

**COOPERATION BETWEEN COUNTY AND CENTRAL GOVERNMENT
IN PROVISION OF EARLY CHILDHOOD DEVELOPMENT
EDUCATION A CASE STUDY OF NAIROBI COUNTY, KENYA**

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DECLARATION

This research project is my original work and has not been presented for award of a degree in any other university

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DEDICATION

I dedicate this research project to my spouse Lilian W, our children Traicy B and Titus O. for their moral support and understanding during the entire study period.

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ABBREVIATION

CoK	Constitution of Kenya
ECCD	Early Childhood Care and Development
ECD	Early Childhood Development
ECDE	Early Childhood Development Education
FPE	Free Primary Education
NFE	Non Formal Education
TSC	Teachers' Service Commission
UNICEF	United Nation International Children's Emergency Fund

ABSTRACT

The purpose of this study was to examine cooperation between county and national government in provision of Early Childhood Development Education a case study of Nairobi City County. The research examined the extent to which cooperative legal framework, human resource management mechanism, ECDE infrastructure development and management and financial resource allocation between National and Nairobi County government has influence provision of ECDE. System theory provided key conceptual framework to understanding basic system structure. The study used descriptive survey research design, cluster and purposive sampling technique to obtain a sample population of 58 from 22 ECDE teachers and 36 ECDE managers from Nairobi city county education department ECDE staff list 2015. The structured questionnaires were used to solicit data, which was analyzed by use of Statistical Package for Social Sciences and presented in tables and chart. The finding showed the majority 61% of the respondents were female, 50% of respondents had a negative verdict on existence of operational cooperative legal framework, equally an aggregate majority 64% believed intergovernmental ECDE financing was inadequate. Also the majority 63% believe there were inadequate ECDE teachers, however the majority 79% of ECDE teachers agreed that EDCE teachers had a well- developed training programmes. On adequacy of EDCE learning class room and playing spaces 53% agreed there exist supportive environment from the two levels of government. But the majority 89% expressed a negative opinion that ECDE had no sustainable ICT network for learning. To address these challenges, on legal framework the governments should negotiate, Enact laws and policy for ECDE in consultation with other relevant stakeholders. On human resource development and management there is need to carry out a survey to establish the optimal staff requirements at the two levels, in financing county and national governments need to increase ECDE capitation grants to keep pace with inflation and realities of the subsector, on ECDE infrastructure development and management inconsistencies. Therefore in view of the fore mentioned, strategies and cohesive multi-sectorial perspectives approach should be adopted to avoid a wasteful competition, ineffective use of ECDE resources and costly duplication. Also adoption of a more dynamic but consultative approach to a legal reforms framework between two levels of government in ECDE provision need to be considered, and periodic surveys need to carried out to track the progress and provide information to guide informative strategies and policy formulation.

CHAPTER ONE

INTRODUCTION

1.1 Background to the Study

Education is a central component of any nation's developmental process and for it to facilitate this function the process should be: clearly defined, legislatively protected from any political dictates, owned by relevant stakeholder, adequately financed and constantly subjected to periodic technical consultation and reviews to ensure that it is in harmony with global, National and local needs. The research study sought to examine the cooperation between County and National government on how Early Childhood Development Education legal framework system had been restructured to aboard the intended reforms in Early Childhood Development Education sub-sector with specific reference to Nairobi City County, based on the constitution of Kenya 2010. Secondly the research study had to make an assessment on cooperation aspects between the two levels of government in provision of ECDE resources such as; human, fiscal, learning materials and infrastructure resource in provision of Early Childhood Development Education in Nairobi City County. MoE (2012). Task force report.

The ECDE guiding legal framework in this study referred to the legal, policy and regulatory framework governing provision of ECDE in counties, in this case Nairobi City County. Therefore the constitution of Kenya (2010) was the supreme guiding law in provision of Early Childhood Developmental Education between

the county and national government. Article 6(2) of the Constitution of Kenya, 2010 establishes national and county governments as distinct, but interdependent each with its own functions. Article 189 lay out the principle of cooperation between national and county government,

Especially the provision that ‘Government at either level shall ‘assist’ support, and consult, as appropriate, implement the legislation of the other level of government’ (Article 189(1b); further provides for cooperation, especially that ‘governments at either level shall.....liaise with government at the other level for the purpose of exchanging information, co-coordinating policies and administration, enhancing capacity’(Article 189(1c) according to, Final Report of the Task force on Devolved Government(2011).

The cooperation principle between central Government and Nairobi City County in provision of ECDE had been in existence for a long period. The city Education department, originally under City council of Nairobi was one of the oldest department in the council, dating back to 1st January 1964. The department was established under delegated authority as per section 5 of the Education Act. Cap 211, 1968. The department, under the Director of City Education was tasked with; Overall management, promotion and administration of Basic Education, provision of Early Childhood Education(ages 3-5), purchasing and supply of learning and equipment, planning and development of schools, repair and maintenance of

physical facilities ,supervisory and advisory services to schools, organization and management of in-service courses for teachers, guidance and counseling of teachers, parent and pupils, development and coordination of co-curricular activities e.g. Sports, music, drama, administration of KCPE examination, discipline of teachers, agents of teacher service commission and free primary Education administration.

The city council dispensed these duties until after the 2013 general elections, which ushered in the devolved system of government. The Fourth schedule of the new constitution put the function of pre-primary education and child care facilities under county government, Nairobi City County (2014). The Taskforce Report for the Education Sector.

However there seems to exist legislative Gaps in Education in Nairobi city county, this is because the running and management of ECDE and primary Education in Nairobi city county was performed initially by the city council of Nairobi. This was enabled by the local Government Act CAP 265, the Education Act CAP 211 and the various City By-Laws.

With the coming into effect of the constitution of Kenya 2010 that introduced a new devolved government, these laws have since been repealed and new ones to give effect to the constitution enacted. These are the county Governments Act and the Basic education Act. The county government also lacks the necessary

legislation for the establishment, management and maintenance of ECDE and Childcare Centers in line with the new constitution.

Although the function of management of primary education is constitutionally allocated to the National Government, Nairobi City County is a unique county where this function was initially entirely under the then Nairobi City Council. The county has therefore inherited well established structures and staff that is well experienced in the management of primary education in the county since most of the ECDs are attached to public primary schools

Financing of public education in Nairobi City County is actually a shared responsibility among the National Government being the largest stakeholder in financing which account for 40 per cent of national budget but without much support to the ECDE sub-sector, the financing is left to County Government, parents, and development partners and to a limited extent, income generating activities in school. The support of partners is mostly confined to the non-formal areas while schools in affluent areas are rarely considered for such programmes.

The ECDE financing mix is explained in the general context of how education in the country is managed within the fiscal arrangements. The national governments focus on this financing is on remuneration of teachers and curriculum development implementation. Historically, City council of Nairobi managed the public primary schools and stand-alone ECDES from 1968, and their focus was

mainly infrastructure, security, as well as utility cost such as electricity and water. Before the promulgation of the constitution 2010, the ECDE centers and those attached to the primary schools were largely supported by parents and the City Council of Nairobi. The County Government has since taken over the financing of these facilities, with parents meeting the costs of school feeding programmes and supplementary learning materials.

Human capital is one of the most critical resources needed for socio-economic development of an organization or county. Therefore a critical mass of educated people who are equipped with appropriate knowledge, skills and attitudes is required in order to achieve the county's political, economic and social goals. For these aspiration to be achieved there is need for the department of Education in the county to be an efficient and effective organization. This requires enhanced capacity by way of informed and pro-active leadership; clear management goals, targets and structures; deployment and implementation of staff development policy and an effective system of staff appraisal. Where this does not exist, it will have to be developed, Nairobi City County (2014) the task force report for the education sector.

Availability of ECDE services are variable, with some areas of county well provided for, this situation perhaps it is caused by the shortage of ECD teachers in Nairobi county with the ECD centers having only one teacher per class with no

assistant as the procedure requires. In some instances, the head teachers are forced to step in to assist in the teaching. Also shortage of personnel to conduct inspection and assure standard and quality remains the issues in most of the ECD centers in the county, this compromises regular visits by the supervisors to monitor curriculum delivery and staff distribution unattainable. Shortage of enough personnel could be due to lack of continuous professional Development for ECD teachers, with many of them having only the basic Teacher training qualification.

Inadequate qualified ECDE teachers is a real issue because of the number of untrained teachers in ECDE centers is still high at 56 per cent in the public ECDE centers. Due to high rates of attrition as a result of poor pay packages many pre-school teachers lack skills to enhance the holistic development and learning of children thus poorly compensated. A study by Kivuva (1997), on professional quality of a teacher in ECDE portrayed variations in the training models (DICECE, Montessori and Kindergarten Head teachers Association (KHA). Such a critical observation calls for a harmonization of the ECDE teacher training programmes.

Infrastructure is important in ensuring a conducive learning environment for ECDE pupils. The availability of adequate classrooms to cater for all the students, libraries with relevant reading materials and safe recreational facilities among

others, all have a direct impact on the performance of the ECDE pupils. The ministry of education has set up guidelines on the standards and parameters for school infrastructure. Nairobi City County (2014) the task force report for the education sector. But according to (Aila, p. (2005). Most ECDE programmes have inadequate physical faculties, equipment and materials inadequate ECDE materials owing to the facts that many publishers decline to undertake publishing of ECDE materials as lack of quick ready markets. This position get a backing from (Task force report. (2012). ECDE experience lack of learning materials, especially books for use at early age and unsuitable facilities at these centers.

The growth of the knowledge economy has created a paradigm shift in the drivers of economy, with technology emerging as a key factor of production. Technology has a critical role in enhancing access to, and quality of education .it also gives predictive analysis that drives powerful student improvements and help in acquisition of 21st century skills. The need to use ICT as tool to be integrated in curriculum delivery across all subjects and at all levels of education starting with ECDE to the rest of other levels can never be overstated. However deployment of ICTs is largely evident in primary and secondary schools, but very little has been done for stand-alone ECDs, making use of ICT facilities access inadequate in this level coupled with dynamic nature of ICT technology. Safety and security in ECDE centers in Nairobi City County perhaps of concern simply because safety is one of key indicators of how well an education system is working and also is

central to provision of quality ECDE education. Security too has direct impact on good learning environment, ECDE centers need to enjoy this sense of security for teachers' pupils and property. In attempt to provide ECDE services Nairobi City County could experience problems from expansion of slum areas which are characterized by common insecurity issues like high prevalence to violent crime, drug abuse, teenage pregnancies and domestic violence. Environmental issues like open sewers, open garbage dumpsites and impassable roads and fear related to terrorist activities.

1.2 Problem Statement

Nairobi city county; city education department is tasked with a responsibility of realigning county education management and ECDE provision as provided for in the fourth schedule part 2 in the constitution of Kenya 2010. However in alignment process to implement the devolved education functions has brought to fore ECDE legal framework overlaps and resource use inconsistencies between the two levels of government in regard to county education management and ECDE provisions in Nairobi City County.

These overlaps have created cooperative legal framework and resource allocation gaps in provision of ECDE in city education (Nairobi City county taskforce report, 2014). This study therefore seeks to assess cooperative education legal

framework and education resources allocation mechanism that create cohesion or conflict in devolved governance system in management of ECDE.

1.3 Purpose of the study

The purpose of this study was to examine cooperation between county and national government in provision of Early Childhood Development Education a case study of Nairobi City County.

1.4 Objectives of the study

- i. To examine the extent to which cooperative legal framework between county and national government influences operations of Early Childhood Development Education in Nairobi City County.
- ii. To establish the extent to which cooperation between county and central government in management of human resource influences provision of Early Childhood Development Education in Nairobi City County.
- iii. To assess the extent to which infrastructures resources cooperation between the governments influences provision of Early Childhood Development Education in Nairobi City County.
- iv. To examine the extent to which financial resource allocation between the two levels of governments influences provision of Early Childhood Development Education in Nairobi City County.

1.5 Research Questions

1. To what extent does the cooperative legal framework between county and national government influenced operations of early childhood development education in Nairobi City County?
2. To what extent does the mechanisms of cooperation between the two levels of governments in management of human resource influence provision of early childhood development education in Nairobi City County?
3. To what extent does the mechanisms of cooperation available between the governments in infrastructure development influenced provision of early childhood education in Nairobi City County?
4. To what extent does the mechanisms of cooperation between two levels of government in financial resource allocation influenced provision of early childhood education in Nairobi City County?

1.6 Significance of the Study

The finding may benefit city education department manager who is the core driver of devolved education function through assessing the strength and weakness of ECDE legal and policy provision and suggest positive changes require in improving city education performance. Secondly the finding may benefit County Chief Executive team member to interrogate holistically early childhood development education sub-sector with a view to realign, implement and provide resources required to enhance education management in the county. Thirdly the

finding would benefit the county legislature using through examining county education legal framework and polices generated by the assembly in regard to ECDE management. Also it could benefit the public and individual in terms of providing information on the status of ECDE education services. Finally it could provide data for future researchers on ECDE related studies.

1.7 Limitation of the Study

The research study anticipated limitation in regard to literacy levels of some respondent on technical terms under study, lack of co-operation from a target respondent as a result of organization policy loyalty bulk of work or job security. To address the limitation, use of terms that are easily understood, use County ECDE administrators in charge as channel to reach respondents. Explore techniques that would cultivate trust and assurance that all the information obtained would be treated with confidentiality it deserves.

1.7.1 Delimitation of the Study

The study drew much of the information from the provisions of the constitution, legal and policy frameworks and task force reports. The sources of such information were coined in defined structures such as Articles, Sections, sub-section or even acts which requires comprehensive interpretation across them.

Therefore to counter the challenge, a simplistic interpretation as provided by other authors so as to avoid going through article, act or section that might require a legal interpretation.

1.8 Basic Assumptions of the Study

The research assumes that;

- i. Cooperation and alignment of legal framework as provided for by the constitution would result to a greater harmony and operations of devolved governance system in ECDE.
- ii. It assumes that the instruments used to collect data would capture all desired information.
- iii. Devolution is relative new concept of governance adopted by the Government of Kenya.

1.9 Definition of Significant of Terms

Constitution refers to the instrument or law that organizes and manages governance and state power.

Cooperation refers to the two levels of government being distinct and inter-dependent and they conduct their mutual relations on the basis of consultation.

County government refers to a geographical units envisioned by the 2010 constitution of Kenya as units of devolved government.

National/central government refers to the government of a nation-state and is a characteristic of a unitary state.

Early Childhood Development Education refers a crucial programme that lays a foundation for a child's holistic and integrated education

Nairobi County refer to City County with code 47 according to the former province

Constitution refers to the instrument or law that organizes and manages governance and state power.

Provision refers to all the elements that enable rendering of ECDE services practical.

Infrastructure refers to physical and supportive ECDE environment

Financial resource refers to monetary support by way of budgetary allocation.

Management of human resource refers to proper acquisition, development and maintenance of ECDE personnel.

CHAPTER TWO

RELATED LITERATURE REVIEWED

2.1 Introduction

This chapter presents reviewed literature on historical cooperative system in provision of Early Childhood Development Education, Cooperative ECDE legal framework perspectives, ECDE human resources, ECDE financing aspects and of ECDE infrastructural aspects in provision of ECDE services in Basic education sub-sector in Nairobi city county, city education department.

2.2 What is ECDE and its significance?

Early Childhood Education generally involves developmental experience of young children before the start of the compulsory schooling. It encompasses all the dimensions of growth and development, which includes the mental, affective and psychomotor aspects (Myers, 1998).

Early Childhood Development Education also refers to services for young children as early childhood education (ECE). This includes all kinds of education taking place before compulsory schooling and provided in different kinds of settings – nurseries, crèches, childcare Centre's, kindergartens, pre-schools and other similar institutions this is according to Education International ECE Task Force Report (2010).

The significance of ECDE according to MoE (2012). Pre- primary provides an opportunity for the development of learner's brain, which is most rapid during the first five years of life. In addition, this stage provides emotional, cognitive, social, physical, moral values, spiritual and aesthetic development of the learner. Investing in pre- primary education prepares children for further learning and growth. proper approach at this level can help the education system reduce costs in the long run at this level the focus is to promote cognitive skills, and exposure to general knowledge in various fields, instil life and social skills, national values and encouraging interpersonal relationships at an early age.

According to international journal of Current Research (2011). A research article on ECDE in Kenya say that early childhood Development Education interventions are significant in the social and economic development of a country. As argued in Kenya's Sessional paper no 5, given the biological, intellectual and psychological significance of early childhood Education on children has the potential on economic and social benefits at family, community and national levels, quality early childhood interventions are a mark of hope to health development of the country's citizens.

2.3 Historical Cooperative Systems in provision of ECDE

Early childhood development education (ECDE) is both the formal and informal education that the child receives as she/he grows. Informal setting of ECDE takes place at home, school, and playground in the community. The formal setting is in form of early school arrangement such as nursery school, kindergarten and institutional homes (Wawire, 2006).

In United States of America (USA) ECDE covers 0-8 from the previous 0-5 years, this is because according to research findings developmental changes in children's intellectual, social and physical power occur around 7-8 years. So in USA, they started a programme known as Head Start. This was a programme which sought to ensure that children were familiar with concepts they were supposed to have when they began schooling. When they did this, they found that the children from poor environment did the same as children from good environment (Krueger, 1999).

In Kenya and Africa, institutionalized pre-school education was a relatively a new phenomenon in general. Early Childhood Education (ECDE) itself was not a new phenomenon in our society. In Kenya traditional societies, children in ECD receive adequate care, stimulation and socialization from parents and other community members. Intellectual needs were also met through stories, riddle and

games just to mention but few. Institutionalization of pre- school education in Kenya is a byproduct of colonization (Kenya Institute of Education, 1992). The development of pre-school in Europe, and America was greatly influenced by the need to provide health, welfare and care of poor children from war and slum conditions (Austin, 1976).

The first organized pre-school education movement was in the early 1940's in urban areas in Kenya to cater for Europeans and Asians living in the urban areas. The colonial administration established pre- school institution in urban centers where there were heavy concentration of European and Asians population to specifically serve these communities.

The first pre –school for African children can be traced back in the urban areas in African settlement (republic of Kenya, 2009). This was mainly as a result of the effects of the 2nd world war, which exposed Africans to European brand of education this inspired them to copy their education models including pre- school education. In rural areas, the first pre- schools catered mainly below fives and emerged in the mid 1950's. These centers initially started as feeding centers in restriction camps and emergency villages between 1952 and 1957 in areas affected by emergency especially in central and eastern Kenya during the freedom fighters movement war. These centers were never meant to be schools. They were

to provide custodial care for children while their parents were engaged in forced communal labour.

The missionaries also played a big role in development of ECDE prior to and after independence. In 1950s churches welfare associations in conjunction with the local communities started feeding centers in arid and semi-arid areas. Children were provided with food and milk for lunch. As children waited for the food to be ready there was need to involve them in play and other activities. These eventually led to development of permanent pre-school centers (Sifuna et al. 2007).

2.4 Cooperative Legal Framework and Provision of ECDE.

The vision of the world Declaration on Education for All (Jomtien, 1990), supported by the Universal Declaration of Human Rights and Convention on the Right of the children, that all children have the human right to benefit from education that will meet their basic learning needs in the best and fullest sense of the term, an education that includes learning to know, to do, to live together and to be. It is an education geared to tapping each child talents and potential and developing learners' personalities, so that they can improve their lives and transform their societies, the world Education Forum (2014) Dakar Senegal Framework for Action 26-28 April 2014.

The international community commitment to basic education (early childhood) and world summit for children is a clear indication of the level at which the world

is addressing ECDE related issues. The community collectively committed themselves to attain a number of goals one of them is expanding and improving comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children. To achieve the goal the governments, organizations, agencies, groups and associations represented at the world Education Forum pledged to mobilize strong national and international political commitment for Education for All, develop national action plans and enhance significant investment in basic education (early hood education).

The concept and practice of devolved cooperative system of governance in provision of ECDE has been practiced by many countries, the U.S is a good example. The American education system, school attendance is compulsory for students through age 16 in most states. Children generally begin elementary school with kindergarten (K) at age five.

However day care is one form of early childhood education, which is referred to early childhood settings that focus their goal on substitute care for children while their parents are absent. They could involve academic training, or they could involve solely socializing activities. The pre-school is the first formative academic classroom – based learning environment that a child begins around the age of three in order to prepare didactic and academically intensive kindergarten, the traditional “first “ class that school children participate in. Pre- schools differentiate themselves by equally focusing on harvesting a child’s; social

development, physical development, emotional development and cognitive development. They commonly follow a set of organization-created teaching standards in shaping curriculum and instructional activities/ goals.

The U.S federal education system is not based on one, or even a few, framework laws. Instead there are a wide variety of federal, state and local laws, plus court decisions and regulations that define various aspects of their decentralized system. In addition, there are rules and policies adopted by educational association and individual schools and institutions that often have legal status with respect to matters within their competence (USNEI, 2008).

Perhaps these (wide legal framework) could explain the most remarkable characteristic of decentralized American education system. Schools in the United States have remained overwhelmingly a state and local responsibility, they exercise direct oversight over most aspects of education at all levels. They perform the political, administrative, and fiscal functions that are often the work of ministries of education in countries with centralized education systems.

In Africa Ghana education management system is through the local Government Act no 462 of 1993 made provisions for the transfers of power from the central government to the sub- national institution such as the district assemblies. The children's Act No 560 of 1998 enjoined the district assemblies and other decentralized departments to facilitate the establishment of day care centers and

other Early Childhood Care and Development (ECCD) institutions. The pre-school education is not compulsory and normally caters for children in age group 3-5, Nurseries for children aged 3-4, while kindergartens cater to children between the ages of 4 and 6 years. There are also crèches for children up to 2 years old and daycare centers.

The constitution of Kenya (2010) establishes government at two levels, National and County governments. Article 6(1) divides the territory of Kenya into 47 counties. Therefore, Kenya is transiting from a centralized government to devolved system of government. The constitution establishes a devolved system of governance with the objects and principles of devolution as articulated by Articles 174 and 175, Elemi Yetu Coalition (2013) Understanding devolution. The constitution of Kenya 2010 is the supreme guiding law in education. The Fourth Schedule of CoK, 2010 Part 2 establishes functions and confers power to county governments over pre-primary education, village polytechnics, home craft centers and child care facilities, MoE (2012) Task Force Report On The Re-Alignment of Education Sector to the Constitution. But for the purpose of this study we concentrate with pre-primary and child care functions because they are the core of the study. The children's Act No 8 of 2001 sections 2 and 7(1) (2) defines who is a child and provides the right to free and compulsory basic education.

However the principle of intergovernmental cooperation as provided in Article 189 between the levels seems not to advance the provision of ECDE interventions due to ineffective functional and competency assignment between the two levels of government which has slowed down the provision of ECDE in Nairobi City County. This is because of the Exclusive , concurrent or Residual functions by constitution have not been clearly distributed to operationalize ECDE functions between the governments and its Agencies , resulting to duplication of services, unfunded services and increased wastage in funds expenditure and increased contestation over who is responsible for what.

2.5 Inter-government ECDE Financing

The National Government is the main financier of education for which it allocates 40 per cent of the budget. The bulk of the government funding goes to payment to teachers' salaries and capitation grants for primary and secondary schools. The counties finance ECD facilities, with parents meeting the cost of feeding and supplementary learning materials. Developmental partner such a donor and non-governmental organization play a major role in financing education. However, the support by many of these agencies is limited to areas they deem needy.

The demand for ECDE services is high and most stake holders were positive about its inclusion in the constitution. In the Sessional Paper No. 1 of 2005, the Government was to integrate ECDE into Basic Education by 2010 but this policy

has not been fully implemented. This act therefore has led ECDE services continue to provide on a partnership basis. Non integration of ECDE has led to low funding of ECDE programmes by the exchequer in comparison with other levels of education. The government plays a very minor role in providing ECDE services; currently the government contributes only 0.1 per cent to the recurrent expenditure in the ECDE (international journal of current research, 2011).

According to UNICEF (2008) Situation Analysis of education in Kenya, budgetary allocations for education continue to favor primary schooling. Whereas in 2005, there were 7.6m primary school enrolments, with a budgetary allocation of 56 per cent, 12 per cent for Universality with only 0.092m students, the ECDE sub sectors 1.6m children were supported by a 0.04 per cent public education , while the rapidly expanding secondary education sub-sector with 0.93m students in 2005 received 21 per cent. Primary schooling receives by far the largest share of education budget, while the critical ECDE, Special Education and NFE sub – sectors receive very small allocations overall or per child.

The counties can enhance budgetary allocation to ECDE programmers' by collaborating with National government to adopt policies that build capacity of ECDE to mobilize additional resources, harmonize and coordinate service provision between the governments organs, the NGOs, international agencies and the local communities, develop an integrated financial management system for all

ECDE centers for monitoring of finances use, provide resources for infrastructure, continue to provide, teaching and learning resources for free and compulsory education for all children and finally establish a cost –effective system of sustaining financing of county education.

2.6 Inter-government Human Resource Management

Human capital is one of the most critical resources needed for socio-economic development of an organization or county. Therefore a critical mass of educated people who are equipped with appropriate knowledge, skills and attitudes is required in order to achieve the county’s political, economic and social goals. For these aspiration to be achieved there is need for the department of Education in the county to be an efficient and effective organization. This requires enhanced capacity by way of informed and pro-active leadership; clear management goals, targets and structures; deployment and implementation of staff development policy and an effective system of staff appraisal. Where this does not exist, it will have to be developed, Nairobi City County (2014) the task force report for the education sector.

In order for the county and national government to remain relevant in provision concurrent function of ECDE in this era of devolved system of governance, a well-coordinated cooperation need to be put in place to address the existing gaps in ECDE sub-sector.

According to sessional paper No. 14 of 2012 pre-school teacher education sector is facing multifaceted challenge in this era devolved governance system. To begin with the sub-sector has diverse employer and the majority are not well remunerated resulting in high attrition rates and low morale, there is no clear career and professional route to becoming an ECDE teacher educator, majority of teachers in the teacher training institution do not have teacher education training qualification.

This observation is supported by international journal of current research, 2011. On their part, the number of untrained teachers in ECDE centers is still high at 56 per cent in the public ECDE centers. Due high rate of attrition as a result of the poor pay packages many pre-school teachers are untrained and so lack skills to enhance the holistic development and learning of children. Also lack of supervision has affected the quality of services. Quality assurance standard officers (QUASO) is not adequately equipped to handle inspection an assessment of ECDE services, including issues relating to transition.

2.7 Inter-government ECDE infrastructure

Infrastructure is important in ensuring a conducive learning environment for pupils. The availability of adequate classrooms to cater for all the students, libraries with relevant reading materials and safe recreational facilities among others, all have a direct impact on the performance of the pupils.

According to Grace Key (2014). The physical environment comprises the school building, the outdoor area, objects, furniture and materials in the classroom which should be child-sized. This included desks, sinks, tables, chairs and shelves. Similarly, all equipment and apparatus in ECDE should be of a suitable size and weight for children, and should be moveable. Furniture can be kept to a minimum, and arranged in such a way that there is plenty of open spaces for free movement, exploration and spontaneous activity both indoor and outdoor.

According to international journal of Current Research (2011). A research article on ECDE in Kenya, a study by (Young, 2002) revealed that the benchmark of a quality ECDE programme is based on the ECDE input and process and adequate physical facilities, outdoor play equipment, learning materials, stable staff, including trained teachers, support staff and head of institutions; a programme that encompass provision of adequate nutrition, health services and holistic curriculum and classroom dynamics.

Raul and Julian (2002). considers that the purpose of a preschool is not to act as a child “ storage centers” but one that have the school building which is functional and practical to activities of children who are by nature active and prone to recreational aspects of life. The centers should be located in open areas where there is plenty of sunlight and fresh air, free from contamination and if possible have play equipment.

The child and the environment are in a unique relationship, because the environment shapes the child and according to Montessori philosophy “Adults admire their environment, but the child absorbs it. It becomes part of his soul” therefore ECDE infrastructure and environment need to consider completely favorable environment for the child’s optimal development such as; striking a freedom and structure in balance, consider beauty enhancement in the classroom and in materials, order and routine, Nature were access of the out-door activity are encouraged and reality in that the classrooms should be full of learning materials.

2.8 Summary of Literature Review

The emerging Key knowledge issue from cooperative legal framework in a devolved system of governance was the dynamic nature of education management in two levels of government that require continues consultation among all stakeholders. Secondly for a devolved system to remain relevant, continues legal and policy framework review may be adopted with objective being need based. The perspectives of decentralized system of governance also bring to fore issues of resources mobilization and allocation by the stakeholders, public participation in decision making, hierarchy of checks and balances is critical. Literature controversies noted remain on structural level of administration by individual counties. This could be informed by the social and economic demand of that county which is based on their local goals. The gaps remain on lack of dynamic and robust legal and policy framework that bring on board

resources related issues, participation and checks and balance in provision education services in the two levels of government.

2.9 Theoretical Framework

This study was anchored on system theory. The theory is concerned with systems, wholes and organizations (Bertalanffy, 1968). According to Herylighten and Juslyn (1992) belief that the world is made of interacting components have properties, when viewed as a whole and that do not exist within any of the smaller units.

System theory reveals a multifaceted world which is comprised of sub-systems within systems within environment, all of which are regulated through a set of relationships.

System theory argues that no matter how complex or diverse the world. It is possible to find different types of organization in it and that organization can be described by principles that are independent from the specific domain being investigated.

The choice of the system theory in this research was based on the fact that organizations are systems. A system is defined here as a collection of elements in which the performance of the whole is affected by every one of the parts and the way that any part affects the whole depends on what at least one other part is doing. Therefore system theory provides a common conception of organization as

organizer or conceptual frame through which devolved system of government can be understood.

The system theory support devolved system of governance arrangement by providing information knowledge or data about system, such as structure of system which was key in understanding the basic structure of systems, secondly it helps to

understand the behavior of system before it can be influenced. Thirdly the theories acknowledge change, as part of the very fabric of systems.

2.10 Conceptual Framework

Is a body of knowledge and tool that is developed to make full patterns clearer and enable us uncover information, structure and behavior about systems. The basic system theory model includes; input, processes and output of a system as well as a feedback loop (Rechar A. & Elwood F, 2001). Foundation of Human Resource Development.

Figure.2.1 Conceptual Framework model provides a comprehensive valuable knowledge to a cooperative system nature that exists between National and County governments in provision of Early Childhood Development Education, a case study of Nairobi County, Kenya. The framework had three inter- linked unit component that support each other to achieve a common goal. The first unit is

legal framework and Resources, the second is the two levels of governments which sets the process and the third unit is product.

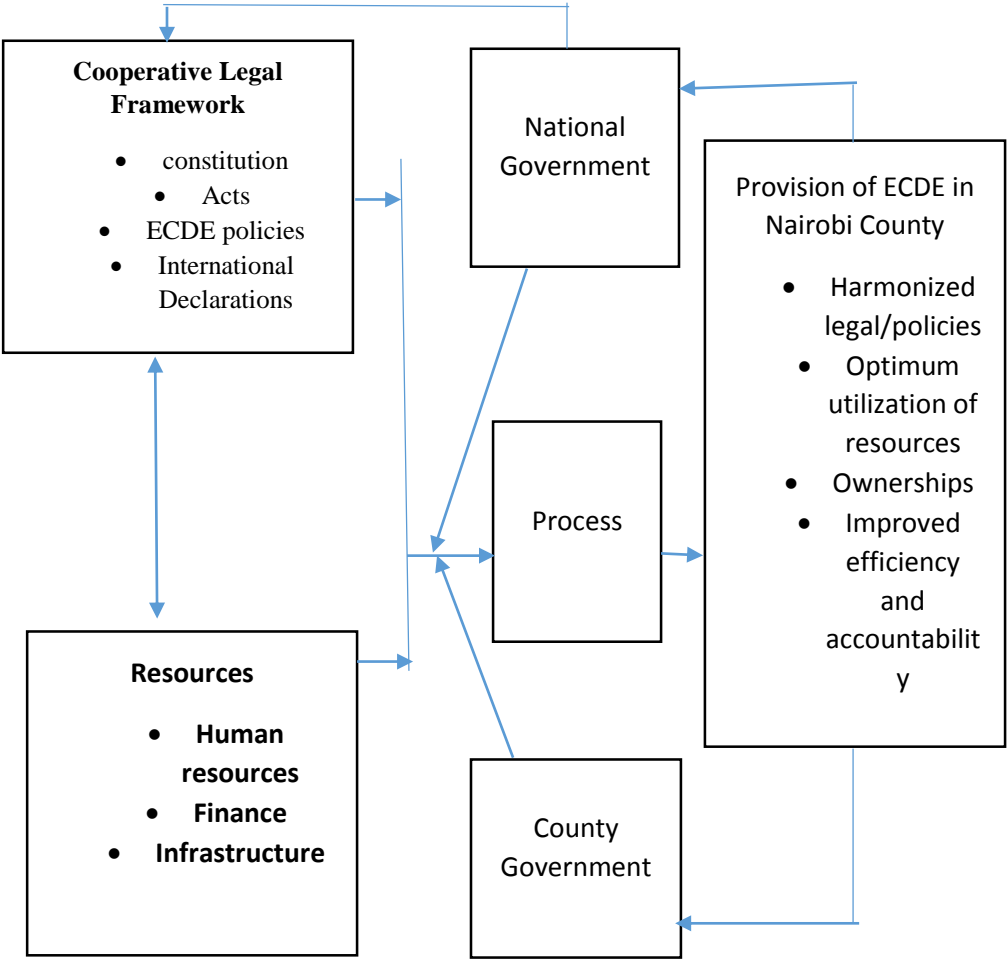


Figure.2.1 Conceptual framework

The intent of the study was to provide an assessment of cooperative legal framework in a system of devolved governance in provision of ECDE between Nairobi City County, city education department and National government in accordance with the fourth schedule part 1 and 2 of CoK 2010. The conceptual framework developed shows clearly the linkage between various variables that underpin inter-government links in ECDE provision. The independent variables entail legal framework and resources allocation framework. The intervening variables are two levels of governments, while the dependent variable is the various ECDE provision outcomes. These variables are related to the research questions and objectives of the study and they provide guideline in the development of the conceptual framework.

CHAPTER THREE

RESEARCH METHODOLOGY

3.1 Introduction

This chapter covers research design target population, sampling procedure, data collection procedure, validity of instruments and reliability of the research instrument, methods of data analysis techniques and ethical considerations.

3.2 Research Design

The study research adopt a descriptive survey research design, since the social phenomenon relay on descriptive, by asking individuals about their views, feeling and altitude regarding devolved governance system in management of education in Nairobi City County. The research design was suitable because it allowed analysis of legal/policy alignment implementation, level of resource allocation, rate of public participation in decision making and how checks and balances have been employed.

3.3 Target Populations

Mugenda and Mugenda (2010) advocates the important to select a representative sample from the accessed population that can be studied and inferences made to the larger population. As shown in table 3.1, the study targeted a population of 147 respondents 75 ECDE County Managers and 72 ECDE County teachers who were drawn from Nairobi city county education department ECDE staff list 2015. The respondents included; 1 chief county education officer, 1 Chief Advisor to school, 1 Director, 1 assistant Chief Advisor to school, 2 Ass. Director, 4 Advisor to school, 35 Senior Instructors, 23 Supervisors, 7 Inspectors and, 72 ECDE teachers.

Table 3.1 Target Population

Categories	Target Population	Sample population
ECDE County Managers	75	36
ECDE County Teachers	72	22
TOTAL	147	58

3.4 Sample Size and Sampling Procedures

The researcher used Cluster and purposive sampling technique to determine the population that was used in the study.

Cluster sampling involved the researcher identifying the targeted cadre in Nairobi city education department, purposive sampling was used to administer the

questionnaires on a particular characteristic of population that were of interest, and best able to answer the research questions, structured questionnaires was administered to 58 officers to solicit data on devolved governance system in management of Nairobi city county education.

3.5 Data Collection Instruments

Two structured questionnaires was used to elicit data from Nairobi city county education department officer on assessment of devolved governance system in management of education in Nairobi City County. For retrospective data, desk reviews used to assess the relevant of the existing policies and laws, from education sector Nairobi City County 2014.

Validity of instruments

Validity is often defined as the extent to which an instrument measures what it purports to measure (AM J Health pharm- volume1, 2008). According to Kothari (2005) validity is the degree to which results obtained from the analysis of the actually represent the element under study. Therefore it is the degree to which the instrument truly measures what it is intended to measure. In other words, validity ensures content, construct and criterion related validity in the study.

Mugenda and mugenda (2008) advocate that the pre-test sample should be 1% to 10% depending on sample size. In this study, a pilot study was carried on 18 who were not be included in the final study.

Reliability of instruments

Kothari, (2005) defines reliability as the consistency of measurement, or degree to which an instrument measures the same way each time it is used under the same conditions with the same subjects. In this study, test- retest method will be used to estimate the degree to which same results could be obtained with a repeated measure. To gauge reliability, the instruments will be administered twice within a time interval of two weeks. The respondents used during pre-testing exercise will not be included in the final sample. Questionnaires will then be reviewed on the basis of the responses obtained.

3.6 Data Collection Procedure

The researcher obtained an introduction letter from the University of Nairobi (UoN) and a research permit from the National Council of Science and Technology (NCST). The director city education Nairobi County was informed of the study to be carried out in the city education department. The researcher issue questionnaires, to education officers in Nairobi city education department, city hall annex and its devolved units which they filled them and was collected later for the purpose of analysis after the set time limit.

The retrospective data and desk reviews was gotten from the resource center of Nairobi city county education department, to enrich the data.

3.7 Data Analysis Techniques

Data collection was checked and cleaned for errors of responses from survey to ensure accuracy, reliability and relevance to the study. There after the data was be entered and displayed in excel spreadsheet and was analyzed using descriptive statistical analysis which are simple measurements such as frequencies and percentages to be able to give a quick understanding of the scenarios in education legal framework between the county of Nairobi and national government in provision of basic education also cooperative framework between the two levels of government on resource allocation was analyzed. Results was presented in form of tables, graphs and charts

3.8 Ethical Considerations

In any form of research there is need to consider not only the expertise and diligence but also honesty and integrity of the researchers. This is done to recognize and protect the right of human subjects by observing the right to self-determination, anonymity, confidentiality, and informed consent. The subjects consent was obtained before they completed the questionnaires and the respondents were informed of their right to voluntary consent or decline to participate and to withdraw participation at any time without penalty. Anonymity and confidentiality were upheld throughout the study by not disclosing the respondents name on the questionnaires and research reports detaching the written consent from the questionnaire and research reports detaching the written consent

from the questionnaires. Self-determination was facilitated by treating participants in the study as autonomous agents while scientific honesty was regarded as an important ethical responsibility.

CHAPTER FOUR

DATA ANALYSIS, PRESENTATION AND DISCUSSION

4.1 Introduction

This chapter covers the findings obtained from the primary instruments used in the study. It discusses the characteristics of the respondents, their opinion on the cooperation between county and central government in provision of Early Childhood Development Education a case study of Nairobi County, Kenya. In order to simplify the discussions, the researcher provided pie- chart, tables and graphs that summarizes the collective reactions of the respondents.

4.2 Instrument Return Rate

Table 4.1 Instrument return rate

Categories	Sample	Returned	Percent	Aggregate
	Population		returned	per
			category	Percent on
				categories

ECDE Teachers	22	19	86	32.8
ECDE Managers	36	18	50	31.0
TOTAL	58	37	-	63.8

Table 4.2 shows a sample size of 22 ECDE teachers and 36 ECDE managers' respondents as shown in table 3.1 with a target population of 147. However the returned respondents was 19 for ECDE teachers and 18 for ECDE managers, representing 86% and 50% response rate respectively. The aggregate return rate percent of the categories response was good at 63.8% and representative as it is within what Babbie (2011) prescribed as a significant response rate for statistical analysis and established at a minimal value of 50%.

4.2 Background Information

The study sought to establish the background information of the respondents including respondents' gender, age, highest education level, years of service the respondents had in ECDE management and ECDE teaching experience.

4.2.1 Gender of ECDE teachers and ECDE Managers

Table 4.2 Gender of ECDE teachers and ECDE Manager

Gender	ECDE Teacher		ECDE Managers	
	Frequency	percent	Frequency	percent
Male	1	5.3	7	38.9

Female	18	94.7	11	61.1
TOTAL	19	100	18	100

The finding in table 4.3 on gender of County ECDE teachers and managers show that the majority 94.7% of county ECDE teachers were female while 5.3% are male. A similar observation was made on County ECDE managers where a majority 61.1% were female and 38.9 were male. The one sided gender presentation signify lack of gender parity in Nairobi City County ECDE subsector.

4.2.2 Age of ECDE Teachers and ECDE Managers

Table 4.3 Age of ECDE Teachers and ECDE Managers

Age	EDCE Teacher		ECDE Managers	
	Frequency	Percent	Frequency	Percent
Under 30 year	0	0	0	0
31-40 years	4	21.1	5	27.8
41-50 years	8	42.1	8	44.4
Above 50 years	7	36.8	5	27.8
TOTAL	19	100	18	100

The finding on age and profile of ECDE teacher and managers in Nairobi City county education department indicate that there were neither ECDE teachers or managers below 30 years, while those between age 31-40 years accounts for

21.1% and 27.8%, age 41-50 account for 42.1% and 44.4% for those above 50years account for 36.8% and 27.8% respectively. These finding show majority of ECDE managers and teachers are between 31-50 years accounting for 72.2%, while the remaining 27.8% account for those above 50 years respectively.

4.2.3 Education Level of Respondents

The respondents were requested to indicate their education level. The results were as indicated in Table 4.1

Table 4.4 Highest Education Levels of Respondents

level	ECDE County		ECDE County	
	Teachers		Managers	
	Frequency	Percent	Frequency	Percent
Certificate	5	26	0	0
Diploma	14	74	6	33
Bachelors	0	0	10	55
Masters	0	0	1	6
PHD	0	0	1	6
TOTAL	19	100	18	100

The finding on the table 4.1 showed that the majority of ECDE County teachers with diploma level of education account for 74% while 26% of them with a certificate. A majority 55% of ECDE County managers had a bachelors, 33% with diplomas while those with masters and Doctorate of philosophy account for 6% respectively

4.2.4 Years of Experience of ECDE Teacher and ECDE Manager

Table 4.5 Job Experience of ECDE Teachers and Managers

Years	ECDE Teachers		ECDE Managers	
	Frequency	Percent	Frequency	Percent
1- 10 year	5	26.3	5	27.7
11-15 year	3	15.8	1	5.6
16-20 year	5	26.3	3	16.7
Above 20 years	6	31.6	9	50
TOTAL	19	100	18	100

The ECDE teachers and managers were asked to indicate how long they had been in their current job, this was to establish whether the respondents had a recollection of the happening in ECDE sub-sector in areas under study. The finding in Table 4.5 showed that the County Education ECDE managers those with long serving experience between 10 and above years account for a 72.3% and those below 10 years account for the remaining 27.7%. This therefore provide a pointer that the majority had a reliable information on the happening and changes in ECDE subsector in Nairobi County.

4.3 Cooperative legal framework System of Devolved Government in

Provision of ECDE in Nairobi County

In every socio-dynamic society education is held as a fundamental necessity which each and every country throughout the world endeavors to nature within their geographical location. The constitution of Kenya (2010) in its Bill of Rights lays emphasis on the right to quality and affordable education for all. Vision 2030 has education as an integral part in propelling the Social and Economic pillars.

Under the constitution, education and training in Kenya is governed and managed under a two tier government, the National Government and the county Government. The County Government is in charge of pre-primary education, village polytechnics, homecraft Centre's and childcare facilities. It is this function that the Nairobi City County lays out the policy to guide this education. Nairobi City County (2014) the task force report for the education sector.

The Cooperative System of Devolved Government in this case provision of ECDE education is on the premise of three relational principles; the principle of distinctness in their constitutional functions, institution, resources and legal frameworks. This principle in effect rules out the concept of hierarchy as a relational principle, instead it provides the freedom to make decisions in the functional areas assigned to them (two levels of government) by the CoK 2010 without undue interference from the other.

The principle of interdependence a certain measure of mutual respect between the two levels of government and in this case in the provision of ECDE education in Nairobi County. Article 189(1)(a) in this regard requires governments at either levels to perform its functions, and exercise its powers, in a manner that respects the functional and institutional integrity of government at the other level, and respects the constitutional status and institutions of government at the other level and in the case of county government, within the county level.

The principle of inter-dependence is important between the two levels of government in provision of ECDE. Inter-dependence is key since devolution combines self- government at the local level and shared government at the national level. It is necessitated by the facts that the consumers of the services rendered by the two levels of government are the same citizens of Kenya, although located in different part of the country. Article 6(2) and 189(1)(b) and (c), inter-dependence require that the two levels of government not only cooperate with, assist, support and consult each other and, as appropriate, implement the legislation of the other level of government; but also liaise with each other for the purpose of exchange information, coordinating policies and administration and enhancing policy.

Therefore this study was carried out to interrogate the cooperation between the two levels of government in provision of ECDE a case study of Nairobi County, on the bases of cooperative principle as enshrined in CoK 2010.

4.3.1 Operational Cooperative ECDE Legal Framework

Table 4.6 Operational Cooperative Legal Framework between National &County

Views	ECDE County Managers	
	Frequency	Percent
Strongly Disagree	5	27.8
Disagree	4	22.2
Not Sure	2	11.1
Agree	7	38.9
TOTAL	18	100

The finding from table 4.7 show a half of county ECDE education managers had a negative verdict, this is an aggregate of both those strongly disagreed and disagreed, 38.8% agreed with the statement only 11.1% of them had a neutral position on the statement.

Table 4.7 Clear Legal Framework in Financing ECDE

Views	ECDE County Teachers	
	Frequency	Percent
Strongly Disagreed	9	47.4
Disagreed	1	5.3
Not Sure	5	26.3
Agreed	2	10.5
Strongly Agreed	2	10.5
TOTAL	19	100

The finding from table 4.7 shows response on a statement that was asked to County ECDE teacher whether exists clear legal framework in the financing of ECDE between the county and national government and the ECDE teachers was 47.4% strongly disagreed, 5.3% disagreed, and 26.3% were not sure, agreed 10.5% and 10.5% strongly agreed. Therefore an aggregate majority 52.7% disagreed, 21% agreed while 26.3% were not sure.

The concurrent of a majority was a negative response from the two levels of respondents on the statements; the county ECDE managers and ECDE teachers at 50% and 53% respectively perhaps signals alignment disharmony in legal framework on; the constitution, Acts or educational policies in provision of ECDE.

According to NCC (2014) task force report, the legislative gap may have occurred when the Local Government Act CAP 265, the Education Act CAP 211 and the various City By-laws were repealed and new ones took effect when the new CoK 2010 was enacted, which never took a special consideration on the unique position of Nairobi city county which had an historical tradition of running and managing of ECDE together with a well-established structures and staff who had experience.

4.3.2 Concurrent Education Functions between County & National Government

Table 4.8 ECDE Manager Opinion on Concurrent Education Functions

Views	ECDE County Managers	
	Frequency	Percent
Strongly Disagreed	2	11.1
Disagree	9	50.0
Not Sure	2	11.1
Agree	4	22.2
Strongly Agreed	1	5.6
TOTAL	18	100

The finding in table 4.9 on concurrent functions the response was ECDE managers strongly disagreed were 11.1%, disagree 50%, not sure 11.1%, agree

22.2% and 5.6% strongly agreed. The aggregate total cluster showed 61% ECDE managers gave a negative agreement, 27.8% gave a positive agreement and 11.1% were not sure, meaning the shared ECDE functions in Nairobi County is not doing well.

4.3.3 There are Transfers of Additional Education Functions to County as Captured in Basic Education Act, 2013

The finding by the ECDE teachers and managers are shown in Figure 4.8

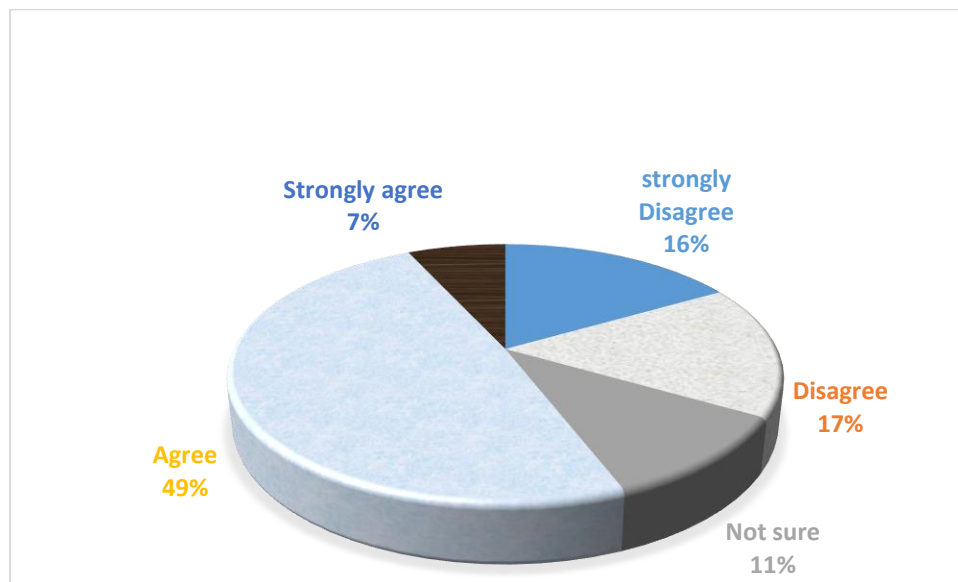


Figure 4.1: Opinion on Transfer of Functions

The data on Figure 4.8 on the transfers of education functions to county government the ECDE managers was 17% strongly disagreed, 16% disagreed, 49% agreed, 7% strongly agreed and 11% were not sure. The aggregate cluster showed a majority 55% agreed and 33% disagreed. The positive response of

ECDE teachers and managers could be a significant pointer according to Nairobi County, (2014) *The Taskforce Report for the Education Sector*, and the basic Education Act No 14 of 2013 was achieving its objective of aligning education in the country as per the new constitution. It established county Education Board which oversaw in consultation with county government the operation and management of pre-primary education including Childhood care programmes in the county. It further at subsection (2) recognizes Article 187 of the Constitution that allows the national government, upon request and with agreement between both governments, to transfer its functions relating to infrastructure development, allocate conditional grants so that county government to cater for additional responsibilities arising from the transfer.

4.4 Inter-government ECDE Resource Allocation

The intergovernmental provision of ECDE resource allocation are the set of multiple formal and informal process, channels, structures and institutional arrangement between levels of government. The aim is to promote and facilitation of cooperative decision-making; coordination and alignment of priorities, policies, plans, budgets, and activities across interrelated functions in the sector; ensuring smooth flow of information within and between governments on constant basis in order to enhance service delivery and appropriate responses to subsector needs.

Table 4.9: Level of Aggregate Agreement with Statements on Intergovernmental ECDE Resource Allocation to County Government

<u>Inter-government ECDE resource</u>	<u>Agreed</u>				<u>Not sure</u>		<u>Disagreed</u>	
	<u>F</u>	<u>%</u>	<u>F</u>	<u>%</u>	<u>F</u>	<u>%</u>	<u>F</u>	<u>%</u>
There were legal basis for ECDE resource allocation on funds	3	17	3	17	12	67		
There were sufficient framework on resource management in ECDE subsector	7	39	2	11	9	50		
Inter-government cooperation had improved ECDE resource use	1	7	4	22	13	72		
There were clear intergovernmental criteria for ECDE resource allocation	1	6	5	28	12	67		

The observation made from the table 4.2 the majority 67% disagreed that there were clear legal basis for ECDE Resource allocation on funds and grants, 17% agreed while 17% were not sure. The same respondents, a majority 50% believe there were no sufficient framework on resource management in ECDE subsector, 39% agreed with 11% were not sure whether or the statement stand. Equally the majority 72% still disagreed that inter-government cooperation has improved ECDE resource use, with 22% were not sure and 7% agreed. A statement whether or not there

were clear intergovernmental criteria for ECDE resource allocation, the majority 67% disagreed, 28% were not sure and 6% agreed with the statement.

Table 4.10: Level of aggregate agreement with statements on inter-government ECDE financing

<u>Intergovernmental EDCE financing</u>	<u>Agreed</u>		<u>Not sure</u>		<u>Disagreed</u>	
	<u>F</u>	<u>%</u>	<u>F</u>	<u>%</u>	<u>F</u>	<u>%</u>
The National Government adequately provided financing for ECDE to Nairobi City County	6	32	1	5	12	63
The Nairobi City County allocated adequate financing to ECDE subsector	5	26	1	5	13	68
The private public partnerships adequately bridge financial gaps in ECDE	3	16	4	21	12	63
There exist clear inter-government legal framework in financing ECDE	4	21	5	26	10	53

The responses from the statements that were posed to ECDE teachers showed a negative but varied reaction across all statements. A majority 63% had a negative response to the statement on National Government adequately provide financing for ECDE to Nairobi City County, 32% had a positive response with 5% not sure

on the same. On whether the Nairobi City County allocate adequate financing to ECDE subsector, the majority 68% were not in agreement, 26% agreement with 5% not sure on the same. Moreover response on whether private public partnerships financing adequately bridge financial gaps in ECDE, a majority 63% had a no, 21% were not sure while 16% agreed with the statement. Whether there exist a clear inter-government legal framework in financing ECDE, a majority 53% of ECDE teacher disagreed, 26% not sure and 21% agreed.

Table 4.11: Level of aggregate agreement with statements on inter-government ECDE human resources

<u>Intergovernmental ECDE human resource</u>	<u>Agreed</u>		<u>Not sure</u>		<u>Disagreed</u>	
	<u>F</u>	<u>%</u>	<u>F</u>	<u>%</u>	<u>F</u>	<u>%</u>
There were enough ECDE teachers in Nairobi City County subsector	6	32	1	5	12	63
The ECDE teachers have a well developed training programmes to enhance their skills	15	79	1	5	3	16

The finding on table 4.4 a majority 63% had a negative opinion on whether or not there are enough ECDE teachers in Nairobi City County subsector, 32% agreed while 5% were not sure. The majority 79% of ECDE teachers agreed that ECDE teachers have a well-developed training programmes to enhance their skills.

Table 4.12: Level of aggregate agreement with statements on inter-government ECDE Infrastructures

ECDE infrastructure in City County	Agreed		Not sure		Disagreed	
	F	%	F	%	F	%
There were adequate ECDE learning Class rooms and playing spaces	10	53	2	11	7	37
The ECDE facilities had suitable ICT network for learning	0	0	2	11	17	89
The security and safety of EDCE were Guaranteed by Nairobi County	10	53	3	16	6	32

A majority 53% of ECDE teachers agreed that there were adequate ECDE learning class rooms and playing spaces, on whether or ECDE facilities had security and were safe a majority 53% gave a positive response. However the majority 89% disagreed on whether ECDE facilities had a sustainable ICT network for learning.

CHAPTER FIVE

SUMMARY, CONCLUSION AND RECOMMENDATIONS

5 Introduction

This chapter presented the summary study, conclusion drawn from the findings and recommendations made therein as guided by the objective of the study.

5.1 Summary of study

Education remains a central component of any Nation's developmental engine to harness its gains, education system need to be; clearly defined, legislatively protected from any political selfish dictates, owned by relevant stakeholders, adequately financed and constantly subjected to periodic technical consultation and reviews to meet the dynamic trends of ever changing world.

The education system in Kenya is anchored in the constitution of Kenya 2010 which elaborate the provisions that touch on matters of education. The Fourth schedule, Part 1 and 2 allocate functions in management of education between National and County Governments. The research study sought to examine the cooperation between the two levels of Governments in the provision of ECDE, a case study of Nairobi County education sector. The key study research area that were sought were; examination of cooperative legal framework between the County and National government in provision of ECDE in Nairobi City County. Secondly establishment whether or not there exists cooperation between the two

levels of governments in management of human resource in provision of ECDE in Nairobi City County. Thirdly sought to examine whether or not there exists cooperation mechanism between the two levels of government in ECDE infrastructure development and management. Finally examination of financial resource allocation between the two levels of government in provision of ECDE in Nairobi City County.

The question perhaps that could be in the mind of many in regard to the study was, why a research study in cooperation between the two levels of governments in provision of ECDE? The reason is found first in devolution process in Kenya through the promulgation of the constitution of Kenya 2010 which made Government to exist at two levels. And the Fourth schedule, part 2 has the function of pre-primary education as a County government responsibility and that being the case, the Early Childhood Development Education (ECDE) globally and Kenya in particular had been recognized as a crucial programme that lays a foundation for a child's holistic and integrated education that meets the cognitive, social, spiritual, emotional, physical and developmental needs, this therefore generates interest considering the important role it plays in the cycle of learning as an entry point and foundation, thereby drawing attention on how it is managed in these era of devolution.

The finding of the study showed that the majority of the respondents as ECDE manager or as ECDE teacher were female accounting for 61% and 95% respectively. Moreover the age profile showed none of the ECDE teachers or managers was below 30year. The respondents had impressive Education level at 55%, also the majority 67% had ECDE serving experience between 10 to 20 years. At the same time a majority 50% of the respondents strongly disagreed that operational cooperative ECDE legal framework in existence had little influence in cooperation process, at the same time an aggregate majority 64% disagreed on whether their exists clear intergovernmental criteria for ECDE resource allocation.

An aggregate majority 62% believes intergovernmental ECDE financing was inadequate. A majority 63% had a negative opinion on whether or not there are enough ECDE teachers in Nairobi City County subsector, 32% agreed while 5% were not sure. The majority 79% of ECDE teachers agreed that ECDE teachers have a well-developed training programmes to enhance their skills. Finally a majority 53% of ECDE teachers agreed that there were adequate ECDE learning class rooms and playing spaces, on whether or ECDE facilities had security and were safe a majority 53% gave a positive response. However the majority 89% disagreed on whether ECDE facilities had a sustainable ICT network for learning. The importance of these finding would shade light to existing gaps on legal, human resource, financial and infrastructure to all relevant stakeholders, thereby

enabling them to review, modify or even develop new strategies to counter the challenges faced by ECDE subsector.

5.2 Conclusions

The findings to address the first research question that sought to examine to what extent does cooperative legal framework between county and national government influenced provision of ECDE in Nairobi City County, a majority 50% provided a negative response which imply their exists ECDE legal framework gaps that slows implementation of CoK 2010 which provides for a purposeful legal framework mechanisms of cooperation between the of levels of government. The implication to ECDE was a slowed operation and inter-sector coordination in provision of the much needed ECDE services in Nairobi City County. The system theory had its relevance in the finding when ECDE legal framework draws its operation synergy from two important level of government systems; National and county, without which no meaningful ECDE activities would work.

The majority 64% of aggregated response on whether or not there exists inter-governmental ECDE resource allocation mechanism was negative, similarly a majority 63% had a negative opinion on whether or not there are enough inter-government ECDE human resource in an attempt to address the second objective. However the majority 79% had an opinion that the ECDE teachers had a well-

developed training programmes that enhances their skill. The negative and positive response implies lack of clarity and operationalization of ECDE human training and management. The system theory shows its relevance through advocating for understanding of basic structures of systems for optimum output. Lack of clarity in this finding therefore signals information knowledge gaps between the two levels of government on management of ECDE in a devolved system which is a multifaceted intra extra links but with a common objective- ECDE services, so concerted inter- level and inter- sector effort were needed in the system for any meaningful achievement.

In determining whether or not there exists inter-government ECDE infrastructure development and management, a majority 53% of ECDE teachers agreed that there were adequate ECDE learning class rooms and playing spaces, on whether or ECDE facilities had security and were safe a majority 53% gave a positive response. However the majority 89% disagreed on whether ECDE facilities had a sustainable ICT network for learning, signifying imbalance in ECDE investment in infrastructure.

Intergovernmental ECDE financing examination showed 62% had negative aggregate responses, implying ECDE does not get adequate financing from the National government, County government and from private public partnerships

financing arrangements. These therefore imply that under funding undermines the overall ECDE mandate.

In general the system theory is concerned with how systems, whole or sub-whole work through linking components which have properties that are regulated by a set of relationships. These settled well with the study objectives and the findings. The National government as a whole system with complex component within itself houses sub-systems county governments with relative properties drawn from National government both needed to draw inter and intra strength from each level in intergovernmental cooperation.

Equally education system take a similar approach to its complex mandate. Legal framework sets tone on how resources across all levels would be utilized. Finally the theory acknowledged change as part of the very fabric of system.

5.3 Recommendations of the study

- The ministry of Education as agent of National government on matter education needs to address ECDE legal framework by rationalizing implementation of ECDE pieces of legislation and policies with a view to provide a clear mechanism that ensures coordination between the Ministry of Education and other Ministries and government departments that are stakeholders in the education sector including Counties who are mandated to manage EDCE subsector.

- Ministry of Education need to increase capitation grant progressively to Counties to fund ECDE programme such as infrastructure.
- The County government Education sector need to establish a policy and legal framework for the establishment, maintain and management of ECD centres by enacting the county ECDE legislation.
- County government need to enhance capacity building of ECDE stakeholders as a governments and put in place data gathering, monitoring and evaluation mechanism in order to facilitate the objective of the subsector meaningful.
- Nairobi City county need to increase ECDE capitation regularly, need also to partner with the National government, adopt and operationalize a public-private partnerships framework to enhance financing to ECDE subsector in Nairobi City County.
- Nairobi City County needs to enhance a framework that regulates, maintains and rehabilitates ECDE facilities to ensure they are functional and practical to children activities.
- More attention and advocacy need to be focus on the ECDE through public- private partnership initiatives to ensuring that the distinctive purpose and nature of ECDE is recognized and valued as the current scenario isn't the case.

5.4 Suggestion for further research

The process of legal reforms in ECD education subsector remain a major milestone in the devolved structure of governance. Due to dynamic cooperative reform gaps in alignment of ECDE with CoK 2010 in terms of operational legal framework, human, financial and infrastructure development and management, more surveys need to be carried to track the process and outcomes inform policy and strategies that would enhance efficient and effective achievements in ECDE subsector.

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APPENDICES

APPENDIX 1: Letter of Transmittal

Justus Bogongoh Nyachieo
University Of Nairobi,
P.O Box 30197
Nairobi
27th March 2015

The Director City
Education Department,
Nairobi City County
P.O Box 30075-00100
Nairobi

Dear Sir/ Madam,

RE: LETTER OF TRANSMITTAL OF DATA COLLECTION

This is to inform you that I will be carrying out a research study leading to the award of master of Education (Corporate Governance) from the University of Nairobi.

The study focuses on “**Cooperation between county and Central Government in provision of ECDE in Nairobi City County, city Education Department**” when the research is successfully completed; I presume the finding to enable Nairobi City County Management, City Education Department Manager to assess the county Education sub-sector strength and weakness of post promulgation of constitution, in regard to devolved education function. The input is therefore important in determine the success of this study. The questionnaire requires provision of information by answering the questions honestly.

Any information obtained in connection with this study will remain confidential. In case of any questions about the research, please contact me.

Yours faithfully,

Justus Bogongoh Nyachieo

APPENDIX II: Questionnaire for County Education Managers

Introduction:

The questionnaire is aimed at gathering data for the study on Cooperation between county and Central Government in provision of ECDE services in Nairobi City County. City education department

The information collected is solely for academic purpose and cannot therefore be used for any other purpose beyond this research. The details of the correspondents remain confidential

Instruction:

- Do not write your name anywhere in this questionnaire
- Check () the appropriate response when applicable

Section A: Demographic Information

1. What is your gender?

Male () Female () Other () Specify.....

2. How old are you?

Below 30 years () 41-50 years ()
31-40 years () above 51 years ()

3. What is your highest professional qualification?

Diploma () Master's Degree ()
Bachelor's Degree () Philosophical Doctorate degree ()

4. State your current designation.....Job group.....

5. How long have you been in your current Job?

- | | |
|---------------------|--------------------|
| Below One years () | 10-15 years () |
| 1-5 years () | 16-20 years () |
| 6-10 years () | above 20 years () |

SECTION B: Cooperative legal framework system of devolved Government.

6. Please tick against each statement which best describes your views ()

(SD) Strongly Disagree (D) Disagree (NS) Not Sure (A) Agree (SA) Strongly Agree

There are operational cooperative ECDE legal frameworks between county and National government **SD () D () NS () A () SA ()**

Concurrent education functions between county and National government are well capture **SD () D () NS () A () SA ()** in the education legal framework

There are transfers of additional education functions to county as captured in Basic

Education Act, 2013 section 26(2) **SD () D () NS () A () SA ()**

Intergovernmental cooperation in ECDE between the two levels of government adds value to education functions in the county

SD () D () NS () A () SA ()

Please list some of the intervention measures that county education sector has undertaken to address ECDE legal framework challenges to ensure education in the county runs smoothly

SECTION C; Intergovernmental ECDE Resource Allocation

7. The following statement relates to **ECDE** sector resource allocation between the two levels of government. Please tick against each statement that describes your views on the same.

(SD) Strongly Disagree (D) Disagree (NS) Not Sure (A) Agree (SA) Strongly Agree

There are clear legal basis for education resource allocation on funds and grants to county government **SD () D () NS () A () SA ()**

There are sufficient frameworks on management of educational resources in context of county education sector **SD () D () NS () A () SA ()**

Cooperation between county and national government has improved proper resource use in county education sector **SD () D () NS () A () SA ()**

There are clear criteria for resource allocation to county education sector in the two levels of government for county education sector. **SD () D () NS () A () SA ()**

9 Please list some of the intervention measures the county education sector has undertaken to address education resource allocation and utilization

APPENDIX III: Questionnaire for ECDE Teachers

Introduction:

The questionnaire is aimed at gathering data for the study on assessment of devolved governance system in management of education in Nairobi City County. City education department

The information collected is solely for academic purpose and cannot therefore be used for any other purpose beyond this research. The details of the correspondents remain confidential

Instruction:

- Do not write your name anywhere in this questionnaire
- Check () the appropriate response when applicable

Section A: Demographic Information

7. What is your gender?

Male () Female () Other () Specify.....

8. How old are you?

Below 30 years () 41-50 years ()
31-40 years () above 51 years ()

9. What is your highest professional qualification?

Diploma () Master's Degree ()
Bachelor's Degree () Philosophical Doctorate degree ()

10. State your current designation.....Job group.....

	2	The ECDE teachers have a well-developed training programmes to enhance their skills.					
	3	The ECDE teachers have poor pay packages					
D		ECDE Infrastructure in Nairobi City County	1	2	3	4	5
	1	There are adequate ECDE learning class rooms and playing spaces in Nairobi County schools.					
	2	The ECDE center facilities in Nairobi County have sustainable ICT network for learning.					
	3	The security and safety of ECDE centers and its facilities are guaranteed by Nairobi County.					
C		ECDE Learning Materials	1	2	3	4	5
	1	There exists a clear curriculum for ECDE schools in Nairobi City County.					
	2	There are adequate teaching and learning ECDE materials provided by Nairobi City County.					

APPENDIX IV: Letter of Introduction



UNIVERSITY OF NAIROBI
COLLEGE OF EDUCATION AND EXTERNAL STUDIES
SCHOOL OF EDUCATION
DEPARTMENT OF EDUCATIONAL ADMINISTRATION AND PLANNING

Telegram: "CEES"
Telephone: 020-2701902
dept-edadmin@uonbi.ac.ke

P.O. BOX 30197
OR P.O. BOX 92 -00902
KIKUYU

22/06/2015

OUR REF: UON/CEES/SOE/A&P/1/4

TO WHOM IT MAY CONCERN

Dear Sir/Madam,

RE: JUSTUS BOGONGO NYACHIRO – REG. NO. E55/69741/2013

This is to certify that **Justus Bogongoh Nyachiro** is our Master of Education student in the department of Educational Administration and Planning of the University of Nairobi. He is currently doing his research on *"Cooperation between County and Central Government in Provision of Early Childhood Development Education A case Study of Nairobi County, Kenya"*.

Any assistance accorded to him will highly appreciated.



DR. GRACE NYIRAH
CHAIRMAN
DEPARTMENT OF EDUCATIONAL ADMINISTRATION AND PLANNING

APPENDIX V: Letter of Authority



NATIONAL COMMISSION FOR SCIENCE, TECHNOLOGY AND INNOVATION

Telephone: +254-20-7919471,
2241349, 310571, 2219420
Fax: +254-20-318245, 316249
Email: secretary@nacosti.go.ke
Website: www.nacosti.go.ke
When replying please quote

9th Floor, Uday House
J. haram Highway
P.O. Box 30623-00109
NAIROBI-KENYA

Ref. No:

Date:

NACOSTI/P/15/5632/7182

31st July, 2015


Justus Bogongoh Nyachico
University of Nairobi
P.O. Box 30197-00100
NAIROBI.

RE: RESEARCH AUTHORIZATION

Following your application for authority to carry out research on
*“Cooperation between county and central government in provision of Early
Childhood Development Education, a case study of Nairobi County Kenya,”*
I am pleased to inform you that you have been authorized to undertake
research in **Nairobi County** for a period ending **4th December, 2015.**

You are advised to report to **the County Commissioner and the County
Director of Education, Nairobi County** before embarking on the research
project.

On completion of the research, you are expected to submit **two hard copies
and one soft copy in pdf** of the research report/thesis to our office.


DR. S. K. LANGAT, OGW
FOR: DIRECTOR-GENERAL/CEO

Copy to:

The County Commissioner
Nairobi County.

The County Director of Education
Nairobi County.

National Commission for Science, Technology and Innovation is ISO 9001:2008 Certified

APPENDIX VI: Research Permit

**THIS IS TO CERTIFY THAT:
MR. JUSTUS BOGONGO NYACHIEO
of UNIVERSITY OF NAIROBI, 0-100
NAIROBI, has been permitted to conduct
research in Nairobi County**

**on the topic: COOPERATION BETWEEN
COUNTY AND CENTRAL GOVERNMENT IN
PROVISION OF EARLY CHILDHOOD
DEVELOPMENT EDUCATION A CASE
STUDY OF NAIROBI COUNTY KENYA**

**for the period ending:
4th December, 2015**


.....
**Applicant's
Signature**

**Permit No : NACOSTI/P/15/5632/7182
Date Of Issue : 31st July, 2015
Fee Received :Ksh 1000**




.....
**Director General
National Commission for Science,
Technology & Innovation**

CONDITIONS

1. You must report to the County Commissioner and the County Education Officer of the area before embarking on your research. Failure to do that may lead to the cancellation of your permit
2. Government Officers will not be interviewed without prior appointment.
3. No questionnaire will be used unless it has been approved.
4. Excavation, filming and collection of biological specimens are subject to further permission from the relevant Government Ministries.
5. You are required to submit at least two(2) hard copies and one(1) soft copy of your final report.
6. The Government of Kenya reserves the right to modify the conditions of this permit including its cancellation without notice



REPUBLIC OF KENYA



**National Commission for Science,
Technology and Innovation**

RESEARCH CLEARANCE PERMIT

Serial No. A

6033

CONDITIONS: see back page

APPENDIX VII: Survey Authority

NAIROBI CITY COUNTY

TELEGRAM "SCHOOLING"
TELEPHONE: 2231/66/224/261
EXT. 2436 /2590

The seal of the Nairobi City County Education Department, featuring a central shield with a book and a torch, flanked by two figures, all within a circular border.

CITY HALL ANNEXE
P. O. BOX 30258 GPO, 00100
NAIROBI, KENYA

EDUCATION DEPARTMENT

GL/NC/141 VOL V/176

30th June, 2014

JUSTUS BOGONGO NYACHIED
UNIVERSITY OF NAIROBI
P.O. BOX 30197- 00100,
NAIROBI.

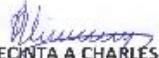
RE: RESEARCH / SURVEY AUTHORIZATION

We are in receipt of your letter dated 27th June 2015, requesting for authority to conduct survey in public primary and ECDE schools in Nairobi County for the purposes of educational research on *"Cooperation between County and Central government in Provision of Early Childhood Development Education, A case Study of Nairobi County, Kenya"*

I wish to inform you that authority has been granted to you to carry out the research in schools of your choice in the county. Please be informed that the research should not interfere with teaching & learning in schools.

Liaise closely with respective Head teachers for the success of your research. On completion, this office expects a copy of the research findings.

I wish you success.


JECINTA A CHARLES
CHIEF ADVISOR TO SCHOOLS
FOR: DIRECTOR EDUCATION DEPARTMENT
Cc Education Officers