' transport problems. Targeting was difficult as it needed a combination of a tutor's willingness to use a bicycle and an area with reasonable average distances and road quality. We estimate that about half of the bicycles are now being used regularly.

ACCESS, EQUITY AND WASTAGE COMPONENT

BER Research

Delays

3.20 The BER's slowness in producing research findings for Phase 1 had several causes, the most significant of which being that neither the BER director nor its research team members were solely contracted to conduct SPRED research. Their responsibilities included university teaching, other research, and administration. BER staff implied that SPRED fees compared unfavourably with other consultancy assignments. It might have been better for SPRED to have paid more competitive fees, prioritised its work with BER, and appointed a full-time BER research co-ordinator.

3.21 Other factors contributing to the delay could have been addressed. The consultant in Research Methods made his first visit in February 1993, two or three months after the contract negotiations with BER had been completed. His input is acknowledged by BER to have had a profound effect on the approach to the work but it would have been helpful if it had been made earlier. Similarly, BER pointed out that it would have been helpful to have received its computer earlier.

3.22 The TCO Adviser to BER's position was a difficult one. His main base was in the PU but he was charged with supporting BER and helping to develop links between BER and the PU. He was not an academic and some staff at the BER felt that he was inexperienced, particularly in designing and implementing qualitative research methodology. It is perhaps BER's academic ethos that was the heart of the problem. As the director told us:

"The Ministry want the results tomorrow, but we have to be sure they are valid".

Research Approach

3.23 The thrust of Phase 1 of the BER research was to ascertain the perceptions of education staff at local and ministerial levels of the causes of non-enrolment and wastage and to compare their views. It included an investigation of teachers' perceptions of the gender dimension to access and wastage. The research was carried out by six principal researchers, four male and two female. They were assisted by two female research assistants, one of whom was seconded from the MoE. The researchers attended a two-day workshop that covered research planning, implementation and methodology. A Research Consultant also provided technical advice. The instruments used by the research team included semi-structured questionnaires and interview guides with closed and open-ended questions. A pre-testing exercise to refine the instruments was held in 5 Districts over 10 days.

3.24 The final research documents at the end of Phases 1 and 2 are well presented and structured, with useful executive summaries and tables for easy reference. The findings are informative, for although many of the reasons for non-enrolment and wastage were probably known by educators within the MoE, the BER's research project was the first to document them.

3.25 The most serious flaw in the implementation of the research is its failure to include the views of parents and children - the major stakeholders in education. The BER recognised this omission, documented it in the research and requested additional time and funds to include parents and children in its sample. The decision not to do so was driven by time and cost constraints but proved an unfortunate one. A second flaw is the research methodology, which is characterised by direct closed-ended questions. The impact of both is discussed in the next chapter.

3.26 SPRED's design included a fund for research-based interventions in Phase 3 of the operational research component. As the component slipped in time it became apparent that it would not be possible to complete Phase 3 and, in mid-1995, the idea of the fund was dropped. This is to be regretted. At that point, although the operational research processes were incomplete, there was, probably, sufficient information to identify interventions worth trying. The ultimate intention of the operational research sequence was thus lost.

LESSONS LEARNED

- Provide technical assistance early in research projects to support timely decision-making.
- Evaluate the capacity of potential partners/local institutions while designing the project in order to estimate accurately the period required for implementation.

THE PLANNING UNIT

3.27 The core of the project's work in the PU was to implement a system that gathered,

computerised and analysed data about individual schools: i.e., an Education Management Information System (EMIS) covering 12,000 primary schools. As discussed earlier, we believe that the design of this sub-component underestimated the demands, within a government department, of designing and establishing such a system.

3.28 There seem to have been fundamental technical errors early in the implementation. An example is that schools were not given a unique identifier so that they could only be recorded by their District name and their School name. Predictably, schools' names change, and, perhaps less predictably, schools sometimes find themselves in a newly created District. Updating data to reflect these changes is a significant task and the burgeoning of new Districts over the project therefore had a disproportionate effect on the workload in the PU.

3.29 It is also noteworthy that insufficient consideration seems to have been given in the design stages to collaborating with other relevant data-holding agencies such as the Teachers' Service Commission and the Examination Council. The latter may have raised the possibility of using Optical Mark Reading (OMR) technology to collect the bulk of the numerical data from schools (pupils' examinations are processed in this way).

3.30 The most serious implementation problem has been the agglomeration of subjects onto the survey instrument, which for 1995 constitute 21 pages. Much of the information that is now collected for each school is less susceptible to annual variation than the core information about numbers of children and teachers: it could safely be collected less frequently.

For example, schools are asked to return the number of their classrooms, which in most cases will change only sporadically and could be captured for the database in a less regular, or as-and-when it happens, basis.

3.31 Local technical support was contracted to make changes to the data-entry screens and to the structure of the database files, so as to reflect changing circumstances and the instrument's increased scope. This support seems to have been efficient and cost-effective, thus demonstrating local capability.

3.32 The 1995 data-collection instruments have proved very difficult to code in a timely and reliable way. This serious shortcoming should have been anticipated, as it could have been, merely by measuring the average time taken to enter an individual school's survey data into the computer. As it is, if the PU's current capacity can be utilised to the full, it will take over 300 days to enter the data each year¹⁷.

LESSONS LEARNED

- Bring in adequate expertise, from different sources, at the design stage.
- Start simple.

¹⁷ We were also informed that the data-entry staff lacked motivation because most had been transferred from another Ministry, where they were paid an allowance for working on a donor-funded project.

4

IMPACT AND SUSTAINABILITY

IMPACT ON QUALITY

Impact on TACs

4.1 From our interviews with TAC tutors, head teachers, and teachers in 10 districts it is clear that the TAC system has been strengthened by SPRED but that it is still struggling against some severe problems.

“In my District, before SPRED, INSET was a dead duck. Now, it’s a lame duck.”

SPRED Regional Co-ordinator.

The TAC system is in place all over the country and its potential to deliver in-service training is proclaimed by educators at all levels. SPRED’s 63 new TACs have catalysed the creation of 360 more around the country and all TACs are now staffed and have some resources. Through

TAC Management Committee Functions, Kajiado TAC

1. Review the activities carried out by the TAC tutor in the term
2. Review the financial status of the TAC
3. Work out the budget required for TAC activities
4. Plan and implement a variety of fund-raising activities
5. Give suggestions for the additional resources of the TAC
6. Make recommendations for the improvement of the TAC
7. Make suggestions on the future of the TAC activities
8. Make arrangements concerning community use of the TAC facilities
9. Set rules for lending/borrowing TAC resource materials by member schools
10. Facilitate educational matters in the zone
11. Advise ZOPA (Zonal Parents Association) on the TAC requirements
12. Form and maintain the Zonal MOTTO

SPRED, some 1200 TAC tutors were trained and they provide valued support for teachers. TACs have established management committees with representation from the schools in the District, and most have subject panels to advise on in-service priorities. DTACs in the project areas¹⁸ are well resourced and, on the whole, are staffed by competent people doing their best to help their colleagues.

4.2 We found that in nearly all cases the TAC tutors play a significant role in managing and disseminating information about KCPE results, and the 'mock' KCPE results in their zone. For example, they publicise league tables of the 'mock' KCPE results; source practice papers for schools, and maintain year-on-year school results so as to monitor changes in their schools' performance.

4.3 The most important limitation on the TACs and DTACs is the absence of an operating budget (2.17). Without such a budget tutors are not in a position to travel, organise courses or renew resources. Nearly all the tutors that we interviewed said that they relied on schools paying a levy but that this provided inadequate funds¹⁹, while only one received any funds from the DEO. All said they had insufficient funds and resorted to personal fund-raising or using money from their own pockets. The financial vacuum in which TACs have been left has not only circumscribed their action but also placed an additional financial burden on parents through school levies. The purpose of this component of the levy was not transparent to parents and cannot be construed as indicating parental commitment to the TAC system.

4.4 Another major problem has been the mass exodus of TAC tutors to fill newly-created Inspector posts. Over 40% have left their posts and the new incumbents have had little training or support. None of the new tutors had received more than a week's training and most had had only one or two days 'induction' by their DTAC tutor. Two issues arise: first, the post of TAC tutor has no career development opportunities, and second, there is no system in place to provide SPRED-like training for newly appointed TAC tutors. In cases where the DTAC tutor has the experience to help, he or she has no budget. It is inconceivable that it will become possible to replicate the original SPRED training that TAC tutors received.

4.5 In several community TACs we found a depressing travesty of the ideal. No effort had been made to organise and arrange the building and books and resources were in piles on the floor and victims of damp and vermin. In each of these cases the TAC tutor was newly appointed. Probably, this situation arises from a lack of training in the management and organisation of resources but lack of funds to procure shelving and storage space is also a factor. It also suggests that there was ineffective monitoring of these TACs.

¹⁸ Most newly formed Districts within the project areas have a DTAC, but these are not resourced.

¹⁹ Typically schools were paying between KSh300 and KSh500, (approx. £3-£5) per year. TACs serve on average about 15 schools.

4.6 In two districts, Headteachers and teachers questioned the appointment processes for TAC tutors and made it clear that they had little professional respect for those appointed. Again this raises questions about the career structures and appointment criteria for TAC tutors.

TACs' impact on Teachers

4.7 For the reasons discussed, the ability of TACs to impact on schools has been limited and the frequency of contact between TAC tutors and schools varies considerably. In the 10 Districts surveyed, teachers and TAC tutors agree that teachers' visits to TACs are now 'rare', whilst the frequency of TAC tutors' visits to schools is greater but varies according to transport costs and conditions. In some zones teachers reported that tutors visit at least once a term, and in one case 3 times a term. In other zones, such visits were said to be "rare".

4.8 Concerning the effectiveness of the contact, the responses from teachers were mixed. In 2 of our sample Districts, teachers said that TAC tutors were "very useful" in providing them with support, particularly for the development of teaching aids, whilst in 3 districts, teachers complained that TAC tutors only visited their schools in the company of the inspector and 'intimidated and harassed' them. Where TAC tutors still arranged one-day INSET courses, Headteachers and teachers said that these were too infrequent, too short and not consolidated through follow-up visits. The TAC tutors generally acknowledged this shortfall in their ability to offer courses and in-school support, citing their lack of funds as the main reason.

4.9 Our research very strongly suggests that the focus of TAC tutors' work has shifted from courses based in the TAC to school-based in-service support. This is a welcome trend in that it allows TAC tutors to respond to the specific needs of a school, and tackle issues with the whole staff. SPRED 2 will encourage school-based professional support: it remains to be seen how the TAC buildings will be used if this becomes the normal modality for INSET.

Impact on Classrooms

4.10 We found widespread and significant evidence of SPRED's impact in the availability of learning resources made by teachers and used in their classrooms. These included posters, models, and lists of vocabulary. In most cases these resources were recognisable SPRED items, common across the schools we visited, but in many cases they were old and there was no evidence of teachers renewing or replacing them. We also found some evidence of impact on classroom organisation, for example, to allow group work by rearranging seating, or making "theme" corners in the classroom. These examples were rare and all confined to the lower grades.

4.11 Teachers of Mathematics, Science or English, who had attended courses at the TACs, cited "helping me to make teaching aids" as the main benefit of the courses but also revealed that small but significant shifts had taken place in classroom practice. An example shows children

being involved in the lesson and an attempt to build on the knowledge available outside school:

“When we do ‘weather’ I now get them to ask how their parents predict the weather and we discuss this in class before I introduce the theoretical work”

Teacher, Keiyo

English teachers frequently mentioned that the TAC tutors had given them new “ideas for oral work”

4.12 Several teachers, and more Headteachers, expressed concern that SPRED’s learner-centred approach will not help children pass exams. We have discussed this issue earlier (2.40-42). Our research confirmed that the KCPE defines primary education for teachers, parents and pupils and that it is not yet proven in Kenya that a more learner-centred approach will improve results on the examination as it stands. Whatever our own educational philosophy may be, or that of the SPRED actors, a teacher who rejects new methodologies, or subverts them to support proven methods, is making a proper professional decision. There were several occasions during SPRED where this dialectic over the educational philosophy surfaced. One primary inspector was widely reported as criticising the SPRED approach to mathematics as “just playing games”. A widespread parody of group-work amongst the Inspectorate was that: “SPRED wants children to get eyes in the back of their heads”.

Book boxes

4.13 We found clear evidence that the book-box scheme is reaching the schools in target Districts, that it is being used and is highly valued by teachers. We visited or surveyed 35 schools in 16 districts and over 30 of them had used books from the book-boxes within the last three months. All teachers interviewed who have used the book-box said it was useful and that it “helped to improve the standard of English”. Similarly, children in the schools that had book-boxes said that they enjoyed the stories. Most could recall titles and a few could narrate the story line of some of the books. However, a few teachers drew our attention to some specific problems suggesting that: “borrowing time is too short” and “the vocabulary of the books is too advanced”. A few teachers, and one child, also voiced concern over the content of some stories that they considered “too violent”. Many teachers commented that it would have been useful to have a dictionary available so that children could look up new words for themselves and all teachers said that the book-box scheme should be expanded “to include other subjects”. In one District the book-box scheme was being expanded to include more English books for younger readers, including non-fiction titles, and a number of Kiswahili storybooks.

4.14 We found several instances in which the teaching purpose of supplementary reading was being adapted to fit the dominant teaching emphasis on vocabulary and grammar. One teacher explained:

“A child reads one page of the book out loud to the class and I write on the board the vocabulary that they don’t know. I then get them to write these new words down with their meanings. I check spellings of these new words tomorrow. We usually do 3 or 4 pages at a time so that they have about 20 new words to learn.”

English Teacher, Baringo

This is a legitimate teaching strategy, but not one that encourages a child to engage with the text of a story, as was probably the intention of the designers of the book-box scheme.

4.15 Insufficient evidence is available about the impact the books may have had in introducing representations of both sexes and positive gender roles. A number of our respondents expressed concern for some of the roles played by both men and women in the books, notably that of naughty boys, but we have no evidence that children shared this concern. However, we take this response as indicating that teachers are reflecting on the implicit messages that books can convey to children, including stereotyping gender roles. We hope that SPRED 2 has opportunities to assess how successful the books are in promoting positive gender relations that benefit both male and female members of society.

4.16 There are some differences in the ways in which TAC tutors and head teachers administer the scheme. Some TAC tutors impose a levy on those schools borrowing the book-box to pay for materials to cover the books, provide locks for the boxes and in some cases to set against loss or damage. Most TAC tutors require schools to replace books if they are lost or damaged and in one school this had discouraged them from participating. The charges that are associated with the book box are ultimately born by parents in the form of school levies so that the book-box scheme also increased the cost-sharing burden placed on parents.

4.17 Parent’s attitudes to the availability of such books were mixed. Some felt that the overriding priority was for textbooks whilst others expressed appreciation of the positive responses of their children. No parents clearly articulated the idea that this supplementary reading is intended to help their children to learn English. One parent expressed an interesting point of view, which perhaps demonstrates this:

“They don’t need stories at school they need learning. I tell stories at home.”

Father of four children, Kabernet

Other Quality Impact

4.18 SPRED achieved other quality-improvement spin-offs, which should be mentioned:

- a) The development of a cadre of skilled trainers in Kenya, capable of planning and delivering training packages.

- b) The impact of the process of gender screening for books was a public initiation of a long but necessary debate.
- c) Within some PTTCs there is a continuing attempt to review methodology and adopt more student-centred learning strategies, such as microteaching. There is direct reference to ideas from the SPRED courses about improvising resources for teaching and encouraging active learning. There is a group of PTTCs that have formed a professional association meeting twice a year to develop their own practices in ways that explicitly reflect the SPRED training that they received.

However, we found only one instance of co-operation between a TAC and a nearby PTTC, involving occasional borrowing of resources. SPRED left no systemic links between INSET and PRESET sets of institutions.

SUSTAINABILITY OF IMPACT ON QUALITY

4.19 It was not intended that TACs be self-funding once the project inputs had been completed and, as mentioned earlier, it was a project condition that the GoK ensured sufficient operational resources. The study indicates that the major source of funds is a levy on schools, with some money coming from personal fund-raising activities or, frequently, TACs staffs' own pockets. The latter have been interpreted as positive indicators of commitment and a further instance of cost sharing, but for TAC tutors they are acts of desperation.

4.20 Thus, TACs have become another part of the financial burden on parents. Whilst there is an understandable motivation for parents, and the community, to support a local school, it seems much less reasonable to expect active support for another educational bureaucrat, sited up to 50kms distant, who makes relatively few visits to the locality. The reality is that parents have insufficient access to the details of the administration of school levies and the element that is used to support TACs is, for most parents, lost in the plethora of budget categories.

4.21 On average there are only 15 schools for each TAC, which is too small a funding base if school levies are to provide the main support costs without parents and School Management Committees (SMCs) resisting the extra burden. There is no obvious way out of this dilemma,

LESSONS LEARNED

- Budgets for recurrent operational costs need to be as secure as possible. This requires the identification and analysis of local-level operational budgets.
- Although parents may rally to support a local school, it is unreasonable to expect them to pay for a remote part of the bureaucracy.
- A project to institutionalise TACs needs to encompass career paths; ongoing professional development, particularly for new TAC tutors; and a monitoring system.

which is a severe criticism of SPRED as a capacity-strengthening project.

4.22 In the case of the book-box scheme, a levy is usually raised from schools for using the boxes. There is also evidence in some districts of a revolving fund being set up to replace and add books to the boxes but this is a local initiative and we have no evidence of a scheme that will provide new books after their useful life is over. TAC tutors are beginning to view any book-box income as another contribution to meeting their operational costs. The perceived value of the book-box scheme, however, is high and its costs are relatively low, so that it may be possible to raise the funds to keep it operational and, perhaps, to expand it.

4.23 Despite the handicaps, the overall picture is that the TAC system is firmly in place and that the educational establishment at national and local levels acknowledges its potential. In these circumstances there is hope that problems will be addressed and the system will continue to develop.

Building on and learning from SPRED

4.24 SPRED 1 was an innovative and transitional project that has informed subsequent activities in the sector. It provided a basis for the formation of three follow-on activities: DFID's PRISM (1996) and SPRED 2 (1997) projects, and the GoK Master Plan (in preparation, 1997), which it is hoped will be supported by a significant World Bank loan.

4.25 PRISM seeks to provide head teachers and others with a management programme that will place emphasis on those in disadvantaged areas, improve links between school and community and create greater awareness of the special problems of girls and poor children. PRISM is making significant use of trainers whose skills were developed during SPRED 1.

4.26 SPRED 2 seeks both to expand the work of SPRED 1 and to fill the latter's gaps. It has three components:

- a) **Component 1:** Improved in-school teacher support and provision of essential teaching resources.
- b) **Component 2:** Establishment of a clear role for community participation in primary school activities.
- c) **Component 3:** Strengthened capability for policy-making, service provision, budgetary management and monitoring/evaluation within the MoE.

More details of SPRED 2 and PRISM are at Annex H.

4.27 The WB, GoK and donors met in June 1997 and the WB agreed to assist in the development of an education sector investment project, which may include:

- a) review and revision of the primary curriculum
- b) design of a school-based MIS
- c) audit of school capacities
- d) study of school health and nutrition
- e) design of a school mapping exercise
- f) social mobilisation
- g) a targeting study
- h) a study of teacher mobilisation.

The operational research undertaken by SPRED 1 informed the identification of these areas and the proposed actions.

IMPACT ON ACCESS, EQUITY AND WASTAGE

4.28 As an activity directly influencing access, equity and wastage at field level SPRED has had no immediate impact. We could not find any evidence that incremental improvement in teaching quality had helped improve enrolment or reduce wastage and repetition. Neither did we specifically identify any parents for whom additional financial demands resulting from SPRED could be identified as having been the 'last straw' (but see the general discussion of food insecurity in Chapter 5).

4.29 The BER/PU component was intended to have medium-term impact on access and wastage by informing policy-making and the BER research did, in fact, influence policies to improve access and reduce wastage. According to the World Bank's Education Advisor for Kenya, the research findings were "new and valuable", particularly in persuading planners to shift the responsibility for purchasing textbooks and other teaching materials from communities to the government in order to alleviate the cost-sharing burden on parents.

4.30 Similarly, the PU data from 1993 have provided more complete, and more up-to date, statistics about the system, with a level of local detail not previously available that will assist the GoK, donors and NGOs to target their interventions.

4.31 The project increased awareness of information support to planning within the MoE. MoE has increasingly been initiating small-scale operational research activities to evaluate subsequent initiatives. We were informed that the number of senior officials seeking information from the Planning Unit's database has increased.

4.32 A very positive impact has been gained through the success of the PU's earlier data-

collection exercises and the recognition of the importance of the database within the MoE. An indicator of this importance, and the starting point for sustaining some of the impact is the MoE's provision of a budget for the 1998 survey of schools.

4.33 However, the problems with data-collection and the difficulties of entering the 1995 data have been discouraging. These data are retrievable (at some cost) and are comprehensive, arguably too much so! When they become available they will provide information about net enrolments, retention and repetition rates at school level which will be invaluable for national planners and in local research into school differences.

Links between PU and BER

4.34 There is evidence that the links between the BER and PU were forged and strengthened during the project period. For example, a system of data exchange was set up between the two organisations and regular review meetings with staff from both organisations were held. The MoE's policy of restricting access to school data was permanently changed. There is, however, no ongoing work and the links have weakened since the project ended.

Capacity-building

4.35 The BER's capacity to conduct research was strengthened. According to the former SPRED project manager, the BER Director, researchers and a number of donor agencies, the BER has greatly benefited as an institution from its involvement in the SPRED, particularly in its ability to conduct qualitative research. The institution believes that its reputation as a research organisation has greatly improved as a result of the technical assistance and the provision of up-dated literature and it has also benefited from the equipment it received. The situation, however, at BER does not appear favourable to its ability to sustain these improvements. Key staff have left, BER has not received new commissions, and it now seems unlikely that BER will be able to compete with new, mainly private-sector, research organisations.

4.36 The PU's capacity was similarly strengthened during project implementation, with technology and staff development. The PU makes more use of computers in its day-to-day activities and presentations of information than it could possibly have done had it not benefited from SPRED.

SUSTAINABILITY: ACCESS, EQUITY AND WASTAGE

BER

4.37 BER's institutional capacity to undertake research is unlikely to be sustained as its permanent research staff have been reduced in numbers below what might be seen as the critical

mass for a research institution. SPRED has, however, been responsible for the involvement and professional development of a large number of research personnel in Kenya and this is a resource for future research.

PU

4.38 Many of the staff who were trained under SPRED have moved out of the Planning Unit, either to the commercial sector or to other parts of the Ministry of Planning (MoP)²⁰. Current staffing is inadequate to finalise work on the 1995 data or to move the system forward towards the 1998 survey. However, the WB project proposes to support the PU's development of the survey system, including the establishment of data-collection and analysis centres at the District level.

²⁰ We note here that the Planning Unit of the MoE is an implant of the MoP and its staff is on the MoP roll.

5

OTHER RESULTS OF OUR STUDY

5.1 Our evaluation study used a participatory methodology and explicitly sought the views of parents, school pupils and non-school attending young people. We think that there are four important areas that were not clearly identified during SPRED. They are areas in which it may be useful for decision makers to have more information because, taken together, they raise significant questions about policy concerning schooling in Kenya. They are:

- a) food insecurity;
- b) cost-sharing;
- c) schools' roles in encouraging wastage; and,
- d) traditional ways of life.

FOOD INSECURITY

5.2 Food insecurity is of paramount importance in determining the enrolment and attendance of both girls and boys. Whereas education staff cited parental ignorance, ill health and poverty²¹ as the major causes of non-enrolment and dropouts, we found that parents and children have a very different view. In 9 out of 10 districts, parents said that seasonal famine and general food insecurity is the most pressing reason for not sending children to school and for children dropping-out. When food is scarce, children, particularly girls, have to become involved in household food production, or take on small jobs to supplement the family income. In the words of one parent from Isiolo district:

“Survival comes first and that means food”.

5.3 In Kuria district, the imperative to produce food means that parents rate the acquisition of farming skills much higher than school education particularly as they point out that “schooling is not necessarily a ticket to employment”. Although in some cases children may return to school when food is more abundant, many do not.

²¹ In discussions it was clear that 'poverty' was assumed to cover food insecurity, which obscures an important distinction.

5.4 Children from five districts where seasonal famines are common also spoke of hunger “at school and at home” as either driving them out of school, or negatively affecting their studies. Teachers from the same districts pointed out that once school-feeding programmes were discontinued, enrolment rates decreased and dropout rates increased dramatically.

LESSONS LEARNED

- Where food insecurity dominates the lives of parents and children, school enrolment and continued attendance is bound to be a lower priority.

5.5 Had the BER research team exposed these parental views to policy makers a more measured approach might have been taken to discontinuing primary school feeding programmes in Kenya.

COST SHARING

5.6 A second area in which our study reveals the importance of different perspectives is the role of cost sharing in determining access and wastage: there is a clear difference between what parents and teachers say. Whilst education staff interviewed during the BER research mention “poverty” as an important factor in non-enrolment and wastage, parents from all 10 districts visited say that high school levies are the “major obstacle in educating children”. In those Districts that rely on subsistence agriculture, parents also point out that paying school levies depends on the success of harvests or the availability of cash. Some parents pointed out that there is no fixed rate for levies, and that they vary significantly from school to school. The absence of officially determined rates leaves parents vulnerable to frequent additional levies that can make the difference between a child enrolling, remaining or dropping out of school. In all Districts levies are imposed on parents by schools for a variety of items, including: construction, maintenance, equipment and learning materials (including the book-boxes): there are 15 columns in the PU data-collection instrument for recording the different fees, funds and levies that schools raise from parents.

LESSONS LEARNED

- Cost-recovery is the enemy of equitable access.
- Cost sharing does not necessarily give all parents the opportunity to participate in school management and governance.

5.7 We should emphasise that cost-recovery from parents is the GoK’s policy and is supported by donors not only as a way to finance expanding education services, but as a way to promote ‘community participation’ in education decision-making. However, we found that paying levies rarely allows community members to ‘participate’ equally in school decision-making and this policy rhetoric ignores the fact

that those who hope to participate in community initiatives do not do so as equal partners. Communities in Kenya are not homogenous entities but have power structures of their own

(defined by ethnic group, age, wealth, gender, education etc.) that almost always affect who will sit on school committees and who benefit from the educational services in a community. During our study we met parents who believed that levies were deliberately set at a high rate so as to exclude certain members of the community who were considered 'undesirable'.

5.8 To mobilise community participation in ways that do not jeopardise equitable access requires micro-level planning support and, probably, external intervention on behalf of disadvantaged groups.

SCHOOLS' ROLE IN WASTAGE

5.9 Another important issue that can, perhaps, be addressed in PRISM and SPRED 2, is a more thorough investigation of the ways the school environment, culture and practices affect access, equity and wastage. Although the BER research report concludes that 'inadequate facilities, learning resources and staffing' in schools have a role in deterring enrolment and encouraging wastage, parents and children cite additional factors.

5.10 In 7 districts children and parents mentioned severity of punishments, sexual abuse, and other physical and psychological abuse of children. Severity of punishment was repeatedly mentioned and many children said that they are caned for lateness, for failing tests and for not wearing uniforms. Children in school and those who had dropped out emphasised that repeated caning discouraged them from attending. Other factors mentioned by children include being forced to work in teachers' houses or farms and the lack of water and sanitation facilities in schools.

5.11 Parents also reported that schools dismiss girls who become pregnant, or pupils who are not able to satisfy the rules about uniform, textbooks or financial contributions. And it is, of course, the school that decides whether pupils are to repeat a year.

5.12 Such responses indicate the extent to which schools take an active part in encouraging pupils both to leave (push-outs) and to repeat. In the environment in which schools operate there are strong forces which encourage wastage.

5.13 One Headteacher openly explained how it was his responsibility to 'thin-out' those pupils who were

LESSONS LEARNED

- Inappropriate incentives and schooling systems encourage wastage.
- Policies aimed at improving enrolment and retention should also be directed at Headteachers and teachers, not solely at parents and children, particularly to curb abusive practices.
- A supportive and pleasant school environment with essential facilities (water and sanitation) can play a role in encouraging children to enrol and complete primary school.

unlikely to succeed in the KCPE examinations and would therefore lower the school's position in the league table²². Such pupils may be made to repeat a year, usually Year 7, or be encouraged to leave by beating, verbal abuse or over-strict application of rules about uniform, text-books and levy payments. We note that the peak year for repetitions, sometimes reaching 25% of the age cohort, is Year 7.

5.14 That schools actively encourage wastage in this way is a striking finding of our study. However, it must be recognised as a rational response by schools to a system in which the KCPE league tables are given such a high public profile and have a direct impact on both the school's prestige and the career development of staff.

TRADITIONAL WAYS OF LIFE

5.15 The final area that deserves the attention of policy makers relates to the issue of providing primary schooling facilities to those in Kenya who, because they practice traditional ways of life, are presented, as parents or as children, with specific difficulties over schooling. This is particularly relevant to SPRED, which focused on the arid and semi-arid (ASAL) areas that encompass large communities of nomadic pastoralists. In five of the districts we visited our attention was drawn by teachers, parents and children alike to the unrealistic way in which conventional schools are required to deliver education to communities who frequently migrate and who rely on children's inputs in household food production. Schools rarely make special provision to enable children from nomadic families to drop in and out of the school system, the most common response being to allow children to repeat years on their return to the area. For example, in one school in the Masai Mara, our researcher met a young man of 24 who was progressing through primary school, as and when he was in the area.

5.16 Another example is the impact on retention of traditional rites of passage to maturity. In many communities there are important public celebrations of the passage to adulthood, which typically take place between 11 and 14 years of age and often include circumcision for both sexes. We found overwhelming evidence that dropping out increases after pupils have undergone these ceremonies and, in some cases, the ceremonies themselves keep children out of school for several weeks. Many parents indicated that after these ceremonies children were less willing to remain within the childhood world of the primary school. Children confirmed this.

5.17 These are two examples where traditional ways of life are incompatible with schooling as it is currently packaged in Kenya. They have parallels in other countries and raise questions about how a nation's education system can reach out to serve children in communities that, for whatever reasons, are difficult to serve with the traditional model of schooling and within reasonable budgets. As they strive for Education for All, many countries are finding that the last

²² The tables are based on the average mark of those taking the examination.

five or ten per cent of children who are not attending primary school have special circumstances or particular difficulties so that involving them in education requires flexible approaches, informed by localised micro-planning. Such initiatives, however, require some consensus about the mission of primary education, against which initiatives may be assessed. In Kenya it is difficult to disentangle the core mission of primary education from the package of the 8-year curriculum leading to KCPE.

5.18 Another hindrance to extending educational opportunities is the way that access and wastage problems are perceived and labelled by educationists. For example, in describing the causes of non-enrolment and drop-outs, most of the education staff interviewed in the BER research (and in our own study) pointed the finger at the parents, labelling them as “ignorant” and “unappreciative of the benefits of education”. Not surprisingly, parents did not see themselves in this way, and indicated that they do indeed value education even though, as one parent put it:

“Schooling is not the inheritance that we can pass to our children”.

5.19 Some of the parents that we interviewed were also concerned about the negative effects that schooling could have on their children. Some, for example, spoke of “drunkenness and drug-abuse” while other parents mentioned “running away from home, indiscipline, and their fear that their sons would be lost to the armed forces”. These statements perhaps epitomise the feeling that schooling is something from an external culture and, essentially, an imposition.

5.20 The views of such parents and children are not being heard, and the use of such labels as ‘ignorant’ merely provides the excuse for not listening. It perpetuates an unequal power relationship, with education staff assuming the right to prescribe solutions to the ‘unenlightened’ community far away from civilisation. It is a self-serving analysis but one which dominates all discussion of the parents’ role in enrolment and retention. The analysis has led educationists to embrace campaigns to ‘mobilise’ and ‘sensitise’ parents to the value of education.

5.21 Nowhere is the word ‘sensitise’ more used than in Kenya, but the call to ‘sensitise’ parents has not been accompanied by serious attempts to understand the circumstances in which parents

LESSONS LEARNED

- Views of parents and pupils are important guides to policy, design and implementation.
- The perspectives of parents and children are valid.
- If cost-sharing is inevitable - it needs to be part of local participation by all sectors of communities.
- Systems reaching out to certain communities may need to adapt to accommodate their lifestyle.
- Education development needs dialogue and field-level responsiveness, not proselytising.

and young people are making what are, for them, rational decisions about whether or not to attend school through the complete primary cycle. It is time to re-examine the schooling system and to put some of this energy into exploring how it can serve the educational needs of these groups of 'hard-to reach' children.

TERMS OF REFERENCE

ANNEX A

EVALUATION OF THE STRENGTHENING OF PRIMARY EDUCATION (SPRED) PROJECT, KENYA**Introduction**

1. ODA's Evaluation Department wishes to appoint a team of consultants to undertake an ex-post evaluation of the Strengthening of Primary Education (SPRED) Project, Kenya. A summary description of the project is included in these TORS, and a draft project history attached.

Background

2. ODA's support to education has evolved significantly since the late 1980s with greater emphasis than in the past being placed on primary and basic education and more integrated approaches being developed to project design and implementation. The Jomtien Conference set out a new global agenda for education provision, laying increased emphasis on basic education and issues of education management and planning. The basic framework set out at Jomtien has been supported and endorsed by ODA and steps taken to implement its key recommendations.

3. ODA's approaches to primary education in recent years has been built around four focal points: education quality; access; equity; and student retention. Improvements in these areas are expected to lead to higher levels of educational attainment, and contribute to the achievement of ODA's human development goals²³ and overall mission²⁴. Concerns about the availability of good quality primary education to the poor, and to girls, have grown in importance. Support to the greater involvement of parents and the wider community in local schools management has also been a growing trend.

4. In promoting greater investment in primary education, ODA's Education Division has been seeking not only to improve educational outcomes but also to contribute to wider social and economic goals resulting from increased education opportunities and better standards.

5. SPRED is an important example of a project reflecting the post-Jomtien thinking, and has provided a model for similar ODA projects in other countries. It has been followed in Kenya by a significant increase in UK investment in primary education, through funding of two successor projects PRISM (Primary Schools Management project) and SPRED II.

The SPRED Project

6. SPRED was planned as a three year project, and ran for three and a half years (October 1992 to March 1996). The total ODA expenditure on the project was £3,822,000.

7. The goal of the project was to improve access for Kenyan children to the full cycle of primary education, and to raise the quality and efficiency of teaching and learning in the key subject areas of Maths, Science and English.

8. An overview of the project is provided in the project brief and project history (both attached).

²³ To help people achieve better education and health and to widen opportunities - particularly for women.

²⁴ To improve the quality of life for people in poorer countries by contributing to sustainable development and reducing poverty and suffering.

Objectives of the Evaluation

9. The objectives of the evaluation will be to evaluate the extent to which the project was successful in achieving its stated purpose(s) in an effective, efficient and appropriate manner. All aspects of its direct and indirect impact will be considered, including institutional, social and economic factors, with a particular interest in gender and poverty concerns.

10. The project framework, and approved project memorandum, will be important points of departure for the study. The emphasis of the evaluation will be on determining the impact and sustainability of project outcomes. The Terms of Reference are not exhaustive and other issues of importance identified during the evaluation study may be included in the report.

11. The evaluation will be conducted along the lines set out in ODA's 'Guidelines for Evaluators' (attached). In particular, the evaluation will:

- assess the extent to which the defined purpose of the ODA project was consistent with the priorities and policies of the target group(s), recipient institutions and government, and donors;
- consider how far project design, appraisal, implementation, and outputs provided a coherent and realistic means of achieving the project purpose;
- determine to what extent the outputs were achieved, and whether the most cost efficient and effective approach was adopted;
- assess the overall institutional, social, health and economic impact and sustainability of the project, and establish whether the stated purpose was achieved;
- make a judgement on success, in particular whether the costs have been justified by the benefits that have accrued from the project activities.

12. The arrangements for project management, monitoring and implementation will be reviewed, and judgements made about their appropriateness and effectiveness. Issues of local project ownership (both in GoK and the wider community) and stakeholder participation will also be explored.

13. The evaluation will contribute to a wider synthesis study of ODA support to primary

education, to be prepared by Evaluation Department, which will assess the effectiveness of ODA-funded primary education projects in improving education quality, access to education services, equity in educational opportunities, and increasing student retention, and lowering repetition rates. The synthesis study will also consider the likely impact of ODA-support to primary education in achieving wider human development, and social and economic goals in recipient countries.

Methodology

14. A participatory approach will be taken to the evaluation, to ensure that all stakeholder perspectives are taken into account. A combination of quantitative and qualitative methods will be used to assess the substantive effects of the project and set these in the context of wider processes of change and development in primary education in Kenya.

15. The evaluation study will consist of a review of key documents in the UK and the British Development Division in Eastern Africa, dialogue with representatives of all major stakeholder groups, and structured consultations with primary stakeholders in the field. Relevant data available from the Planning Unit, MoE, and the Bureau of

Educational Research, Kenyatta University, will also be analysed and reviewed.

Outputs

16. The evaluators will produce a report according to the standard format specified by Evaluation Department and within the time norms for report completion, as set out in the guidelines. Specific recommendations should be separate to the report. A draft two page evaluation summary (EVSUM) will also be produced.

Management and Reporting Arrangements

17. The consultants will report to the Social Development Adviser, Evaluation Department, who will be responsible for the overall management of the study. Day-to-day co-ordination of the study will be the responsibility of the consultant Team-Leader. Details of financial and other management arrangements will be subject to negotiation between ODA's Contracts Branch and the consultants. An internal consultative group will be established within ODA to provide oversight to the implementation of the study and to review the findings.

Timing

18. The study will be conducted over a three month period, commencing in July 1997.

Consultancy Skills Required

19. A team of consultants will be required with a broad mix of skills, covering the economic, social and institutional, as well as technical dimensions of primary education work in an African context. Expertise in both quantitative and qualitative analysis, the use of participatory evaluation methods, and gender analysis, will also be required.

20. Consultants may choose to offer joint bids, where these will ensure that the appropriate range of skills can be more readily obtained, and to seek partnerships with local or regional sources of expertise for the field study.

Bid Requirements

21. Consultants wishing to compete for this assignment will be required to include the following in their bids:
- a capability statement, outlining past and present work of relevance to this assignment, including collaborative work with partners in developing countries;
 - comments on the scope of work and terms of reference;
 - a listing of available personnel, and alternates, with summary CVs showing areas of expertise and experience, and the inputs to be provided by each team member;
 - an outline proposal for carrying out each of the steps of the study, setting out personnel inputs, methodologies and timings;
 - a budget estimate, submitted under separate cover.
22. Members of the successful team may be subject to a routine security check to allow them to access documentation not in the public domain.

EVALUATION DEPARTMENT, ODA

ITINERARY

ANNEX B

| | | | |
|-----------|--------|---|---|
| Thursday | 10-Jul | Arrive Nairobi Airport 07:00 | |
| | | Meeting with Charles Kirkcaldy and James Migwi | JW |
| | | Meeting with Kilemi Mwiria | JW |
| Friday | 11-Jul | Meeting with James Migwi | JW |
| Saturday | 12-Jul | Informal meeting UNICEF staff | JW |
| | | JS arrives | |
| Sunday | 13-Jul | Briefing session | JW, JS, KM |
| Monday | 14-Jul | Team meeting | JW, JS, KM, FS, EM |
| | | Lunch meeting, Professor Sifuna and James Migwi | JW, JS, KM, FS, EM |
| Tuesday | 15-Jul | Mr. Kiarie, Systems Manager, MOE PU | JW |
| | | David Cordingley, SPRED 2 TACU manager, British Council | JW |
| | | UNICEF, Dr. Bagayoko | JS |
| | | WFP | JS |
| | | Charles Kirkcaldy, BDDEA | JW, JS, KM, FS, EM |
| Wednesday | 16-Jul | Mr. Kamunge, World Bank | JW, JS, KM |
| | | Team meeting | JW, JS, KM, FS, EM |
| | | Action-Aid | JS, KM |
| Thursday | 17-Jul | Training session for researchers, MoE | JW, JS, KM, FS, EM. Professor Sifuna, James Migwi |
| Friday | 18-Jul | Field visit to Kajiado, Ilbisil and Namanga | JW, JS, KM, FS, EM |
| Saturday | 19-Jul | Field visit to Amboseli, Loitoktok and Makutanu | JW, JS, KM, FS, EM |
| Monday | 20-Jul | Training session for researchers, KIE | JW, JS, KM, FS, EM. Professor Sifuna, James Migwi |
| | | Meeting Margaret Else and Mary Gichuru, CfBT | JW |

| | | | |
|--------------|--------|--|------------------------------|
| Tuesday | 21-Jul | Training session for researchers | JW, JS, KM, FS, EM, MM |
| Wednesday | 22-Jul | Training session for researchers Meeting SPRED TCTP fellows | JW, JS, KM, FS, EM, MM MM |
| Thursday | 23-Jul | Field training for researchers in Baringo, Koibatek, Marakwet | JW, JS, KM, FS, EM |
| Friday | 24-Jul | Field training | JW, JS, KM, FS, EM |
| Saturday | 25-Jul | Field training Meeting Andrew Herriot, PRISM and Vivien Castille SPRED 2 consultant | JW, JS, KM, FS, EM JW |
| Monday | 27-Jul | Meeting Mr. Katembu, Senior Statistician, PU. Roundup meetings with James Migwi, Charles Kirkcaldy | JW JW JS, KM |
| Tuesday | 28-Jul | JW, JS depart | |
| July - Sept. | | Field Research in 10 Districts Interviews: Clive Adderley, Carol Harber, CfBT, UK Interviews: ULIE consultants | Research Team JW JW |
| Monday | 15-Sep | JW and DH arrive | |
| Tuesday | 16-Sep | JS arrives Meeting James Migwi and Jim Ackers, SPRED 2 | JW, JS, KM, DH |
| Wednesday | 17-Sep | Team meeting | JW, JS, KM, DH |
| Thursday | 18-Sep | Research findings | |
| Friday | 19-Sep | Research findings | |
| Saturday | 20-Sep | Debriefing research team | JW, JS, KM, DH |
| Sunday | 21-Sep | Writing | |
| Monday | 22-Sep | Meeting Margaret Else, CfBT | |
| Tuesday | 23-Sep | Writing Meeting Malcolm Mercer, SPRED 2 conslt. | |
| Wednesday | 24-Sep | Meeting C. Kirkcaldy | JW, DH |
| Thursday | 25-Sep | Meeting David Cordingley, BC | JW, DH, KM |
| Friday | 26-Sep | Meeting G. Omollo, MoP | JW |
| Saturday | 27-Sep | Writing | |

| | | | |
|-----------|--------|--|----------------|
| Sunday | 28-Sep | Writing | |
| Monday | 29-Sep | Kamwenja, Meru, Egoji, Kigari, TTCs and TACs | DH, KM |
| Tuesday | 30-Sep | Kamwenja, Meru, Egoji, Kigari, TTCs and TACs | DH, KM |
| Wednesday | 1-Oct | Meetings with research team | |
| Thursday | 2-Oct | Seminar with stakeholders | JW, JS, KM, DH |
| Friday | 3-Oct | Meetings, Caroline Pontefract, SPRED 2; Margaret Else, CfBT | JW, JS, KM, DH |
| Saturday | 4-Oct | Meeting SPRED Regional Trainers | JW, KM, DH |
| Sunday | 5-Oct | Writing | JW, KM |
| Monday | 6-Oct | Writing | JW, KM |
| Tuesday | 7-Oct | Writing | JW, KM |
| Wednesday | 8-Oct | Meeting James Migwi, Jim Ackers, Caroline Pontefract | JW, KM |
| Thursday | 9-Oct | Meeting Action-Aid | JW, KM |
| Friday | 10-Oct | Writing | JW, KM |
| Saturday | 11-Oct | Writing | JW |
| Sunday | 12-Oct | Writing | JW |
| Monday | 13-Oct | Depart JKIA - LHR | JW |

PEOPLE CONSULTED

ANNEX C

Not including those consulted during the research.

* = those attending stakeholder consultation

| ORGANISATION | NAME | POSITION |
|--------------------------|----------------------|--|
| MoE | James Migwi | SPRED 2 Co-ordinator |
| MoE | *Ignatius Onyoyo | SPRED 2 |
| MoE | Mr. Kiarie | Systems Manager, PU |
| MoE | Mr. Katembu | Senior Statistician, PU |
| MoE | *Ms Agnes Koori | Economist, PU |
| MoE | Mr. Odhiambo | Statistician, PU |
| MoE | Mr. Moses Akubia | Analyst, PU |
| Min. of Finance | George Omollo | Consultant on database design |
| Nairobi University | Prof. Daniel Sifuna | Education Specialist |
| BER, Kenyatta University | *Prof. Achola | Director |
| World Bank | Mr. Kamunge | Head of Education |
| UNICEF | *Dr Bagayoko Mamadon | Chief, Basic Ed., Child Protection and Development |
| Action Aid | Mr. Salil Shetty | Country Director |
| BDDEA | *Charles Kirkcaldy | Education Projects Co-ordinator |
| | Bella Bird | Social Development Specialist |
| | *Jim Ackers | SPRED 2 TCO |
| CfBT, Nairobi | *Margaret Else | Regional Manager |
| | *Mary Gichuru | Project Manager, Kenya |
| | *Andrew Herriot | PRISM Adviser |
| CfBT, Reading | Clive Adderley | Head of International Projects |

| ORGANISATION | NAME | POSITION |
|--|----------------------|---|
| | Ms. Carol Harber | Project Manager (SPRED 1) |
| British Council | *David Cordingley | SPRED 2 TACU Manager |
| | *Caroline Pontefract | SPRED 2 Training Consultant |
| | Vivien Casteel | SPRED 2 Inspectorate Operation Consultant |
| | Malcolm Mercer | SPRED 2 Teacher Deployment Consultant |
| Institute of Education, London | Andrew Brown | SPRED 1, consultant, Maths. |
| | Elwyn Thomas | SPRED 1 consultant, Needs Analysis |
| Information Management Associates | David Streatfield | SPRED 1 Database design consultant |
| SPRED 1, Trainers | Jennifer A. Kere | Inspector (Former SPRED Regional co-ordinator) |
| | John C. Limozi | Inspector |
| | Tabitha T. Muita | PRISM co-ordinator (Former SPRED Regional co-ordinator) |
| | Thomas Kondeng | Former SPRED trainer |
| Schools & local officials | | |
| Kajiado District Offices | James Sahali | DTAC Tutor, Kajiado |
| | Mrs. Siseesa | District Inspector |
| | Ms. Lucy | TAC tutor |
| Isriya | Edward Sapro | TAC tutor |
| Ilbissil Primary School | Mr. A.N. Ivagoi | Headteacher |
| Ngatatack | | TAC tutor, Headteacher, Teachers, Pupils |
| Egoju | | ZSIs |
| Amboseli | | TAC tutor |

ORGANISATION

Loitoktok

Baringo, Koibatek,
Marakwet, Keiyo,**PTTCs**

Kamwenja

Meru

Egoji

Kigari

POSITION

TAC tutor

District Inspector, DTAC tutor,
TAC tutors

Principal, HoDs, lecturers

Principal, HoDs, lecturers

Principal, HoDs, lecturers

Principal, HoDs, lecturers

PROJECT LOGICAL FRAMEWORK

ANNEX D

| Narrative Summary | OVIs | MoV | Assumptions |
|---|---|---|---|
| <p>Goal:</p> <p>1. Increased demand for and utilisation of high quality primary education.</p> <p>Purpose:</p> <p>1. To improve the quality and cost-effectiveness of teaching and learning in primary schools on an equitable basis.</p> | <p>1.1 Reduced wastage rates, especially for girls, from current 56% to less than 30% by 2005.</p> <p>1.2 Improved student performance, raising KCPE average by 20 points and stabilising repetition rate at 15% through to 2005.</p> <p>1.3 Increase current GER of 79% to 85% by 2005.</p> <p>1.4 Increased pupil and parental satisfaction.</p> <p>1.1 Teaching and Learning environment improved in all districts by 1999, through all teachers by using new skills that promote active learning, and through the use of textbooks provided under project.</p> <p>1.2 Improved professional support and inspection services to schools nationwide through upgraded and diversified Teacher Advisory Centre (TAC) system and upgraded inspectorate, by 2000.</p> <p>1.3 Strengthened community participation in school management and delivery:</p> <p>i) through effective school committees established in all schools by 1997,</p> <p>ii) community education programmes operational and sustained in at least 6 disadvantaged districts by 2001.</p> <p>iii) information, education and communication programmes operational nationwide (with special emphasis in all areas of high wastage and low enrolment in first few years of project by 2001.</p> | <p>1.1 MoE Planning Unit statistics.</p> <p>1.2 KCPE examination results.</p> <p>1.3 MoE Planning Unit statistics.</p> <p>1.4 MoE/Project surveys.</p> <p>1.1 Impact assessments. Inspectorate and TAC tutor reports.</p> <p>1.2 District Education Board reports, Inspectorate Reports, project reports.</p> <p>1.3 Impact assessments, consultants reports. District Education Board reports. District Education Officer reports.</p> | <p>(Goal to Supergoal (ODA Aim 2 Statement)):</p> <p>1. GoK and parents continue to maintain present level of commitment to education.</p> <p>(Purpose to Goal):</p> <p>1. Effective coordination with PRISM project.</p> <p>2. Non-ODA funded components achieve targets.</p> <p>3. Effective targeting of project resources through operational research to districts where wastage and non-enrolment are greatest.</p> <p>4. Consistency of KCPE examinations.</p> <p>5. No increase in poverty in targeted districts.</p> |

| Narrative Summary | OVIs | MoV | Assumptions |
|--|--|---|---|
| <p>Outputs:</p> <p>Component 1: 1. Improved Teacher training through School-based in-service Teacher Development Programme (STD).</p> | <p>1.4 MoE use operational research to improve resource allocation and planning: i) ensuring all severely disadvantaged schools receive free textbooks by 2001. ii) teacher recruitment and deployment systems improved based on reduced student staff ratios, and piloting of multigrade teaching by 2001. iii) rationalised cost-sharing system in place in all districts by 2000. Reduction by at least 10% in parental expenditure per child in schools in receipt of project textbooks.</p> <p>1.1 STD operational in all districts by 1999 and minimum of 90% (14,000 schools) coverage nationwide by 2001.</p> <p>1.2 Teachers guides prepared for circulation to 175,000 teachers by mid 1998.</p> <p>1.3 School advisers guides prepared by mid 1997. 1300 TAC tutor-trained in management of STD, and 16,000 mentor teachers trained by 2000.</p> <p>1.4 Testing and Measurement booklets prepared for circulation to 175,000 teachers by KCPE examiners by end of 1997.</p> <p>1.5 70 district inspectors and 1300 zonal inspectors oriented in STD by end of 1999.</p> | <p>1.4 MoE statistics, planning and budgeting reports, District Education Officer reports. Consultant's reports.</p> <p>1.1 Project impact study, Inspectorate reports, Consultants' reports.</p> <p>1.2 Project reports, consultants' reports.</p> <p>1.3 Project reports, consultants' reports, TAC tutor reports, inspectors' surveys.</p> <p>1.4 Project reports, consultants' reports.</p> <p>1.5 Project reports, Inspectorate reports.</p> | <p>(Output to Purpose)</p> <p>1. Orientation of head teachers to STD through PRISM project.</p> <p>2. Politicians and unions accept the desirability of improved student:teacher ratios and the concept of multi-grade teaching in remote rural areas.</p> <p>3. Institutional strengthening components received broad-based support.</p> <p>4. Policy commitment to increasing non-salary components of primary budget is retained.</p> <p>5. Teachers able to apply new teaching methodologies.</p> <p>6. Continued support beyond the pilot stage, from the Government of the Netherlands to provision of books to the poorest areas.</p> |

| Narrative Summary | OVI | MoV | Assumptions |
|---|--|--|-------------|
| <p>2. Improved teacher training through strengthened pre-service teaching in colleges and strengthened in-service/pre-service co-ordination.</p> <p>3. Strengthened provision on a sustainable basis of essential learning resources.</p> | <p>2.1 Co-ordination between MoE in-service unit and pre-service delivery in colleges firmly established by early 1998</p> <p>2.2 Strengthened pre-service delivery in core subjects in 20 Primary Teacher Training Colleges (PTTCs) by 2001.</p> <p>2.3 20 PTTC principals trained in educational management by 1998.</p> <p>2.4 20 model primary schools developed to support teaching practice by 1999.</p> <p>2.5 20 upgraded Learning Resource Centres on a sustainable basis by 2001.</p> <p>3.1 TAC-based Revolving Fund (TRF) established for sustainable provision of book-boxes and science and maths kits to 500 TACs in disadvantaged areas by 1999.</p> <p>3.2 500 TAC tutors and TAC committees trained in management of TRF by 1999.</p> <p>3.3 Remote areas school-based resource scheme for around 750 schools (to be determined as part of TRF study) operational from 1997.</p> <p>3.4 School-based Textbook Revolving Fund established in approximately 5000 disadvantaged schools (to be determined through operational research) by mid-1998 with a reduction by at least 10% in parental expenditure in these schools.</p> <p>3.5 School-based textbook management system developed for dissemination on a national basis with training for 5000 identified school resource managers by mid 1998.</p> | <p>2.1 Project reports, consultants' reports.</p> <p>2.2 Project reports, PTTC annual reports and examination results.</p> <p>2.3 Project reports, consultants' reports.</p> <p>2.4 Project reports, PTTC reports.</p> <p>2.5 Project reports, PTTC reports.</p> <p>3.1 Project reports, TAC development plans, monitoring and impact studies, consultants' reports.</p> <p>3.2 Project reports, TAC tutor reports.</p> <p>3.3 Project reports, consultant reports, monitoring and impact studies.</p> <p>3.4 Project reports, consultant reports, school plans, monitoring and impact studies, MoE statistics.</p> <p>3.5 Project reports, consultants' reports, monitoring and impact studies, TAC tutor and Inspectorate reports.</p> | |

| Narrative Summary | OVIs | MoV | Assumptions |
|--|--|---|-------------|
| <p>4. Component 2: Clearer role established for community participation in school activities through Community Education Development (CED).</p> <p>5. Component 3: Strengthened Support and Supervisory Services (SSS) to primary schools.</p> | <p>4.1 Review of School Governance (SG) and training through TACs of 16000 school committee chairpersons and treasurers.</p> <p>4.2 Small-scale Community Development Initiative (CDI) designed and piloted in 3 targeted districts involving approximately 20 projects by end of 1998, expanded to a total of 100-150 projects in up to 10 districts by 2001.</p> <p>4.3 Information, Education and Communication (IEC) programme designed by end of 1997, piloted in selected districts by end of 1998, operational nationwide by 2000.</p> <p>5.1 TAC network rationalised on the basis of serving a defined number of schools/teachers by 1999.</p> <p>5.2 INSET unit established in the MoE Inspectorate by end of 1996.</p> <p>5.3 Career structure in place for TAC tutors by end of 1997, and roles and responsibilities clarified for zonal inspectors by end of 1997.</p> <p>5.4 Training need analysis for TAC tutors and Inspectors undertaken from 1997 with training of 1300 TAC tutors in management development, 1300 zonal and 80 district inspectors in supervision, and 1300 TAC management committees between 1997 and 2001.</p> <p>5.5 HQ and Provincial Inspectorate trained in management development by mid 1997.</p> <p>5.6 Review of transport needs for district and zonal based TAC 1997, tutors and inspectors by mid with development of transport support programme by end of 1997, to support up to 500 disadvantaged zones in up to 20 districts.</p> | <p>4.1 Consultants' reports, project reports, monitoring and Inspectorate reports.</p> <p>4.2 Research reports, consultants' and project reports, monitoring and evaluation of pilots, District Education Board reports, impact studies.</p> <p>4.3 Research reports, project reports, consultants' reports, monitoring and impact studies.</p> <p>5.1 MoE policy document, project reports.</p> <p>5.2 Project reports, consultant reports.</p> <p>5.3 MoE policy documents, project reports.</p> <p>5.4 Project and consultants' reports, TAC tutor and Inspectorate reports, monitoring reports.</p> <p>5.5 Project reports, consultants' reports.</p> <p>5.6 Project reports, review report, transport plan, district/zonal level budgets, monitoring and impact studies.</p> | |

| Narrative Summary | OVI | MoV | Assumptions |
|---|--|--|-------------|
| 6. Improved Teacher recruitment and deployment. | <p>6.1 Review of recruitment and deployment systems by end of 1997, and introduction of mechanisms to ensure adherence to targeted student : staff ratios. Current national average of 30.5 : 1 student : staff ratio to increase to a level determined by the review.</p> <p>6.2 Design and piloting of multi-grade teaching in one rural district between 1997-1999, with plan for expansion nationwide by 2000.</p> | <p>6.1 Review report, MoE recruitment and deployment plans, MoE statistics (Planning Unit and Teachers Service Commission) on teacher deployment.</p> <p>6.2 Research reports, project and consultants' reports, monitoring and evaluation of pilots.</p> | |
| 7. Improved budgeting and Financial Management at national, district and school levels (BFM). | 7.1 Review of cost-sharing and budgeting arrangements by end of 1997. New cost sharing system established nationwide by 2000, which provides real savings in parental expenditure. Targeted increase in MoE non-salary expenditure at district and national levels. | 7.1 Review report, MoE policy documents, MoE budgets, district and school level financial reports. | |
| 8. Improved project management, research and monitoring and evaluation capability. | <p>8.1 Planning and Project Mobilisation (PPM) studies designed and implemented within 4 months of project start.</p> <p>8.2 Operational Research (OR) programme, in support of all project components started in early 1997. At least 8 short-term studies completed by 1998.</p> <p>8.3 Project Benefit, Monitoring and Evaluation (BME) planning to start late 1996, with baseline studies completed in 1997, and first impact studies completed by mid-term review of project.</p> <p>8.4 Effective and timely implementation of the SPRED II project, with at least 80% of targets in the annual work plan achieved</p> | <p>8.1 Project inception reports, Steering Committee reports.</p> <p>8.2 Research reports, consultant reports, monitoring and evaluation studies.</p> <p>8.3 Baseline study reports, monitoring, impact and evaluation reports.</p> <p>8.4 Project reports, annual work plans, monitoring reports.</p> | |

| Narrative Summary | OVIs | MoV | Assumptions |
|--|--|-----|---|
| <p>Activities:</p> <p>1. STD programme design and development involving materials development, training of trainers, training of TAC tutors and school-based mentors, orientation of inspectors at district/zone level.</p> <p>2. PIC programme design and implementation involving tutor training in core subject areas, training for PTTC principals, upgrading of learning resource centres within projects.</p> <p>3.1 Design, development and implementation of the TRF programme involving training and supply of learning.</p> <p>3.2 Design and implementation of STF programme, involving the supply of text books to disadvantaged schools, and training of in-school resource managers.</p> <p>4.1 Development and implementation of training programme for school committee chairpersons and treasurers.</p> <p>4.2 Integrated design and development of CDI and IEC programmes involving research, small-scale project development and management materials development and training.</p> <p>5.1 Production of a long-term development plan for school support and advisory services, a training needs analysis for TAC tutors and inspectors, implementation of the training plan. Review</p> | <p>Inputs:</p> <p>1.1 48 mths of advisory support, materials design and production, training programmes, equipment, programme management.</p> <p>2.1 8 mths of advisory support, training workshops, books, equipment, programmes management.</p> <p>3.1 8 mths of advisory support, training courses, production of management guides, supply of books, boxes, teaching kits for TACs and remote schools, programme management.</p> <p>3.2 4 months advisory support, books, training courses, programme management.</p> <p>4.1 Training costs, management costs.</p> <p>4.2 24 months of advisory support, CDI fund for small-scale community projects, materials production and dissemination, training, equipment and programme management.</p> <p>5.1 18 months of advisory support, training courses, transport fund for TAC tutors and Inspectors at the zonal and district level.</p> | | <p>(Activity to Output)</p> <p>1. Timely establishment of INSET unit in MoE and the appointment by the MoE of effective project personnel.</p> <p>2. Viable projects are developed under the CDI programme.</p> <p>3. Senior Management support for policy related changes.</p> |

| Narrative Summary | OVI | | MoV | Assumptions |
|--|---|-------|-----|-------------|
| of transport requirements for district and zonal TAC tutors and inspectors, implementation of a transport support fund. | | | | |
| 6.1 Review of teacher recruitment and deployment systems, design of plan for more effective systems, design and piloting of multi-grade teaching in selected rural schools. | 6.1 18 mths of advisory support, training courses, equipment. Total cost of ITD programme 0.33 million. | 0.33m | | |
| 7.1 Review of district and school budgeting and financing, development of improved cost sharing system. | 7.1 6 mths of advisory/training support. Total cost of BFM programme 0.07 million. | 0.07m | | |
| 8.1 INSET management team established, managing agents for outputs 1-3 and 4 appointed, planning and mobilisation studies undertaken, baseline studies undertaken, operation research designed and implemented, impact studies designed and implemented. | 8.1 72 mths of advisory support, research studies, impact studies, equipment, fellowships. Total cost of PPM, OR, BME and MoE based project management. | | | |

RESEARCH DETAILS

ANNEX E

Research Team**Kenyatta University**

Isabelle Kamere; Wycliffe Otieno; Esther Njiru; Severina N. Peter; S. K. Rutto;
Nabiswa M. Wasike

Nairobi University

Charity Kagendo; Irene Kemboi; Immanuel Wakulia.

Freelance

Solomon Nderitu

Research Questions

What impact has SPRED 1 had on teaching/learning?

HT/Teachers - Semi-structured interview

Grade V and VI children - Group discussion

How have teaching methods, classroom organisation and school organisation changed in this school over the last 5 years, probe for quality elements in attached list?

HT/Teachers - Semi-structured interview

Have any changes been made during the last 5 years to the ways in which assessment of pupils is carried out. If so, what changes?

What impact has SPRED 1 had on perceptions of school?

Parents - Group discussion, map-building, historical profile,

Do parents see any changes in the school and children liking school? What are they?

Are there any changes in student performance patterns. Probe the indicators in the attached list.

Parents/Children - Group discussion in half classes

What do children think about going to school?

Which subjects/activities do children like/dislike?

TAC tutors' professional development and support?

TAC Tutors - Semi-structured interview

What training courses have you attended as a TAC tutor?

What differences did the training make to what you do? Concrete examples.

What working relationships do you have with the Primary Training Colleges?

What working relationship with TAC management committee?

TAC tutors reporting and accountability?

TAC Tutors - Semi-structured interview

Who do TAC tutors report to? How? How often? On what matters?

Who visits TACs from the DEO/MoE?

How do schools and TACs interact?

TAC tutors - Semi-structured interview

HT/Teachers - Semi-structured interview

When was the last course that your TAC ran?

Who attended? Where? At school or in the TAC?

Who were the tutors on the course?

What were the content or purpose of courses.

Purpose of other school visits, if any?

TAC Tutor - Semi-structured interview

HT / Teachers - Group activity

Perceptions of usefulness/expectations? Probe for concrete examples of changed practice.

What has been the use and impact of the book-box scheme?

HT/Teachers - Semi-structured interview

Has the school ever had a book-box?

Is it used? If so, when and how do you use the books?

What has been its perceived usefulness/relevance?

Pupils - Group discussion

Can children talk about the stories they've read?

What has been the book-box scheme's relevance in improving quality

HT/Teachers - Group activity

What are the main problems experienced by children concerning teaching and learning?

Children - Group Activity

What are the main problems experienced by children concerning learning?

Parents - Group discussion and ranking

What are the main problems about what children learn at school?

Do TACs finance their operation through levies?

TAC tutor - Semi-structured interview

HT - Semi-structured interview

If so, who pays the levy? How much is it? How often?

Who decides the levy amount?

What does the levy pay for?

Do TAC tutors interact with communities?

TAC tutor - Semi-structured interview

PTA members, HT, Teachers - Group discussion

Do TAC tutors ever assist the PTA and school committee?

How? How often?

Concerning what issues?

Is the TAC used for any other community activities?

School perceptions of the community and their effect on Access?

HT/Teachers - Group activity

What are the main traditions of the community from which you draw pupils?

What beliefs and attitudes do the community have towards education?

How do you respond to these beliefs and attitudes?

Community perceptions of the school and their effect on Access?

Parents/ Children - Group discussion

Do you ever talk to the teachers? What about?

What do you want for your girls' future?

What do you want for your boys' future?

What does school do to help you achieve your hopes for their future?

What are the difficulties of sending your son(s) to school?

What are the difficulties of sending your daughter(s) to school?

Why do boys/girls drop out from school?

Indicators of Impact on Teaching and Learning

Has there been any change in any of the following:

- a) classroom organisation and ambience;
- b) classroom management techniques;
- c) diversity of teaching formats;

- d) diversity of teaching methods;
- e) instructional procedures;
- f) teacher behaviours, such as:
 - patience with learners (offering remedial sessions);
 - use of media and what types (posters, students' work, concrete materials);
 - forms of feedback to pupils (inc. ways pupils' answers are treated);
 - forms of student assessment use (diagnostic, formative etc.);
 - distribution of learning opportunities to boys, girls, poorer children;
 - communication of expectations and directions (boys, girls, poor);
 - teachers' mastery of the subject content;
 - teachers' mastery of the language of instruction.

Quality Indicators

Student involvement patterns in school:

- a) are parents now more inclined to enrol their children;
- b) incidences of truancy, tardiness, absenteeism;
- c) drop-out rates;
- d) re-entries (if any)
- e) academic performance in Maths, Science and English

MAP OF KENYA

ANNEX F



KEY INDICATORS FOR RESEARCH DISTRICTS

ANNEX G

TABLE 1: KEY ECONOMIC AND PHYSICAL CHARACTERISTICS

| District | Main Economic Activities | Climate | Infrastructure | |
|----------|---|---|---|---|
| | | | State of roads | Electricity |
| Isiolo | <ul style="list-style-type: none"> • Dominant activity: pastoralism • Crop farming limited due to inadequate rains • Crops include: maize, beans, bananas, tomatoes, cotton, kale, cowpeas, pigeon peas, pawpaws and onions. • Animals reared include; goats, camels and cattle • Commerce/trade carried out at market centres | <ul style="list-style-type: none"> • 100% arid (30% arid, 65% very arid and 0.5% semi arid • rainfall irregular and unreliable with average of 580mm p.a. • Temperatures are between 26.6- 27 degree Celsius | <ul style="list-style-type: none"> • 1153km of classified roads • 460 km unclassified • most roads are impassable during rainy seasons | <ul style="list-style-type: none"> • Only Isiolo town is connected to the national grid • Most residential areas do not have electricity |
| Keiyo | <ul style="list-style-type: none"> • Farming- maize, wheat, millet, coffee, finger millet, cassava and sun flower • Livestock keeping- both traditional and exotic cows, goats, and sheep • Mining- fluorspar, copper, limestone, graphite and asbestos | <ul style="list-style-type: none"> • 30-50% ASAL • 2 rain seasons-long rains (Apr- Sept) short rains(Nov-Dec) • Highlands receive between 1,800-3500 mm p.a. • Valley receives scanty rainfall • Forests cover 40% (bamboo, cedar, podo and sererwa) | <ul style="list-style-type: none"> • Connected to Eldoret by a 20 km road | <ul style="list-style-type: none"> • Highlands are well connected to the national grid • Parts benefited from rural electrification project • Township and markets adequately served |
| Kitui | <ul style="list-style-type: none"> • Livestock rearing- cattle, goats and donkeys • Wage employment • Farming- Millet, beans, maize, cowpeas, sweet potatoes, pawpaws and pumpkins • Cash crops- Sisal, cotton, castor, beans, tobacco, sunflower and coffee | <ul style="list-style-type: none"> • Generally dry • Rainfall unreliable • Soil erosion is high and soils are infertile • 2.2% of district receives 762-1270 mm pa, 36.6% - 500-800mm p.a. and 61.2%-500mm p.a. • Temperatures between 18-22 degree Celsius, even up to 34 | <ul style="list-style-type: none"> • Earth roads predominate | <ul style="list-style-type: none"> • Available at the district headquarters |
| Kuria | <ul style="list-style-type: none"> • Livestock keeping: basically cattle • Cash crop- Tobacco and coffee • Food crops- Maize, potatoes and beans • wage employment • Commercial and trade both local and across the border (with Tanzania) | <ul style="list-style-type: none"> • Rainfall average 1,200-1,800 mm pa • Temperature between 20-29 degrees Celsius • Maximum rains received between March - July | <ul style="list-style-type: none"> • No tarmac roads | <ul style="list-style-type: none"> • Only district headquarters are served |

| District | Main Economic Activities | Climate | Infrastructure | |
|---------------|---|---|--|---|
| | | | State of roads | Electricity |
| Kwale | <ul style="list-style-type: none"> Farming by the coastal strips by Digo dwellers, Duruma in the hinterland are cattle rearers Tourism, fishing, manufacturing and small scale enterprises Crops- cashewnuts, maize, beans, peas, bixa, tobacco and cotton Animals- pigs, bears, goats, sheep and cattle | <ul style="list-style-type: none"> 50-85% ASAL Monsoon type of rainfall between 1,100-1,200 mm pa temperature between 24-31 degree Celsius Coastal plains and foot of plateau are well drained and moderately fertile soils. Kwale forests | <ul style="list-style-type: none"> 2/3 of the district has good network of access roads Western part and hinterland has poor road networks | District headquarters served |
| Laikipia | <ul style="list-style-type: none"> Large Firms Crops: Maize, beans, potatoes, wheat, pyrethrum, castor, sorghum, and millet. Horticultural crops: Tomatoes, onions, cabbages and koles Livestock: Cattle, sheep, rabbits, and pigs | <ul style="list-style-type: none"> 50-80% ASAL 2/3 of district has clay soil, northern part has sandy soil Rainfall between 400mm- 750 mm p.a. | <ul style="list-style-type: none"> Inadequate network of roads few and over-utilised all weather road, poorly maintained Bridges are poor and often washed away by floods | <ul style="list-style-type: none"> insufficient supply of electricity mainly concentrated in the townships |
| Nairobi | <ul style="list-style-type: none"> Wage employment manufacturing Intensive commerce and trade both wholesale and retail | <ul style="list-style-type: none"> Central highland climate Temperature between 14-28 degree Celsius Coldest season between June- August Rainfall between 1,800-3,500 mm p.a. | <ul style="list-style-type: none"> Almost all road networks are tarmacked Most roads are poorly maintained | Most areas except slum areas have electricity |
| Tharaka-Nithi | <ul style="list-style-type: none"> Agriculture dominates Food crops- coffee, tea, cotton, tobacco, sunflower, sisal, pawpaws, maize Cashcrops- Coffee, tea, tobacco, cotton, sunflower, sisal, tomatoes, carrots, pineapples, oranges, passion fruits Livestock: cattle, pigs, sheep, goats and bees Poultry farming | <ul style="list-style-type: none"> 50-85% ASAL Rainfall between 200mm-700mm p.a. Temperatures between 17 - 37 degrees Celsius Soil: red soils in the upper areas, gravel in the lower areas Soils deep and good for agriculture 48,711.2 ha of gazetted forests | <ul style="list-style-type: none"> 317 km network of classified roads 81.7 kms unclassified conditions of road generally poor | Chuka, Chogoria, Marima and Polepole are connected to the national grid |

| District | Main Economic Activities | Climate | Infrastructure | |
|----------|--|--|--|---|
| | | | State of roads | Electricity |
| Trasmara | <ul style="list-style-type: none"> • Pastoralism main feature for indigenous Masai people • Horticulture • Crops include: Barley, wheat, tea, pyrethrum, maize tobacco, kale, tomatoes, onions • Small scale/ retail trade/business • Mining. quarrying | <ul style="list-style-type: none"> • Rainfall averages 1,500mm-1,800mm pa • 30-50% ASAL | <ul style="list-style-type: none"> • 1,957 kms of classified roads • 89.7 km unclassified roads • Generally roads are poorly maintained | Available only in towns and market places |
| Turkana | <ul style="list-style-type: none"> • Livestock keeping • Semi nomadic pastoralist, fishing done on L. Turkana • Handicrafts working • Trade with Pokot, samburu, Karamoja, Randile, Toposa and Dodoth Trade items: Maize, millet, tobacco, spears, cooking pots, iron, beads Grow millet and sorghum | <ul style="list-style-type: none"> • 100% arid • Temperatures between 24- 38 degree Celsius • rainfall between 180-520 mm pa Vegetation varies with topography | <ul style="list-style-type: none"> • Main road is tarmacked • Most roads are murrum and dusty | <ul style="list-style-type: none"> • Available within district headquarters and a few market centres • Most parts do not have electricity |

Table 2: Education Statistics

| DISTRICT | 1993 | | 1996 | | KCPE SCORE | MEAN | NO. TAC (1996%) |
|--------------------------|-----------------|-------------------|-------------------|-------------------|---------------|--------|-----------------------|
| | M | F | M | F | | | |
| ISIOLO | 7,118 (56%) | 5,524 (44%) | 8,273 (55.5%) | 6,629 (44.5%) | 344.23 | 334.00 | - |
| KEIYO | 25,372 (49%) | 25,632 (50.3%) | 19,826 (49.4%) | 20,267 (50.6%) | 343.10 | 363.96 | 17 |
| KITUI | 87,003 (50%) | 87,120 (50%) | 59,529 (50%) | 59,707 (50%) | 340.51 | 344.78 | - |
| KURIA | N/A | N/A | 14,796 (53%) | 13,003 (47%) | N/A | 306.85 | 5 |
| KWALE | 43,812 (57%) | 33,501 (43%) | 43,563 (56%) | 33,606 (44%) | 322.11 | 306 | 18 |
| LAIKIPIA | 30,282 (51%) | 29,338 (49%) | 36,293 (51%) | 35,068 (49%) | 351.34 | 331.10 | 16 |
| NAIROBI | 62,380 (51%) | 60,246 (49%) | 77,826 (50%) | 77,120 (50%) | 366.86 | 359.45 | - |
| THARAKA NITHI | 35,833 (48%) | 38,441 (52%) | 34,584 (48%) | 36,683 (52%) | N/A | 330.85 | 31 |
| TRANSMARA | N/A | N/A | 15,037 (51%) | 14,346 (49%) | 308.55 | 333.09 | 12 |
| TURKANA | 16,745 (60%) | 11,000 (40%) | 18,149 (59%) | 12,824 (41%) | 376.76 | 379.05 | 9 |

PRISM AND SPRED 2**ANNEX H****PRISM: PRIMARY SCHOOLS MANAGEMENT PROJECT**

The goal of PRISM is to improve the quality of primary education by increasing the efficiency of primary school management and simultaneously contributing to improved attitudes towards girls and children with special needs.

Improvements under PRISM include:

- Better management of school resources, through training Headteachers and SMCs.
- Higher pupil retention, particularly among girls.
- Higher pupil repetition.
- Improved examination performance.
- Development of curriculum supervision plan.
- Development of a forward development plan.
- Better interpersonal skills.

SPRED 2: STRENGTHENING PRIMARY EDUCATION PROJECT, PHASE 2**Component 1**

- Textbooks are to be provided under the project.
- Both the Inspectorate and TACs are to get increased support.
- Schools are to get greater links to the community through school management committees, greater community education and more information for parents.
- Teacher recruitment and deployment systems are to be improved.
- Resources are to be increased with additional guides for both teachers and advisers.
- Testing and measurement will receive greater attention.
- Co-ordination between the MOE, in-service and pre-service will be established.
- Principals of PTTCs will receive management training, model schools set up and Teachers Resource Centres revamped.
- A revolving fund will be set up for the TACs and tutors trained in the management of the fund.

- A school based textbook management system will be developed and school resource managers trained.

Component 2

Component two seeks to establish greater involvement by the community with school affairs. It will include:

- Training for school committees leading to improved governance.
- Small scale Community Development Initiative to bring small community projects to selected districts.
- Information, Education and Communication Programme for all districts.

Component 3.

This component will both strengthen and support supervision in primary schools by:

- rationalising the TAC network and giving tutors a career structure,
- establishing an in-service unit within the MOE,
- undertaking training needs analysis for both tutors and inspectors,
- providing management training for the Inspectorate at HQ and provincial levels,
- reviewing transport needs of inspectors and tutors,
- reviewing recruitment and deployment of teachers,
- introducing multigrade teaching to certain areas,
- reviewing cost-sharing and budgeting arrangements,
- introducing planning and mobilisation studies,
- establishing Operational Research programmes to support all components,
- introducing Benefit, Monitoring and Evaluation at an early stage.

The Department for International Development (DFID) is the British government department responsible for promoting development and the reduction of poverty.

Further copies of this Report can be obtained from Evaluation Department, Department for International Development, telephone 0171 917 0243. The Report is also available on the Internet at our Website address.

DFID
94 Victoria St
London
SW1E 5JL
UK

DFID
Abercrombie House
Eaglesham Rd
East Kilbride
Glasgow G75 8EA
UK

Switchboard: 0171-917 7000 Fax: 0171-917 0019
Website: www.dfid.gov.uk
email: enquiry@dfid.gtnet.gov.uk
Public enquiry point: 0845 3004100