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Comparative Education Policies

**EDUCATIONAL POLICIES IN KENYA:
AN HISTORICAL ACCOUNT AND CRITICAL APPRAISAL**

George S. Eshiwani (Consultant)
Research Division
Education and Training Department
The World Bank
April 1986

EDUCATIONAL POLICIES IN KENYA :
AN HISTORICAL ACCOUNT AND CRITICAL APPRAISAL

BY

George S. Eshiwani
Bureau of Educational Research
Kenyatta University

1. The purpose of this paper is to provide:

(a) A succinct factual account of educational policies in Kenya since independence, with emphasis in the last five years and

(b) A critical appraisal of such policies according to a set of specific criteria outlined later in the paper.

2. An Historical Account

Kenya became independent in December 1963 after nearly 80 years of colonial rule under Britain. Exactly one year later it became a Republic.

The present population is slightly over 20 million with a rate of increase of 4.1 per cent. Nearly 60 per cent of this population is under 20 years. This highlights the problem of dependence and great burden the country has to carry in providing education.

2.1 Education at Independence

Formal education was introduced to the people of Kenya by the Missionaries as a strategy for evangelical success. The missionaries dominated the provision and administration of

education throughout the colonial period. Some of the centres they established grew into large institutions and to-day are among the National Secondary Schools in the country.

Colonial education in Kenya was determined by a variety of factors, the main ones being the principle of self-sufficiency, the racial composition of the territory authorities that colonies should develop on their own resources in order not to be a drain on Imperial Treasury. Colonial administrators were to initiate and direct the development of social welfare in their respective territories and finance them from internal resources. Education in Kenya was organized on racial lines. It was argued that the different races in the country, Africans, Asians, Arabs and Europeans, had attained different levels of social, political and economic development and each needed the kind of education that would preserve its culture and prepare its people for their "appropriate" service role in the society. This meant that there were different education curricula for each race-different education systems within one country. Racial segregation in education remained until 1960 when it was abolished. The settlers wanted education that would produce enlightened workers who would be capable of taking instructions so as to be useful on the farms. But they were opposed to any attempts to make Africans aspire to equality with the whiteman; nor did they like education that would make Africans self-sufficient in their rural areas as this would threaten the supply of cheap labour for settler farms.

With the racial segregation the Colonial Government showed much neglect for African education. This has been evidenced by the fact that more resources and facilities were spent on non-African education, representing 3 per cent of the population than on the Africans representing 97 per cent.

Colonial education was inadequate in quantity and scope. Its objectives were narrow and restrictive. Table 1 shows the number of schools and pupils in both primary and secondary schools from 1963. Out of a total of 25,903 pupils in secondary schools 1962, Africans were 8,033. These figures must be seen against the background of the larger African population compared to the other racial groups. In an ideal situation the number of African pupils should have been proportionally larger than the others.

Table 1: Number of Schools and Pupils in Kenya 1961 - 1963

Year	Primary		Secondary	
	Schools	Pupils	Schools	Pupils
1961	7,725	870,448	104	21,369
1962	6,198	935,766	141	25,903
1963	6,058	891,553	150	28,764

The restrictive nature of colonial policy on African education meant that at the time of independence a large majority of children of school age was not going to school and a small number had passed through the system. This was reflected in the critical shortage of educated and trained local manpower that was urgently needed for economic and social development of the new nation. Nor had the colonial system been concerned with national cohesion since in a colonial setting there could be no sense of nationhood.

Instead, as has been said above, education was tailored to set races apart in a complex of relationships that ensured the domination of one group over others. Even among Africans ethnic differences were manipulated to keep the various communities apart under the principle of "Divide and Rule". In the materialistic colonial society the Africans came to see formal education as a means of earning a livelihood and a passage to modernity which to them was represented by the European life style. The products of this system therefore saw their education as personal achievements not tied by an obligation to society.

2.2 Education and independence.

With independence in 1963 a different socialization process was vital to change racial and ethnic prejudices that had been nurtured over the years in order to build a cohesive multiracial society which the new Government had pledged itself to. It was important to prepare a psychological basis

of nationhood" and education was a significant instrument or doing this. Independence brought a new era that changed the occupational roles for Africans. They had to assume responsibility in the administration of the country.

"Appropriate" education was necessary both in quantity and in quality to prepare them for the roles they were to play. Education had now to be a vehicle for rapid socio-economic development and change in a new system that was committed to offer equal opportunity and social justice for all citizens, and the eradication of poverty, ignorance and disease. It was to restore the African personality and recapture his cultural heritage which was diminishing as a result of the imposition of alien culture while at the same time preparing the Kenyan society for its place in the modern international community. In order to meet these new challenges education required a new content and a co-ordinated national programme. It could no longer be left in the hands of the Missions and therefore the new state had to assume responsibility for a secular educational system that also respected the faiths of all communities and individuals, while continuing to welcome the participation of Missions and other voluntary agencies.

Kenya has realized tremendous expansion in education since independence. This has been the result of a number of factors: the increasing public demand for more educational facilities largely as a result of the increasing population; the Government's commitment to make education accessible to all Kenyans; and the pressing need for educated and trained

manpower. The expansion of education in the post-independence period has been the result of a double pronged activity and co-operation between the general public and the Government. To most families in Kenya education has been seen as a social investment promising socio-economic returns and the education of their children is given the seriousness that this implies. This has been evidenced by the ready enthusiasm with which the Kenyan communities have been contributing funds to build especially new secondary schools under the national motto of 'Harambee' - the spirit of pulling together for development. Along with the expansion has been the Government's commitment to democratize education by extending opportunities to areas which has been disadvantaged during the colonial period.

Table II: Landmarks in Educational Policy Making in Kenya
1963 - 1985

Year	Event/Policy Reform	Remarks
1963	National Independence	The ruling party KANU commits itself to universal free primary education
1964	The Kenya Education	TORs: advise the Government of Kenya in the formulation and implementation of national policies for education.

Table II (Cont.)

Year	Event/Policy Reform	Remarks
1964/70	The first Development plan	Emphasizing economic expansion, Kenyanization and expansion of education to provide manpower skills.
1965	The Sessional Paper No.10	Education seen as much more of an economic than social service - the principal means of relieving the shortage of domestic skilled manpower for equalising economic opportunities.
1967	The Teachers Service Commission Act	Established a single employer and unifies terms of service for all teachers
1968	Education Act	Put the responsibility for education in the hands of the Minister for Education and instituted measures to streamline the administration of the Ministry of Education.
1970	The University of Nairobi Act	Established National University
1979/74	The Second Development Plan	Emphasized vocational skills for self-employment.

Table II:(cont.)

Year	Event/Policy Reform	Remarks
1972	A study of curriculum development by an advisory mission	TORs: To review and evaluate existing curricular, syllabi and examinations and current to efforts develop them. To make recommendations on teacher education, school facilities and financial implications.
1972	I.L.O. Report: Employment, Income and Equality: A strategy for increasing productive employment in Kenya	Recommended abolition of the certificate of Primary Education, creation of vocational institutions and introduction of the quota system in the education system.
1972-73	University Grants Committee	Considered financing of university education, expansion and manpower needs of the country.
1974/78	The Third Development Plan	Stressed the constraints imposed on development by the under utilization of human resources and by the lack of appropriate skills at all levels.

Table II: (Cont)

Year	Event/Policy Reform	Remarks
1974	Presidential Decree	Abolished fees for the first four classes of primary school: First step towards UPE.
1976	The National Commission on Educational Objectives and Policies	TORs: To redefine Kenya's educational objectives and recommend policies to achieve these objectives within the financial constraints.
1978	The National Council of Science and Technology Act	Established to co-ordinate research and direct research policy
1980	The Kenya National Examinations Council	Established a national body to administer and conduct examinations.
1980	The Kenya Literature Bureau Act	Established a publishing body to print, publish and distribute educational materials.
1979/83	The fourth development Plan	Emphasis on alleviation of poverty through continued growth of the economy, creation of income earning opportunities, improvement of income distribution and

Table II: (Cont)

Year	Event/Policy Reform	Remarks
		and provision of other basic needs including basic education, nutrition, health care, water and housing.
1981	The Presidential Party on the establishment of a Second University in Kenya	Reviewed the education system and recommended restructuring of the system to 8-4-4
1983	University Grants Committee Report	Made recommendations regarding the financing of university education: Education would continue to be financed by public funds, students would be expected to pay for their accommodation, food and books through a loan system.
1985	Kenyatta University Act	Established Kenyatta University
1985	New University Act	Established the Commission for Higher Education to promote university education and advise the Minister of Education, Science and Technology on the establishment of public and private universities in Kenya.

Table II: (Cont)

Year	Event/Policy Reform	Remarks
1985	A restructured education system introduced (8-4-4)	The education system changed from 7-(4-2)-3 to 8-4-4.

3. Landmarks in Educational Policy

3.1 Legal Framework

Table II shows the landmarks in educational policy in Kenya between 1963 and 1985. It is evident from this table that the legal framework of Kenya's education has been created by the following policy documents and Acts of parliament:

1. The KANU Manifesto, already referred to, by which the Government committed itself to eventual provision of universal free education and spelt out other socio-economic aspirations to be met by education.
2. The Sessional Paper No.10 of 1965, in which education was seen as "much more of an economic than a social service.....the principal means for relieving the shortage of domestic skilled manpower and equalizing economic opportunities among all citizens."

3. Education Act (1968), now under review, which put the responsibility for education in the hands of the Minister for Education and instituted various organs for the organization and management of education at all levels.
4. The Teachers service Commission Act (1967) established a single employer and unified terms of service for all teachers.
5. The University of Nairobi Act (1970) established national university.
6. The National Council of Science and Technology Act (1978) established a body to co-ordinate research in science and technology and advise the Government on relevant policy matters.
7. The Kenya National Examinations Council Act (1980) established a national body to administer examinations. Previously this was done by the defunct East African Examinations Council.
8. The Kenya Literature Bureau Act (1980) established a publishing body to print, publish and distribute educational materials.

3.2 Education in the Development Plan

The Country's Development Plans have sought to give practical and appropriate application to the objectives enunciated in the Sessional Paper No.10 of 1965, namely economic growth, wider sharing of the benefits of property, closer integration amelioration of national disparities.

The Government's aims for Education in Kenya, as stated in the Planning documents are: the expansion of educational opportunities; the production of skilled manpower; promotion of national economic development; universal primary education; and the promotion of national unity.

In the first Development Plan (1964/70), the emphasis was on economic expansion, Kenyanization and the expansion of education to provide the necessary manpower skills. In the second Development Plan (1970/74), the theme of vocational skills for self-employment was given priority in an attempt to provide economic and social balance between the urban and rural areas.

The third development Plan (1974/78), however, broke new ground in terms of educational policy. The Plan stressed the constraints imposed on development by the under-utilization of human resources and by the lack of appropriate skills at all levels. In brief the education system (both formal and non-formal) was called upon to provide:

- (a) the high level skills needed for Kenyanization and economic/industrial growth;
- (b) the vocational/technical training for employment and self-employment;
- (c) equality of educational opportunity for national integration and progress;
- (d) attitudes favourable to development;

- (e) on-the-job skills for agriculture and the informal sector;
- (f) training in literacy and in basic areas as health, nutrition, child care, etc. to promote rural development.

The objectives proposed for the 1974/78 Plan were therefore drawn up as follows:

- (i) to promote universal primary education and remove fees from standards 1 to 4.
- (ii) to ensure that access to higher and more specialized levels is directly related to the nation's economic needs and that moreover the recipients of the benefits of this education should shoulder a greater part of its costs;
- (iii) to study the curriculum, methods of teaching and forms of selection presently practised at the primary and secondary levels;
- (iv) to limit the resources needed to operate the present system and thus make available the additional manpower and finance necessary to change it; to reduce the annual growth in educational expenditure to less than 11% at the beginning;

- (v) to exercise the closest control over the number and type of teacher trainees and over their deployment in schools:
- (vi) to restrict capital investment in the education sector to those projects most likely to improve the quality and content of the educational system.

As a follow-up to these specified objectives, the Government established in 1976 a National Committee on Educational Objectives and Policies (NCEOP) with a mandate to evaluate the educational objectives, structure, and content, define a new set of goals and formulate a programme of action. The NCEOP drew the country's attention to the following:

- (i) Rapid economic growth has been accompanied by growing unemployment among the educated despite the enormous increase in education costs since independence;
- (ii) The formal education system has been seen by the majority of Kenyans as the best access route to the advancement of the individual, society and the economy;
- (iii) The objectives, content and structure of, education are highly selective;

- (iv) Education tended to reinforce disparities already existing between income groups, sexes and regions of the country.

In order to bring educational priorities in line with the country's development strategy, the HCEOP Report suggested the following:

- (i) Channeling of resources and incentives towards rural development with the aim of promoting employment creation;
- (ii) Reform of the education system in order to make it responsive to educational expectations and requirements of the rural population, thereby integrating education with local environment;
- (iii) Intensification and integration of non-formal education/training;
- (iv) Defining the national educational standard which all schools should attain;
- (v) Reduction of regional disparities of educational opportunity;
- (vi) Introduction of social ethics into the curricula.

The 1979/83 plan focusses attention on measures to alleviate poverty through continued growth of the economy,

creation of income-earning opportunities, increasing the volume and quality of Government services, improvement of income distribution and provision of other basic needs, including basic education, nutrition, health care, water and housing. All education programmes in the 1979/83 plan should, therefore, be seen within the context of the plan strategies. Education is important in the Basic Needs Strategy in two ways. It is itself a component of basic needs, both as basic education for children and literacy training for adults. Secondly, education and training are contributors to other components of basic needs, producing appropriately trained providers of services and products to the poorest - health, sanitation, water, low-cost housing, agricultural extension etc.

The Plan outlines the complex set of problems facing the education sector; high costs, demand exceeding supply, school leavers unemployment and so on. It recognizes that education continues to be a dominant sector in the economy, accounting for 5.9% of GDP and 30% of total Government recurrent budget. However, it cautions that further expansion and future improvement will have to be met within a framework of severe resource constraints.

The magnitude of the task of providing education for a rapidly growing school population does not only have implications on resources but also on the quality of education offered. From this perspective, the plan is committed

to substantial improvement in the quality and relevance of education as well as the wider distribution, particularly of educational opportunities in less developed areas. The shift in educational development will be from the emphasis on mere quantitative expansion to a system which is diversified, functional, of improved quality and efficiently managed. To overcome the problem of unemployment among school leavers, the Plan proposes:

- (a) expansion of employment opportunities;
- (b) promotion of career guidance on employment prospect particularly in rural areas;
- (c) Adapt the school curricula to make it more relevant to labour market requirements; and
- (d) expansion of training within the public and private sectors of the economy.

3.3 Studies and Review of Kenya's Education

As shown in Table 1, Kenya's education has been studied and reviewed from time to time since independence, with a view to effective planning and development as evidenced in the succeeding paragraphs:

The Kenya Education Commission (1964/65) was appointed to survey the existing educational resources of Kenya and advise the Government of Kenya in the formulation and implementation of national policies for education which:

- (a) appropriately expresses the aspirations and cultural values of an independent African country;
- (b) take account of the need for trained manpower for economic development and other activities in the life of the nation;
- (c) take advantage of the initiative and service of the regional and local authorities and voluntary bodies;
- (d) contribute to the unity of Kenya;
- (e) respect the educational needs and capacities of children;
- (f) have due regard for the resources, both in money and personnel, that were likely to become available for educational services;
- (g) provide for the principal educational requirements of adults.

This was the first commission to make an exhaustive national enquiry into the whole of education in Kenya. It made a summary of what were to be objectives of education in Kenya as follows:

- (a) Education is a function of the nation; it must foster a sense of nationhood and promote national unity.

- (b) Education in Kenya must serve the people of Kenya and needs of Kenya without discrimination.
- (c) Our public schools are an instrument of the secular state, in which no religion is privileged but they must respect the religious convictions of all people.
- (d) The schools of Kenya must respect the cultural traditions of the peoples of Kenya, both as expressed in social institutions and relationships.
- (e) An excessively competitive spirit in our schools is incompatible with our traditional beliefs and must be restrained. Every young person coming from our schools must be made to realise that he has a valuable part to play in the national life.
- (f) Education must be regarded, and used, as an instrument for the conscious change of attitudes and relationships, preparing children for those changes of outlook required by modern methods of productive organization. At the same time, education must foster respect for human personality;

- (g) A most urgent objective of education is to subserve the needs of national development;
- (h) Education must promote social equality and remove divisions of race, tribe and religion. It must pay special attention to training in social obligation and responsibility.
- (i) An outcome of our educational provision must be adaptability to change.

A study of Curriculum Development in Kenya (1972) was made by an advisory mission to:

- (i) review and evaluate existing curricula, syllabi and examinations and current efforts develop them: to make recommendations for the development of new curricula that would be relevant to Kenya's needs;
- (ii) consider the allocation of responsibility for curriculum development;
- (iii) make recommendations concerning the supply training and retraining of teachers to prepare them to teach the new curricula;
- (iv) make recommendations concerning development of text books and other educational materials;

- (v) make recommendations on facilities necessary within Kenya for the production and distribution in sufficient quantities and for the application of new educational techniques;
- (vi) estimate the financial implications for future educational budgets in the light of their findings.

University Grants Committee 1972-75 which considered the financing of the expansion of the University of Nairobi and Kenyatta University College in relation to projected manpower needs of the country.

The National Committee on Educational Objectives Policies - appointed in 1976 to redefine Kenya's educational objectives and recommend policies to achieve these objectives within the financial constraints. The Committee was to give consideration to:

- National Unity
- The economic, social and cultural aspirations of the people
- The distribution of the benefits and costs of education.
- The need to relate education to employment opportunities and to the requirements of rural development.

A major policy change in Kenya's education system is to be found in the Report of the Presidential Working Party on the Second University (1981). Apart from recommendations on the establishment of the Second University, it recommended a re-structuring of Education system from 7-(4-2)-3 to 8-4-4.

As recommended by Ominde (1964) and N.C.E.OP (1976) the Presidential Working Party reiterated that education:

- (i) must serve to foster national unity
- (ii) must serve the needs of the national development
- (iii) must prepare and equip the youth with necessary skills, knowledge, values and attitudes;
- (iv) must promote social justice and morality;
- (v) must foster, develop and communicate the rich and varied cultures of Kenya.
- (vi) Must foster positive attitudes and consciousness towards others since Kenya is a member of the International Community.

On the re-structuring of the education system, the working party followed closely modification the recommendation of the N.C.E.OP Report. Recommendation 121 of the NCEOP Report calls for a 4 year terminal secondary education.

The working party in Recommendation 34 also calls for abolition of 'A' level segment of secondary education and entire educational be quitably restructured. The Working Party recommended 4 years of university education. Table III shows the different structuring of the educational system that have been existed or been recommended between 1965 and 1985.

Table III: Existing or Recommended Educational structure in Kenya 1963 - 1985

	Mode 1 Existing by 1963-76	Mode 2 Proposed NCEOP	Mode 3 Proposed by Working Party Now existing
Education Level	Years	Years	Years
Primary	7	9	8
Secondary	4 + 2	4	4
University	3	3	4
Total number of years	16	16	16

Change of curriculum towards technical and science oriented subjects was emphasised in N.C.E.O Report and I.L.O Report. The Working Party supported aspect of education but called for relevance for rural development. In part, the Working Party recommended that ".....discipline in the Second university should be oriented in developing in

infrastructure that is necessary for rural Development".

The recommendation of introducing 8-4-4 system of education of the Makkay Report (1981) was implemented in 1985. This is an entirely new structure with a curriculum which is technically and practically oriented. New subjects such as Kiswahili, Music, arts and craft and home science have been introduced and have been tested in the new end of primary examination.

4. Implementation

Kenya has had relatively many proposals in her educational system within a very short time (20 years). This has partly been due to the emphasis the Government and the people of Kenya have given to education and partly due to the way education has failed to respond to various national needs from time to time.

A study of the educational scene in Kenya reveals that not all the proposals that have been discussed above have been implemented. In the following paragraphs we will discuss briefly some of the proposals that have been implemented and reasons that led to non-implementation of some of the proposals.

Perhaps the most important proposals that have been implemented are: establishment of various institutions in the educational system including support services, achievement of universal free primary education and the restructuring of the system from 7-(4-2)-3 to 8-4-4. The latter

had had a far-reaching impact on the whole system: there has been a significant change in the curriculum, emphasis being placed on technical and vocational skills. The UPE has meant that more children in Kenya go to school than at any other time. There are nearly 5 million children in the primary school alone, representing 25 per cent of Kenya's population. Many institutions have been established to cope with the exponential expansion of the system. For example between 1984 and 1985 alone, the Government established two universities and a university college.

Problems experienced in the implementation

In looking at the development of education in Kenya in the last twenty years, one would see big strides which might paint a rosy picture of what the country has done and continues to do in the field of education. Kenya has however met with problems in the implementation of her educational programmes. Some of these problems were inherited from the colonial system; others have arisen in the process of educational development in the post-colonial period. These problems are highlighted below:

1. Poor Economy

Like all colonized territories, Kenya inherited a poor economy which gave development a difficult start. The problem has been aggravated by unfavourable international economic situation, especially from early 1970s. Kenya's growth performance during the third Development Plan

(1974/78) for example was dominated by fluctuations in the country's international terms of trade. The net effect of these fluctuations was a lower growth rate than originally anticipated - 4.6% per annum as compared with the plan target of 7.4%. During the first two years of the fourth Development Plan 1979/83 the GDP grew at only 3%, due mainly to decline in both agricultural production and prices. This unfavourable growth of the economy has meant a severe constraint on resources for all facets of development including education. Kenya has tried to expand her educational facilities within available resources but has not been able to cope with the demand.

2. Population Growth

With a growth rate of 3.4% per annum Kenya's population growth is one of the highest in the world. It is one of the problems frustrating attempts to extend education facilities to all. As population and school enrolments increase school facilities diminish and the communities and local authorities have to constantly come up with new educational buildings.

3. School Leavers and Employment

Related to the problems of population growth and economic performance is the problem of finding employment for school leavers. Kenya's education system like elsewhere in the developing world, has not succeeded in inculcating realistic assessments of employment opportunities and favourable

attitudes towards rural and manual work. The school leavers problem is large and its magnitude will grow in the future. It is projected that by 1987 more than 500,000 school leavers from different levels of education will be on the market looking for employment. The absorption of school leavers at a higher rate in the future requires continued economic growth with rapid rural and agricultural development, population control and educational reform.

4. Curriculum

The curriculum inherited from the colonial system was in the most part unrelated to local needs and required immediate modification. It was for this that the Curriculum Development Research Centre was created in 1966. The functions of the Centre were later taken over by the Kenya Institute of Education. In trying to improve the content of education Kenya has had a number of experiments or innovations. Some of these like the New Primary Approach (NPA), Modern Mathematics and the School Science Project (SSP) have proved unsatisfactory and have either been discarded completely or are being phased out. Relevance of education to current and future needs of the country is now a major pre-occupation of education planners and administrators. It is now felt strongly that the general academic and certificate oriented education Kenya has had so far can no longer adequately meet the needs of a modernizing economy that requires more technological inputs and skills for its development. Thus the search for relevant education has been the subject of a number of review committees on

education whose aims have been to marry expansion with quality.

5. Shortage of teachers

Despite efforts to train more teachers the shortage of teachers remains a problem. It is aggravated by another problem - the "teacher wastage", especially of secondary school teachers who move from teaching to join other sectors of the economy (mainly private) for better remunerative offers. As a result one still finds a large number of untrained teachers in our schools.

6. Language

Formal education in most African states, including Kenya, is given in a foreign language - the language of the past colonial power. Some students find such foreign language difficult to comprehend, and so their education may suffer, especially at the early primary education. They would probably have done better if the medium of instruction had been in their local tongues. Associated with the continued use of a foreign language in education system is acculturation of the modern African populations. But these foreign languages have also proved their usefulness as media of communications, hence facilitating discussions amongst many African states without the use of interpreters or translators.

5. A critical appraisal

The criteria used for evaluating the record of adopted educational policies in Kenya are:

- . internal efficiency (student retention, low wastage, higher earnings),
- . external efficiency (better fit between the school and the labour market, low rates of unemployment, high productivity of the graduates, cost-benefit ratios),
- . equity (access to the school system, incidence of the costs and benefits of education by socio-economic group),
- . non-quantitative (national policy, Kenyanisation, language).

It has already been noted that one of the significant outcomes of the policies that Kenya has pursued in her educational system is the exponential expansion of the system. Table IV shows the enrolment in the primary and secondary school from 1963 to 1985. Court (1974) has said that despite its exponential expansion, the education in Kenya has not been adequately responsive to the socio-cultural needs of the country. Court (1974) points out:

"The main feature of the period, has been linear expansion rather than structural reform of the inherited system."

He explains the force behind such an expansion in terms of powerful and pervasive private demand and suggests that:

"Perhaps the outstanding fact about education in Kenya has been that everyone has wanted it and wanted it more than any other single thing."

Motivation seems then to have been largely economic, complemented by perception of school as a useful guardian and for others, by the sense of self esteem for providing school. Thus demand for education increases while employment prospects worsen. The dramatic expansion occurring after independence was a response to a shortage of middle-level manpower and the consequences have been the school leavers problem first affecting the primary school leavers and affecting secondary schools from 1968. And because the jobs for which the leavers are prepared are in town, urban migration has been an integral aspect of the school leavers problem. The problem of unemployment among school leavers will be discussed in more detail later in this section.

Table IV: Enrolment in the Primary and Secondary Schools
1963 - 1985

<u>Year</u>	<u>Enrolment in the</u> <u>Primary School</u>	<u>Enrolment in the</u> <u>Secondary School</u>
1963	891,553	29,261
1965	1,042,146	47,976
1967	1,133,179	88,779
1969	1,282,297	115,246
1971	1,515,498	140,722
1973	1,816,017	174,767
1975	2,881,155	226,835
1977	2,974,849	320,310
1979	2,698,246	384,389
1981	4,134,345	464,721
1983	4,570,444	545,053
1985	5,000,000*	600,000*

Sources: Ministry of Education Annual Report 1975-1979
Economic Survey 1981, 1982

* Projections

It can be argued that one of the consequences of any educational system is the provision of social equality. Farrell (1982) has indentified three facets of educational equality: equality of access, equality of survival, and equality of output (achievement).

The educational policies that Kenya has pursued during the past two decades have resulted into greater access to schooling especially at the primary school level, for her youth. One group that has realised a significant access to schooling has been women. The proportion of girls attending primary school has dramatically risen from 34% in 1963 to near-parity in 1986; at secondary school the proportion has risen from 32% to over 40% over the period. However, at the University and other institutions of higher learning the proportion is still very low, 20% (Eshiwani 1985). Statistics on education show that regional disparities still exist despite the excellent national record. The semi-arid areas, the parastatic areas and areas where the Muslem religion is predominant have logged behind other areas in education.

An important question that must be considered alongside that of access is the rate at which the education system retains those who enrol in it. The Ministry of Education, Science and Technology has estimated that wastage rate (pupils who leave school prematurely) ranges from 30 to 47 per cent. The end of primary examination (the Kenya

certificate of Primary Education) accounts for a significant proportion of the pupils who drop out the educational system. Table V shows that more than 60 per cent of those pupils who survive to Standard Eight drop out at this level.

Table V: The Transition from Primary to Secondary School:
The Opportunity Index

Year	KCPE/CPE Total No. of candidates	Form 1 Places	Opportunity Index
1963	103,400	19,000	18%
1983	354,407	123,076	35%
1985	334,336	130,000	39%

The problem of school drop-outs is further illustrated by the University Grants Committee which estimated that out of 900,000 children who joined standard one in 1980 about 560,000 would sit for the end of primary school examination (KCPE) and only 220,000 would proceed to secondary school. Out of those who will join secondary school about 200,000 will sit for the O-level examinations and only 43,000 will proceed to the A-level classes. Less than 5000 students will proceed to the university after the A-levels.

The statistics in the above paragraph show that the educational system in Kenya is excessively competitive resulting into a very steep pyramid.

External Efficiency

The importance and relevance of education is assessed by its ability to produce man-power which is relevant and can fit it in the economy adequately. There has been an argument that the grant investment in education by most of the developing countries has not been matched by a comparable growth of economic opportunity. With 85% of the people leaving in rural areas and engaged in subsistence agriculture, the numbers in wage and salary employment remain small, whilst education has been expanding rapidly.

Unemployment is aggravated by what the I.L.O. Report has called "enormous imbalance in the range of opportunities, particularly the big differences in income and career prospects, status and pleasantness of work in urban, white collar jobs in the formal sector on the other hand and the range of other occupation in the informal sector and in the rural areas". Examinations have been used for selection and various job settings. In 1978, the then Minister of Education lamented:

"Our education system has put more emphasis on the production of qualified manpower, but there is much contradiction in the objectives in this context. For instance while the

endeavour to fulfil the nations manpower requirements continue, the very system employed to do so spills thousands into the cold, making them redundant and superfluous in the production system".

Emphasis on production of qualified manpower has enabled Kenya to localize nearly all the top positions in the civil service as well as in the private sector. However the educational system has not produced high level manpower in the area of science and technology. To a large extent Kenya is still dependent to outside assistance in these areas. In order to tackle this problem the Kenya Government recently made major changes in the school structure with a view to emphasize technical subjects both at primary and secondary school levels.

Financing of Education

Kenya's education is financed from various sources, depending on the types of the educational Institutions. The Government maintained institutions are financed by the Government out of funds voted by Parliament each year. Secondary Schools prepare their annual budgets or estimates which they forward to the Ministry of Higher Education Headquarters through their respective Provincial Higher Education Officers. The estimates, indicating also the amount of fees to be collected from the parents, are then considered by the Grants section of the Ministry which then gives out grants less the amount of fees. The fees are

retained by the schools as appropriations - in-aid. The facilities Development Unit of the Ministry of Higher Education also grants funds for specific development projects in schools identified for the development of certain facilities. Normally grant - aided schools submit the special requests along with their budgetary estimates and such requests are granted on a priority basis and availability of funds.

Harambee Secondary Schools and Institutes of Technology are Financed by the communities who organize fund-raising meetings every now and again. They also charge fees and normally their fees are higher than those of Government maintained institutions. The Government has come to the aid of some of these institutions by paying salaries of all or some of their teachers and at times by giving some development funds.

Private institutions are either run by church organizations or run by individuals. Churches raise money to subsidize education in their schools as well as charging moderate fees. Individual-run schools are profit-making and tend to charge large fees.

Financing of Primary Schools is done by the Government through the District Education Boards which prepare their budgets for equipment and submit to the Ministry of Basic Education. Primary Schools do not charge fees since education for classes 1 to VII is now free. However, the development of physical facilities, including teachers'

houses, remains the responsibility of the committees through Parents Associations and School Committees.

Parents provide school buildings and teachers' houses for Pre-Primary education. The Government now undertakes the training of teachers and paying their salaries.

Tuition for University education is paid by the Government. But boarding, books, etc. are a responsibility of the students. The Government has however organized loan facilities for those students who need to borrow money in order to pursue their higher education. Salaries for all university staff and other university expenses are paid by the Government. Recently a University Grants Committee has been established to advise the Government on how to finance University Education.

Apart from the local sources Kenya has also benefited from bilateral and multilateral agreements in the financing of education. These have been either in the form of grants/loans for the development of physical facilities, research and training locally, or scholarships and fellowships for studies abroad.

Since 1963 Education accounts for the largest share of Government Expenditure as shown in Table V. Over 30% of the total Government budget is spent on education. According to Fine (1974), there is a financial crisis in Kenya Education. In his words:

"The current financial crisis in Kenya Education can be described as a situation in which a sizeable and growing percentage of Government recurrent expenditure is devoted to Educational budget".

The recurrent budget allocated to education is 35% and it has been growing at the rate of 15 - 20% per annum whereas the rate of growth of total Government expenditure was about 10% per annum over the last decade. If this trend continues, education would absorb the Government's total expenditure in the near future and could absorb the entire budget. Most of this money voted for education is used to pay teachers' salaries as follows:

- (a) Primary Education where 90% of expenditure is on teachers salaries.
- (b) Secondary Education where 65-70% of expenditure is on teachers salaries.
- (c) University Education where 60% of expenditure is on lecturers salaries.

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Comparative Education Policies

**EDUCATIONAL POLICIES IN KENYA:
AN HISTORICAL ACCOUNT AND CRITICAL APPRAISAL**

George S. Eshiwani (Consultant)
Research Division
Education and Training Department
The World Bank
April 1986

EDUCATIONAL POLICIES IN KENYA :
AN HISTORICAL ACCOUNT AND CRITICAL APPRAISAL

BY

George S. Eshiwani
Bureau of Educational Research
Kenyatta University

1. The purpose of this paper is to provide:

(a) A succinct factual account of educational policies in Kenya since independence, with emphasis in the last five years and

(b) A critical appraisal of such policies according to a set of specific criteria outlined later in the paper.

2. An Historical Account

Kenya became independent in December 1963 after nearly 80 years of colonial rule under Britain. Exactly one year later it became a Republic.

The present population is slightly over 20 million with a rate of increase of 4.1 per cent. Nearly 60 per cent of this population is under 20 years. This highlights the problem of dependence and great burden the country has to carry in providing education.

2.1 Education at Independence

Formal education was introduced to the people of Kenya by the Missionaries as a strategy for evangelical success. The missionaries dominated the provision and administration of

education throughout the colonial period. Some of the centres they established grew into large institutions and to-day are among the National Secondary Schools in the country.

Colonial education in Kenya was determined by a variety of factors, the main ones being the principle of self-sufficiency, the racial composition of the territory authorities that colonies should develop on their own resources in order not to be a drain on Imperial Treasury. Colonial administrators were to initiate and direct the development of social welfare in their respective territories and finance them from internal resources. Education in Kenya was organized on racial lines. It was argued that the different races in the country, Africans, Asians, Arabs and Europeans, had attained different levels of social, political and economic development and each needed the kind of education that would preserve its culture and prepare its people for their "appropriate" service role in the society. This meant that there were different education curricula for each race-different education systems within one country. Racial segregation in education remained until 1960 when it was abolished. The settlers wanted education that would produce enlightened workers who would be capable of taking instructions so as to be useful on the farms. But they were opposed to any attempts to make Africans aspire to quality with the whiteman; nor did they like education that would make Africans self-sufficient in their rural areas as this would threaten the supply of cheap labour for settler farms.

With the racial segregation the Colonial Government showed much neglect for African education. This has been evidenced by the fact that more resources and facilities were spent on non-African education, representing 3 per cent of the population than on the Africans representing 97 per cent.

Colonial education was inadequate in quantity and scope. Its objectives were narrow and restrictive. Table 1 shows the number of schools and pupils in both primary and secondary schools from 1963. Out of a total of 25,903 pupils in secondary schools 1962, Africans were 8,033. These figures must be seen against the background of the larger African population compared to the other racial groups. In an ideal situation the number of African pupils should have been proportionally larger than the others.

Table 1: Number of Schools and Pupils in Kenya 1961 - 1963

Year	Primary		Secondary	
	Schools	Pupils	Schools	Pupils
1961	7,725	870,448	104	21,369
1962	6,198	935,766	141	25,903
1963	6,058	891,553	150	28,764

The restrictive nature of colonial policy on African education meant that at the time of independence a large majority of children of school age was not going to school and a small number had passed through the system. This was reflected in the critical shortage of educated and trained local manpower that was urgently needed for economic and social development of the new nation. Nor had the colonial system been concerned with national cohesion since in a colonial setting there could be no sense of nationhood.

Instead, as has been said above, education was tailored to set races apart in a complex of relationships that ensured the domination of one group over others. Even among Africans ethnic differences were manipulated to keep the various communities apart under the principle of "Divide and Rule". In the materialistic colonial society the Africans came to see formal education as a means of earning a livelihood and a passage to modernity which to them was represented by the European life style. The products of this system therefore saw their education as personal achievements not tied by an obligation to society.

2.2 Education and independence.

With independence in 1963 a different socialization process was vital to change racial and ethnic prejudices that had been nurtured over the years in order to build a cohesive multiracial society which the new Government had pledged itself to. It was important to prepare a psychological basis

of nationhood" and education was a significant instrument or doing this. Independence brought a new era that changed the occupational roles for Africans. They had to assume responsibility in the administration of the country.

"Appropriate" education was necessary both in quantity and in quality to prepare them for the roles they were to play. Education had now to be a vehicle for rapid socio-economic development and change in a new system that was committed to offer equal opportunity and social justice for all citizens, and the eradication of poverty, ignorance and disease. It was to restore the African personality and recapture his cultural heritage which was diminishing as a result of the imposition of alien culture while at the same time preparing the Kenyan society for its place in the modern international community. In order to meet these new challenges education required a new content and a co-ordinated national programme. It could no longer be left in the hands of the Missions and therefore the new state had to assume responsibility for a secular educational system that also respected the faiths of all communities and individuals, while continuing to welcome the participation of Missions and other voluntary agencies.

Kenya has realized tremendous expansion in education since independence. This has been the result of a number of factors: the increasing public demand for more educational facilities largely as a result of the increasing population; the Government's commitment to make education accessible to all Kenyans; and the pressing need for educated and trained

manpower. The expansion of education in the post-independence period has been the result of a double pronged activity and co-operation between the general public and the Government. To most families in Kenya education has been seen as a social investment promising socio-economic returns and the education of their children is given the seriousness that this implies. This has been evidenced by the ready enthusiasm with which the Kenyan communities have been contributing funds to build especially new secondary schools under the national motto of 'Harambee' - the spirit of pulling together for development. Along with the expansion has been the Government's commitment to democratize education by extending opportunities to areas which has been disadvantaged during the colonial period.

Table II: Landmarks in Educational Policy Making in Kenya 1963 - 1985

Year	Event/Policy Reform	Remarks
1963	National Independence	The rulling party KANU commits itself to universal free primary education
1964	The Kenya Education	TORs: advise the Government of Kenya in the formulation and implementation of national policies for education.

Table II (Cont.)

Year	Event/Policy Reform	Remarks
1964/70	The first Development plan	Emphasizing economic expansion, Kenyanization and expansion of education to provide manpower skills.
1965	The Sessional Paper No.10	Education seen as much more of an economic than social service - the principal means of relieving the shortage of domestic skilled manpower for equalising economic opportunities.
1967	The Teachers Service Commission Act	Established a single employer and unifies terms of service for all teachers
1968	Education Act	Put the responsibility for education in the hands of the Minister for Education and instituted measures to streamline the administration of the Ministry of Education.
1970	The University of Nairobi Act	Established National University
1979/74	The Second Development Plan	Emphasized vocational skills for self-employment.

Table II:(cont.)

Year	Event/Policy Reform	Remarks
1972	A study of curriculum development by an advisory mission	TORs: To review and evaluate existing curricular, syllabi and examinations and current to efforts develop them. To make recommendations on teacher education, school facilities and financial implications.
1972	I.L.O. Report: Employment, Income and Equality: A strategy for increasing productive employment in Kenya	Recommended abolition of the certificate of Primary Education, creation of vocational institutions and introduction of the quota system in the education system.
1972-73	University Grants Committee	Considered financing of university education, expansion and manpower needs of the country.
1974/78	The Third Development Plan	Stressed the constraints imposed on development by the under utilization of human resources and by the lack of appropriate skills at all levels.

Table II: (Cont)

Year	Event/Policy Reform	Remarks
1974	Presidential Decree	Abolished fees for the first four classes of primary school: First step towards UPE.
1976	The National Commission on Educational Objectives and Policies	TORs: To redefine Kenya's educational objectives and recommend policies to achieve these objectives within the financial constraints.
1978	The National Council of Science and Technology Act	Established to co-ordinate research and direct research policy
1980	The Kenya National Examinations Council	Established a national body to administer and conduct examinations.
1980	The Kenya Literature Bureau Act	Established a publishing body to print, publish and distribute educational materials.
1979/83	The fourth development Plan	Emphasis on alleviation of poverty through continued growth of the economy, creation of income earning opportunities, improvement of income distribution and

Table II: (Cont)

Year	Event/Policy Reform	Remarks
		and provision of other basic needs including basic education, nutrition, health care, water and housing.
1981	The Presidential Party on the establishment of a Second University in Kenya	Reviewed the education system and recommended restructuring of the system to 8-4-4
1983	University Grants Committee Report	Made recommendations regarding the financing of university education: Education would continue to be financed by public funds, students would be expected to pay for their accommodation, food and books through a loan system.
1985	Kenyatta University Act	Established Kenyatta University
1985	New University Act	Established the Commission for Higher Education to promote university education and advise the Minister of Education, Science and Technology on the establishment of public and private universities in Kenya.

Table II: (Cont)

Year	Event/Policy Reform	Remarks
1985	A restructured education system introduced (8-4-4)	The education system changed from 7-(4-2)-3 to 8-4-4.

3. Landmarks in Educational Policy

3.1 Legal Framework

Table II shows the landmarks in educational policy in Kenya between 1963 and 1985. It is evident from this table that the legal framework of Kenya's education has been created by the following policy documents and Acts of parliament:

1. The KANU Manifesto, already referred to, by which the Government committed itself to eventual provision of universal free education and spelt out other socio-economic aspirations to be met by education.
2. The Sessional Paper No.10 of 1965, in which education was seen as "much more of an economic than a social service.....the principal means for relieving the shortage of domestic skilled manpower and equalizing economic opportunities among all citizens."

3. Education Act (1968), now under review, which put the responsibility for education in the hands of the Minister for Education and instituted various organs for the organization and management of education at all levels.
4. The Teachers service Commission Act (1967) established a single employer and unified terms of service for all teachers.
5. The University of Nairobi Act (1970) established national university.
6. The National Council of Science and Technology Act (1978) established a body to co-ordinate research in science and technology and advise the Government on relevant policy matters.
7. The Kenya National Examinations Council Act (1980) established a national body to administer examinations. Previously this was done by the defunct East African Examinations Council.
8. The Kenya Literature Bureau Act (1980) established a publishing body to print, publish and distribute educational materials.

3.2 Education in the Development Plan

The Country's Development Plans have sought to give practical and appropriate application to the objectives enunciated in the Sessional Paper No.10 of 1965, namely economic growth, wider sharing of the benefits of property, closer integration amelioration of national disparities.

The Government's aims for Education in Kenya, as stated in the Planning documents are: the expansion of educational opportunities; the production of skilled manpower; promotion of national economic development; universal primary education; and the promotion of national unity.

In the first Development Plan (1964/70), the emphasis was on economic expansion, Kenyanization and the expansion of education to provide the necessary manpower skills. In the second Development Plan (1970/74), the theme of vocational skills for self-employment was given priority in an attempt to provide economic and social balance between the urban and rural areas.

The third development Plan (1974/78), however, broke new ground in terms of educational policy. The Plan stressed the constraints imposed on development by the under-utilization of human resources and by the lack of appropriate skills at all levels. In brief the education system (both formal and non-formal) was called upon to provide:

- (a) the high level skills needed for Kenyanization and economic/industrial growth;
- (b) the vocational/technical training for employment and self-employment;
- (c) equality of educational opportunity for national integration and progress;
- (d) attitudes favourable to development;

- (e) on-the-job skills for agriculture and the informal sector;
- (f) training in literacy and in basic areas as health, nutrition, child care, etc. to promote rural development.

The objectives proposed for the 1974/78 Plan were therefore drawn up as follows:

- (i) to promote universal primary education and remove fees from standards 1 to 4.
- (ii) to ensure that access to higher and more specialized levels is directly related to the nation's economic needs and that moreover the recipients of the benefits of this education should shoulder a greater part of its costs;
- (iii) to study the curriculum, methods of teaching and forms of selection presently practised at the primary and secondary levels;
- (iv) to limit the resources needed to operate the present system and thus make available the additional manpower and finance necessary to change it; to reduce the annual growth in educational expenditure to less than 11% at the beginning;

- (v) to exercise the closest control over the number and type of teacher trainees and over their deployment in schools:
- (vi) to restrict capital investment in the education sector to those projects most likely to improve the quality and content of the educational system.

As a follow-up to these specified objectives, the Government established in 1976 a National Committee on Educational Objectives and Policies (NCEOP) with a mandate to evaluate the educational objectives, structure, and content, define a new set of goals and formulate a programme of action. The NCEOP drew the country's attention to the following:

- (i) Rapid economic growth has been accompanied by growing unemployment among the educated despite the enormous increase in education costs since independence;
- (ii) The formal education system has been seen by the majority of Kenyans as the best access route to the advancement of the individual, society and the economy;
- (iii) The objectives, content and structure of, education are highly selective;

- (iv) Education tended to reinforce disparities already existing between income groups, sexes and regions of the country.

In order to bring educational priorities in line with the country's development strategy, the HCEOP Report suggested the following:

- (i) Channeling of resources and incentives towards rural development with the aim of promoting employment creation;
- (ii) Reform of the education system in order to make it responsive to educational expectations and requirements of the rural population, thereby integrating education with local environment;
- (iii) Intensification and integration of non-formal education/training;
- (iv) Defining the national educational standard which all schools should attain;
- (v) Reduction of regional disparities of educational opportunity;
- (vi) Introduction of social ethics into the curricula.

The 1979/83 plan focusses attention on measures to alleviate poverty through continued growth of the economy,

creation of income-earning opportunities, increasing the volume and quality of Government services, improvement of income distribution and provision of other basic needs, including basic education, nutrition, health care, water and housing. All education programmes in the 1979/83 plan should, therefore, be seen within the context of the plan strategies. Education is important in the Basic Needs Strategy in two ways. It is itself a component of basic needs, both as basic education for children and literacy training for adults. Secondly, education and training are contributors to other components of basic needs, producing appropriately trained providers of services and products to the poorest - health, sanitation, water, low-cost housing, agricultural extension etc.

The Plan outlines the complex set of problems facing the education sector; high costs, demand exceeding supply, school leavers unemployment and so on. It recognizes that education continues to be a dominant sector in the economy, accounting for 5.9% of GDP and 30% of total Government recurrent budget. However, it cautions that further expansion and future improvement will have to be met within a framework of severe resource constraints.

The magnitude of the task of providing education for a rapidly growing school population does not only have implications on resources but also on the quality of education offered. From this perspective, the plan is committed

to substantial improvement in the quality and relevance of education as well as the wider distribution, particularly of educational opportunities in less developed areas. The shift in educational development will be from the emphasis on mere quantitative expansion to a system which is diversified, functional, of improved quality and efficiently managed. To overcome the problem of unemployment among school leavers, the Plan proposes:

- (a) expansion of employment opportunities;
- (b) promotion of career guidance on employment prospect particularly in rural areas;
- (c) Adapt the school curricula to make it more relevant to labour market requirements; and
- (d) expansion of training within the public and private sectors of the economy.

3.3 Studies and Review of Kenya's Education

As shown in Table 1, Kenya's education has been studied and reviewed from time to time since independence, with a view to effective planning and development as evidenced in the succeeding paragraphs:

The Kenya Education Commission (1964/65) was appointed to survey the existing educational resources of Kenya and advise the Government of Kenya in the formulation and implementation of national policies for education which:

- (a) appropriately expresses the aspirations and cultural values of an independent African country;
- (b) take account of the need for trained manpower for economic development and other activities in the life of the nation;
- (c) take advantage of the initiative and service of the regional and local authorities and voluntary bodies;
- (d) contribute to the unity of Kenya;
- (e) respect the educational needs and capacities of children;
- (f) have due regard for the resources, both in money and personnel, that were likely to become available for educational services;
- (g) provide for the principal educational requirements of adults.

This was the first commission to make an exhaustive national enquiry into the whole of education in Kenya. It made a summary of what were to be objectives of education in Kenya as follows:

- (a) Education is a function of the nation; it must foster a sense of nationhood and promote national unity.

- (b) Education in Kenya must serve the people of Kenya and needs of Kenya without discrimination.
- (c) Our public schools are an instrument of the secular state, in which no religion is privileged but they must respect the religious convictions of all people.
- (d) The schools of Kenya must respect the cultural traditions of the peoples of Kenya, both as expressed in social institutions and relationships.
- (e) An excessively competitive spirit in our schools is incompatible with our traditional beliefs and must be restrained. Every young person coming from our schools must be made to realise that he has a valuable part to play in the national life.
- (f) Education must be regarded, and used, as an instrument for the conscious change of attitudes and relationships, preparing children for those changes of outlook required by modern methods of productive organization. At the same time, education must foster respect for human personality;

- (g) A most urgent objective of education is to subserve the needs of national development;
- (h) Education must promote social equality and remove divisions of race, tribe and religion. It must pay special attention to training in social obligation and responsibility.
- (i) An outcome of our educational provision must be adaptability to change.

A study of Curriculum Development in Kenya (1972) was made by an advisory mission to:

- (i) review and evaluate existing curricula, syllabi and examinations and current efforts develop them: to make recommendations for the development of new curricula that would be relevant to Kenya's needs;
- (ii) consider the allocation of responsibility for curriculum development;
- (iii) make recommendations concerning the supply training and retraining of teachers to prepare them to teach the new curricula;
- (iv) make recommendations concerning development of text books and other educational materials;

- (v) make recommendations on facilities necessary within Kenya for the production and distribution in sufficient quantities and for the application of new educational techniques;
- (vi) estimate the financial implications for future educational budgets in the light of their findings.

University Grants Committee 1972-75 which considered the financing of the expansion of the University of Nairobi and Kenyatta University College in relation to projected manpower needs of the country.

The National Committee on Educational Objectives Policies - appointed in 1976 to redefine Kenya's educational objectives and recommend policies to achieve these objectives within the financial constraints. The Committee was to give consideration to:

- National Unity
- The economic, social and cultural aspirations of the people
- The distribution of the benefits and costs of education.
- The need to relate education to employment opportunities and to the requirements of rural development.

A major policy change in Kenya's education system is to be found in the Report of the Presidential Working Party on the Second University (1981). Apart from recommendations on the establishment of the Second University, it recommended a re-structuring of Education system from 7-(4-2)-3 to 8-4-4.

As recommended by Ominde (1964) and N.C.E.OP (1976) the Presidential Working Party reiterated that education:

- (i) must serve to foster national unity
- (ii) must serve the needs of the national development
- (iii) must prepare and equip the youth with necessary skills, knowledge, values and attitudes;
- (iv) must promote social justice and morality;
- (v) must foster, develop and communicate the rich and varied cultures of Kenya.
- (vi) Must foster positive attitudes and consciousness towards others since Kenya is a member of the International Community.

On the re-structuring of the education system, the working party followed closely modification the recommendation of the N.C.E.OP Report. Recommendation 121 of the NCEOP Report calls for a 4 year terminal secondary education.

The working party in Recommendation 34 also calls for abolition of 'A' level segment of secondary education and entire educational be quitably restructured. The Working Party recommended 4 years of university education. Table III shows the different structuring of the educational system that have been existed or been recommended between 1965 and 1985.

Table III: Existing or Recommended Educational structure in Kenya 1963 - 1985

	Mode 1 Existing by 1963-76	Mode 2 Proposed NCEOP	Mode 3 Proposed by Working Party Now existing
Education Level	Years	Years	Years
Primary	7	9	8
Secondary	4 + 2	4	4
University	3	3	4
Total number of years	16	16	16

Change of curriculum towards technical and science oriented subjects was emphasised in N.C.E.O Report and I.L.O Report. The Working Party supported aspect of education but called for relevance for rural development. In part, the Working Party recommended that ".....discipline in the Second university should be oriented in developing in

infrastructure that is necessary for rural Development".

The recommendation of introducing 8-4-4 system of education of the Makkay Report (1981) was implemented in 1985. This is an entirely new structure with a curriculum which is technically and practically oriented. New subjects such as Kiswahili, Music, arts and craft and home science have been introduced and have been tested in the new end of primary examination.

4. Implementation

Kenya has had relatively many proposals in her educational system within a very short time (20 years). This has partly been due to the emphasis the Government and the people of Kenya have given to education and partly due to the way education has failed to respond to various national needs from time to time.

A study of the educational scene in Kenya reveals that not all the proposals that have been discussed above have been implemented. In the following paragraphs we will discuss briefly some of the proposals that have been implemented and reasons that led to non-implementation of some of the proposals.

Perhaps the most important proposals that have been implemented are: establishment of various institutions in the educational system including support services, achievement of universal free primary education and the restructuring of the system from 7-(4-2)-3 to 8-4-4. The latter

had had a far-reaching impact on the whole system: there has been a significant change in the curriculum, emphasis being placed on technical and vocational skills. The UPE has meant that more children in Kenya go to school than at any other time. There are nearly 5 million children in the primary school alone, representing 25 per cent of Kenya's population. Many institutions have been established to cope with the exponential expansion of the system. For example between 1984 and 1985 alone, the Government established two universities and a university college.

Problems experienced in the implementation

In looking at the development of education in Kenya in the last twenty years, one would see big strides which might paint a rosy picture of what the country has done and continues to do in the field of education. Kenya has however met with problems in the implementation of her educational programmes. Some of these problems were inherited from the colonial system; others have arisen in the process of educational development in the post-colonial period. These problems are highlighted below:

1. Poor Economy

Like all colonized territories, Kenya inherited a poor economy which gave development a difficult start. The problem has been aggravated by unfavourable international economic situation, especially from early 1970s. Kenya's growth performance during the third Development Plan

(1974/78) for example was dominated by fluctuations in the country's international terms of trade. The net effect of these fluctuations was a lower growth rate than originally anticipated - 4.6% per annum as compared with the plan target of 7.4%. During the first two years of the fourth Development Plan 1979/83 the GDP grew at only 3%, due mainly to decline in both agricultural production and prices. This unfavourable growth of the economy has meant a severe constraint on resources for all facets of development including education. Kenya has tried to expand her educational facilities within available resources but has not been able to cope with the demand.

2. Population Growth

With a growth rate of 3.4% per annum Kenya's population growth is one of the highest in the world. It is one of the problems frustrating attempts to extend education facilities to all. As population and school enrolments increase school facilities diminish and the communities and local authorities have to constantly come up with new educational buildings.

3. School Leavers and Employment

Related to the problems of population growth and economic performance is the problem of finding employment for school leavers. Kenya's education system like elsewhere in the developing world, has not succeeded in inculcating realistic assessments of employment opportunities and favourable

attitudes towards rural and manual work. The school leavers problem is large and its magnitude will grow in the future. It is projected that by 1987 more than 500,000 school leavers from different levels of education will be on the market looking for employment. The absorption of school leavers at a higher rate in the future requires continued economic growth with rapid rural and agricultural development, population control and educational reform.

4. Curriculum

The curriculum inherited from the colonial system was in the most part unrelated to local needs and required immediate modification. It was for this that the Curriculum Development Research Centre was created in 1966. The functions of the Centre were later taken over by the Kenya Institute of Education. In trying to improve the content of education Kenya has had a number of experiments or innovations. Some of these like the New Primary Approach (NPA), Modern Mathematics and the School Science Project (SSP) have proved unsatisfactory and have either been discarded completely or are being phased out. Relevance of education to current and future needs of the country is now a major pre-occupation of education planners and administrators. It is now felt strongly that the general academic and certificate oriented education Kenya has had so far can no longer adequately meet the needs of a modernizing economy that requires more technological inputs and skills for its development. Thus the search for relevant education has been the subject of a number of review committees on

education whose aims have been to marry expansion with quality.

5. Shortage of teachers

Despite efforts to train more teachers the shortage of teachers remains a problem. It is aggravated by another problem - the "teacher wastage", especially of secondary school teachers who move from teaching to join other sectors of the economy (mainly private) for better remunerative offers. As a result one still finds a large number of untrained teachers in our schools.

6. Language

Formal education in most African states, including Kenya, is given in a foreign language - the language of the past colonial power. Some students find such foreign language difficult to comprehend, and so their education may suffer, especially at the early primary education. They would probably have done better if the medium of instruction had been in their local tongues. Associated with the continued use of a foreign language in education system is acculturation of the modern African populations. But these foreign languages have also proved their usefulness as media of communications, hence facilitating discussions amongst many African states without the use of interpreters or translators.

5. A critical appraisal

The criteria used for evaluating the record of adopted educational policies in Kenya are:

- . internal efficiency (student retention, low wastage, higher earnings),
- . external efficiency (better fit between the school and the labour market, low rates of unemployment, high productivity of the graduates, cost-benefit ratios),
- . equity (access to the school system, incidence of the costs and benefits of education by socio-economic group),
- . non-quantitative (national policy, Kenyanisation, language).

It has already been noted that one of the significant outcomes of the policies that Kenya has pursued in her educational system is the exponential expansion of the system. Table IV shows the enrolment in the primary and secondary school from 1963 to 1985. Court (1974) has said that despite its exponential expansion, the education in Kenya has not been adequately responsive to the socio-cultural needs of the country. Court (1974) points out:

"The main feature of the period, has been linear expansion rather than structural reform of the inherited system."

He explains the force behind such an expansion in terms of powerful and pervasive private demand and suggests that:

"Perhaps the outstanding fact about education in Kenya has been that everyone has wanted it and wanted it more than any other single thing."

Motivation seems then to have been largely economic, complemented by perception of school as a useful guardian and for others, by the sense of self esteem for providing school. Thus demand for education increases while employment prospects worsen. The dramatic expansion occurring after independence was a response to a shortage of middle-level manpower and the consequences have been the school leavers problem first affecting the primary school leavers and affecting secondary schools from 1968. And because the jobs for which the leavers are prepared are in town, urban migration has been an integral aspect of the school leavers problem. The problem of unemployment among school leavers will be discussed in more detail later in this section.

Table IV: Enrolment in the Primary and Secondary Schools
1963 - 1985

<u>Year</u>	<u>Enrolment in the</u> <u>Primary School</u>	<u>Enrolment in the</u> <u>Secondary School</u>
1963	891,553	29,261
1965	1,042,146	47,976
1967	1,133,179	88,779
1969	1,282,297	115,246
1971	1,515,498	140,722
1973	1,816,017	174,767
1975	2,881,155	226,835
1977	2,974,849	320,310
1979	2,698,246	384,389
1981	4,134,345	464,721
1983	4,570,444	545,053
1985	5,000,000*	600,000*

Sources: Ministry of Education Annual Report 1975-1979
Economic Survey 1981, 1982

* Projections

It can be argued that one of the consequences of any educational system is the provision of social equality. Farrell (1982) has indentified three facets of educational equality: equality of access, equality of survival, and equality of output (achievement).

The educational policies that Kenya has pursued during the past two decades have resulted into greater access to schooling especially at the primary school level, for her youth. One group that has realised a significant access to schooling has been women. The proportion of girls attending primary school has dramatically risen from 34% in 1963 to near-parity in 1986; at secondary school the proportion has risen from 32% to over 40% over the period. However, at the University and other institutions of higher learning the proportion is still very low, 20% (Eshiwani 1985). Statistics on education show that regional disparities still exist despite the excellent national record. The semi-arid areas, the parastatic areas and areas where the Muslem religion is predominant have logged behind other areas in education.

An important question that must be considered alongside that of access is the rate at which the education system retains those who enrol in it. The Ministry of Education, Science and Technology has estimated that wastage rate (pupils who leave school prematurely) ranges from 30 to 47 per cent. The end of primary examination (the Kenya

certificate of Primary Education) accounts for a significant proportion of the pupils who drop out the educational system. Table V shows that more than 60 per cent of those pupils who survive to Standard Eight drop out at this level.

Table V: The Transition from Primary to Secondary School:
The Opportunity Index

Year	KCPE/CPE Total No. of candidates	Form 1 Places	Opportunity Index
1963	103,400	19,000	18%
1983	354,407	123,076	35%
1985	334,336	130,000	39%

The problem of school drop-outs is further illustrated by the University Grants Committee which estimated that out of 900,000 children who joined standard one in 1980 about 560,000 would sit for the end of primary school examination (KCPE) and only 220,000 would proceed to secondary school. Out of those who will join secondary school about 200,000 will sit for the O-level examinations and only 43,000 will proceed to the A-level classes. Less than 5000 students will proceed to the university after the A-levels.

The statistics in the above paragraph show that the educational system in Kenya is excessively competitive resulting into a very steep pyramid.

External Efficiency

The importance and relevance of education is assessed by its ability to produce man-power which is relevant and can fit it in the economy adequately. There has been an argument that the grant investment in education by most of the developing countries has not been matched by a comparable growth of economic opportunity. With 85% of the people leaving in rural areas and engaged in subsistence agriculture, the numbers in wage and salary employment remain small, whilst education has been expanding rapidly.

Unemployment is aggravated by what the I.L.O. Report has called "enormous imbalance in the range of opportunities, particularly the big differences in income and career prospects, status and pleasantness of work in urban, white collar jobs in the formal sector on the other hand and the range of other occupation in the informal sector and in the rural areas". Examinations have been used for selection and various job settings. In 1978, the then Minister of Education lamented:

"Our education system has put more emphasis on the production of qualified manpower, but there is much contradiction in the objectives in this context. For instance while the

endeavour to fulfil the nations manpower requirements continue, the very system employed to do so spills thousands into the cold, making them redundant and superfluous in the production system".

Emphasis on production of qualified manpower has enabled Kenya to localize nearly all the top positions in the civil service as well as in the private sector. However the educational system has not produced high level manpower in the area of science and technology. To a large extent Kenya is still dependent to outside assistance in these areas. In order to tackle this problem the Kenya Government recently made major changes in the school structure with a view to emphasize technical subjects both at primary and secondary school levels.

Financing of Education

Kenya's education is financed from various sources, depending on the types of the educational Institutions. The Government maintained institutions are financed by the Government out of funds voted by Parliament each year. Secondary Schools prepare their annual budgets or estimates which they forward to the Ministry of Higher Education Headquarters through their respective Provincial Higher Education Officers. The estimates, indicating also the amount of fees to be collected from the parents, are then considered by the Grants section of the Ministry which then gives out grants less the amount of fees. The fees are

retained by the schools as appropriations - in-aid. The facilities Development Unit of the Ministry of Higher Education also grants funds for specific development projects in schools identified for the development of certain facilities. Normally grant - aided schools submit the special requests along with their budgetary estimates and such requests are granted on a priority basis and availability of funds.

Harambee Secondary Schools and Institutes of Technology are Financed by the communities who organize fund-raising meetings every now and again. They also charge fees and normally their fees are higher than those of Government maintained institutions. The Government has come to the aid of some of these institutions by paying salaries of all or some of their teachers and at times by giving some development funds.

Private institutions are either run by church organizations or run by individuals. Churches raise money to subsidize education in their schools as well as charging moderate fees. Individual-run schools are profit-making and tend to charge large fees.

Financing of Primary Schools is done by the Government through the District Education Boards which prepare their budgets for equipment and submit to the Ministry of Basic Education. Primary Schools do not charge fees since education for classes 1 to VII is now free. However, the development of physical facilities, including teachers'

houses, remains the responsibility of the committees through Parents Associations and School Committees.

Parents provide school buildings and teachers' houses for Pre-Primary education. The Government now undertakes the training of teachers and paying their salaries.

Tuition for University education is paid by the Government. But boarding, books, etc. are a responsibility of the students. The Government has however organized loan facilities for those students who need to borrow money in order to pursue their higher education. Salaries for all university staff and other university expenses are paid by the Government. Recently a University Grants Committee has been established to advise the Government on how to finance University Education.

Apart from the local sources Kenya has also benefited from bilateral and multilateral agreements in the financing of education. These have been either in the form of grants/loans for the development of physical facilities, research and training locally, or scholarships and fellowships for studies abroad.

Since 1963 Education accounts for the largest share of Government Expenditure as shown in Table V. Over 30% of the total Government budget is spent on education. According to Fine (1974), there is a financial crisis in Kenya Education. In his words:

"The current financial crisis in Kenya Education can be described as a situation in which a sizeable and growing percentage of Government recurrent expenditure is devoted to Educational budget".

The recurrent budget allocated to education is 35% and it has been growing at the rate of 15 - 20% per annum whereas the rate of growth of total Government expenditure was about 10% per annum over the last decade. If this trend continues, education would absorb the Government's total expenditure in the near future and could absorb the entire budget. Most of this money voted for education is used to pay teachers' salaries as follows:

- (a) Primary Education where 90% of expenditure is on teachers salaries.
- (b) Secondary Education where 65-70% of expenditure is on teachers salaries.
- (c) University Education where 60% of expenditure is on lecturers salaries.

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IDRC Ottawa 1981

Comparative Education Policies

**EDUCATIONAL POLICIES IN KENYA:
AN HISTORICAL ACCOUNT AND CRITICAL APPRAISAL**

George S. Eshiwani (Consultant)
Research Division
Education and Training Department
The World Bank
April 1986

EDUCATIONAL POLICIES IN KENYA :
AN HISTORICAL ACCOUNT AND CRITICAL APPRAISAL

BY

George S. Eshiwani
Bureau of Educational Research
Kenyatta University

1. The purpose of this paper is to provide:

(a) A succinct factual account of educational policies in Kenya since independence, with emphasis in the last five years and

(b) A critical appraisal of such policies according to a set of specific criteria outlined later in the paper.

2. An Historical Account

Kenya became independent in December 1963 after nearly 80 years of colonial rule under Britain. Exactly one year later it became a Republic.

The present population is slightly over 20 million with a rate of increase of 4.1 per cent. Nearly 60 per cent of this population is under 20 years. This highlights the problem of dependence and great burden the country has to carry in providing education.

2.1 Education at Independence

Formal education was introduced to the people of Kenya by the Missionaries as a strategy for evangelical success. The missionaries dominated the provision and administration of

education throughout the colonial period. Some of the centres they established grew into large institutions and to-day are among the National Secondary Schools in the country.

Colonial education in Kenya was determined by a variety of factors, the main ones being the principle of self-sufficiency, the racial composition of the territory authorities that colonies should develop on their own resources in order not to be a drain on Imperial Treasury. Colonial administrators were to initiate and direct the development of social welfare in their respective territories and finance them from internal resources. Education in Kenya was organized on racial lines. It was argued that the different races in the country, Africans, Asians, Arabs and Europeans, had attained different levels of social, political and economic development and each needed the kind of education that would preserve its culture and prepare its people for their "appropriate" service role in the society. This meant that there were different education curricula for each race-different education systems within one country. Racial segregation in education remained until 1960 when it was abolished. The settlers wanted education that would produce enlightened workers who would be capable of taking instructions so as to be useful on the farms. But they were opposed to any attempts to make Africans aspire to quality with the whiteman; nor did they like education that would make Africans self-sufficient in their rural areas as this would threaten the supply of cheap labour for settler farms.

With the racial segregation the Colonial Government showed much neglect for African education. This has been evidenced by the fact that more resources and facilities were spent on non-African education, representing 3 per cent of the population than on the Africans representing 97 per cent.

Colonial education was inadequate in quantity and scope. Its objectives were narrow and restrictive. Table 1 shows the number of schools and pupils in both primary and secondary schools from 1961. Out of a total of 25,903 pupils in secondary schools 1962, Africans were 8,033. These figures must be seen against the background of the larger African population compared to the other racial groups. In an ideal situation the number of African pupils should have been proportionally larger than the others.

Table 1: Number of Schools and Pupils in Kenya 1961 - 1963

Year	Primary		Secondary	
	Schools	Pupils	Schools	Pupils
1961	7,725	870,448	104	21,369
1962	6,198	935,766	141	25,903
1963	6,058	891,553	150	28,764

The restrictive nature of colonial policy on African education meant that at the time of independence a large majority of children of school age was not going to school and a small number had passed through the system. This was reflected in the critical shortage of educated and trained local manpower that was urgently needed for economic and social development of the new nation. Nor had the colonial system been concerned with national cohesion since in a colonial setting there could be no sense of nationhood.

Instead, as has been said above, education was tailored to set races apart in a complex of relationships that ensured the domination of one group over others. Even among Africans ethnic differences were manipulated to keep the various communities apart under the principle of "Divide and Rule". In the materialistic colonial society the Africans came to see formal education as a means of earning a livelihood and a passage to modernity which to them was represented by the European life style. The products of this system therefore saw their education as personal achievements not tied by an obligation to society.

2.2 Education and independence.

With independence in 1963 a different socialization process was vital to change racial and ethnic prejudices that had been nurtured over the years in order to build a cohesive multiracial society which the new Government had pledged itself to. It was important to prepare a psychological basis

of nationhood" and education was a significant instrument or doing this. Independence brought a new era that changed the occupational roles for Africans. They had to assume responsibility in the administration of the country.

"Appropriate" education was necessary both in quantity and in quality to prepare them for the roles they were to play. Education had now to be a vehicle for rapid socio-economic development and change in a new system that was committed to offer equal opportunity and social justice for all citizens, and the eradication of poverty, ignorance and disease. It was to restore the African personality and recapture his cultural heritage which was diminishing as a result of the imposition of alien culture while at the same time preparing the Kenyan society for its place in the modern international community. In order to meet these new challenges education required a new content and a co-ordinated national programme. It could no longer be left in the hands of the Missions and therefore the new state had to assume responsibility for a secular educational system that also respected the faiths of all communities and individuals, while continuing to welcome the participation of Missions and other voluntary agencies.

Kenya has realized tremendous expansion in education since independence. This has been the result of a number of factors: the increasing public demand for more educational facilities largely as a result of the increasing population; the Government's commitment to make education accessible to all Kenyans; and the pressing need for educated and trained

manpower. The expansion of education in the post-independence period has been the result of a double pronged activity and co-operation between the general public and the Government. To most families in Kenya education has been seen as a social investment promising socio-economic returns and the education of their children is given the seriousness that this implies. This has been evidenced by the ready enthusiasm with which the Kenyan communities have been contributing funds to build especially new secondary schools under the national motto of 'Harambee' - the spirit of pulling together for development. Along with the expansion has been the Government's commitment to democratize education by extending opportunities to areas which has been disadvantaged during the colonial period.

Table II: Landmarks in Educational Policy Making in Kenya
1963 - 1985

Year	Event/Policy Reform	Remarks
1963	National Independence	The ruling party KANU commits itself to universal free primary education
1964	The Kenya Education	TORs: advise the Government of Kenya in the formulation and implementation of national policies for education.

Table II (Cont.)

Year	Event/Policy Reform	Remarks
1964/70	The first Development plan	Emphasizing economic expansion, Kenyanization and expansion of education to provide manpower skills.
1965	The Sessional Paper No.10	Education seen as much more of an economic than social service - the principal means of relieving the shortage of domestic skilled manpower for equalising economic opportunities.
1967	The Teachers Service Commission Act	Established a single employer and unifies terms of service for all teachers
1968	Education Act	Put the responsibility for education in the hands of the Minister for Education and instituted measures to streamline the administration of the Ministry of Education.
1970	The University of Nairobi Act	Established National University
1979/74	The Second Development Plan	Emphasized vocational skills for self-employment.

Table II:(cont.)

Year	Event/Policy Reform	Remarks
1972	A study of curriculum development by an advisory mission	TORs: To review and evaluate existing curricular, syllabi and examinations and current to efforts develop them. To make recommendations on teacher education, school facilities and financial implications.
1972	I.L.O. Report: Employment, Income and Equality: A strategy for increasing productive employment in Kenya	Recommended abolition of the certificate of Primary Education, creation of vocational institutions and introduction of the quota system in the education system.
1972-73	University Grants Committee	Considered financing of university education, expansion and manpower needs of the country.
1974/78	The Third Development Plan	Stressed the constraints imposed on development by the under utilization of human resources and by the lack of appropriate skills at all levels.

Table II: (Cont)

Year	Event/Policy Reform	Remarks
1974	Presidential Decree	Abolished fees for the first four classes of primary school: First step towards UPE.
1976	The National Commission on Educational Objectives and Policies	TORs: To redefine Kenya's educational objectives and recommend policies to achieve these objectives within the financial constraints.
1978	The National Council of Science and Technology Act	Established to co-ordinate research and direct research policy
1980	The Kenya National Examinations Council	Established a national body to administer and conduct examinations.
1980	The Kenya Literature Bureau Act	Established a publishing body to print, publish and distribute educational materials.
1979/83	The fourth development Plan	Emphasis on alleviation of poverty through continued growth of the economy, creation of income earning opportunities, improvement of income distribution and

Table II: (Cont)

Year	Event/Policy Reform	Remarks
		and provision of other basic needs including basic education, nutrition, health care, water and housing.
1981	The Presidential Party on the establishment of a Second University in Kenya	Reviewed the education system and recommended restructuring of the system to 8-4-4
1983	University Grants Committee Report	Made recommendations regarding the financing of university education: Education would continue to be financed by public funds, students would be expected to pay for their accommodation, food and books through a loan system.
1985	Kenyatta University Act	Established Kenyatta University
1985	New University Act	Established the Commission for Higher Education to promote university education and advise the Minister of Education, Science and Technology on the establishment of public and private universities in Kenya.

Table II: (Cont)

Year	Event/Policy Reform	Remarks
1985	A restructured education system introduced (8-4-4)	The education system changed from 7-(4-2)-3 to 8-4-4.

3. Landmarks in Educational Policy

3.1 Legal Framework

Table II shows the landmarks in educational policy in Kenya between 1963 and 1985. It is evident from this table that the legal framework of Kenya's education has been created by the following policy documents and Acts of parliament:

1. The KANU Manifesto, already referred to, by which the Government committed itself to eventual provision of universal free education and spelt out other socio-economic aspirations to be met by education.
2. The Sessional Paper No.10 of 1965, in which education was seen as "much more of an economic than a social service.....the principal means for relieving the shortage of domestic skilled manpower and equalizing economic opportunities among all citizens."

3. Education Act (1968), now under review, which put the responsibility for education in the hands of the Minister for Education and instituted various organs for the organization and management of education at all levels.
4. The Teachers service Commission Act (1967) established a single employer and unified terms of service for all teachers.
5. The University of Nairobi Act (1970) established national university.
6. The National Council of Science and Technology Act (1978) established a body to co-ordinate research in science and technology and advise the Government on relevant policy matters.
7. The Kenya National Examinations Council Act (1980) established a national body to administer examinations. Previously this was done by the defunct East African Examinations Council.
8. The Kenya Literature Bureau Act (1980) established a publishing body to print, publish and distribute educational materials.

3.2 Education in the Development Plan

The Country's Development Plans have sought to give practical and appropriate application to the objectives enunciated in the Sessional Paper No.10 of 1965, namely economic growth, wider sharing of the benefits of property, closer integration amelioration of national disparities.

The Government's aims for Education in Kenya, as stated in the Planning documents are: the expansion of educational opportunities; the production of skilled manpower; promotion of national economic development; universal primary education; and the promotion of national unity.

In the first Development Plan (1964/70), the emphasis was on economic expansion, Kenyanization and the expansion of education to provide the necessary manpower skills. In the second Development Plan (1970/74), the theme of vocational skills for self-employment was given priority in an attempt to provide economic and social balance between the urban and rural areas.

The third development Plan (1974/78), however, broke new ground in terms of educational policy. The Plan stressed the constraints imposed on development by the under-utilization of human resources and by the lack of appropriate skills at all levels. In brief the education system (both formal and non-formal) was called upon to provide:

- (a) the high level skills needed for Kenyanization and economic/industrial growth;
- (b) the vocational/technical training for employment and self-employment;
- (c) equality of educational opportunity for national integration and progress;
- (d) attitudes favourable to development;

- (e) on-the-job skills for agriculture and the informal sector;
- (f) training in literacy and in basic areas as health, nutrition, child care, etc. to promote rural development.

The objectives proposed for the 1974/78 Plan were therefore drawn up as follows:

- (i) to promote universal primary education and remove fees from standards 1 to 4.
- (ii) to ensure that access to higher and more specialized levels is directly related to the nation's economic needs and that moreover the recipients of the benefits of this education should shoulder a greater part of its costs;
- (iii) to study the curriculum, methods of teaching and forms of selection presently practised at the primary and secondary levels;
- (iv) to limit the resources needed to operate the present system and thus make available the additional manpower and finance necessary to change it; to reduce the annual growth in educational expenditure to less than 11% at the beginning;

- (v) to exercise the closest control over the number and type of teacher trainees and over their deployment in schools:
- (vi) to restrict capital investment in the education sector to those projects most likely to improve the quality and content of the educational system.

As a follow-up to these specified objectives, the Government established in 1976 a National Committee on Educational Objectives and Policies (NCEOP) with a mandate to evaluate the educational objectives, structure, and content, define a new set of goals and formulate a programme of action. The NCEOP drew the country's attention to the following:

- (i) Rapid economic growth has been accompanied by growing unemployment among the educated despite the enormous increase in education costs since independence;
- (ii) The formal education system has been seen by the majority of Kenyans as the best access route to the advancement of the individual, society and the economy;
- (iii) The objectives, content and structure of, education are highly selective;

- (iv) Education tended to reinforce disparities already existing between income groups, sexes and regions of the country.

In order to bring educational priorities in line with the country's development strategy, the HCEOP Report suggested the following:

- (i) Channeling of resources and incentives towards rural development with the aim of promoting employment creation;
- (ii) Reform of the education system in order to make it responsive to educational expectations and requirements of the rural population, thereby integrating education with local environment;
- (iii) Intensification and integration of non-formal education/training;
- (iv) Defining the national educational standard which all schools should attain;
- (v) Reduction of regional disparities of educational opportunity;
- (vi) Introduction of social ethics into the curricula.

The 1979/83 plan focusses attention on measures to alleviate poverty through continued growth of the economy,

creation of income-earning opportunities, increasing the volume and quality of Government services, improvement of income distribution and provision of other basic needs, including basic education, nutrition, health care, water and housing. All education programmes in the 1979/83 plan should, therefore, be seen within the context of the plan strategies. Education is important in the Basic Needs Strategy in two ways. It is itself a component of basic needs, both as basic education for children and literacy training for adults. Secondly, education and training are contributors to other components of basic needs, producing appropriately trained providers of services and products to the poorest - health, sanitation, water, low-cost housing, agricultural extension etc.

The Plan outlines the complex set of problems facing the education sector; high costs, demand exceeding supply, school leavers unemployment and so on. It recognizes that education continues to be a dominant sector in the economy, accounting for 5.9% of GDP and 30% of total Government recurrent budget. However, it cautions that further expansion and future improvement will have to be met within a framework of severe resource constraints.

The magnitude of the task of providing education for a rapidly growing school population does not only have implications on resources but also on the quality of education offered. From this perspective, the plan is committed

to substantial improvement in the quality and relevance of education as well as the wider distribution, particularly of educational opportunities in less developed areas. The shift in educational development will be from the emphasis on mere quantitative expansion to a system which is diversified, functional, of improved quality and efficiently managed. To overcome the problem of unemployment among school leavers, the Plan proposes:

- (a) expansion of employment opportunities;
- (b) promotion of career guidance on employment prospect particularly in rural areas;
- (c) Adapt the school curricula to make it more relevant to labour market requirements; and
- (d) expansion of training within the public and private sectors of the economy.

3.3 Studies and Review of Kenya's Education

As shown in Table 1, Kenya's education has been studied and reviewed from time to time since independence, with a view to effective planning and development as evidenced in the succeeding paragraphs:

The Kenya Education Commission (1964/65) was appointed to survey the existing educational resources of Kenya and advise the Government of Kenya in the formulation and implementation of national policies for education which:

- (a) appropriately expresses the aspirations and cultural values of an independent African country;
- (b) take account of the need for trained manpower for economic development and other activities in the life of the nation;
- (c) take advantage of the initiative and service of the regional and local authorities and voluntary bodies;
- (d) contribute to the unity of Kenya;
- (e) respect the educational needs and capacities of children;
- (f) have due regard for the resources, both in money and personnel, that were likely to become available for educational services;
- (g) provide for the principal educational requirements of adults.

This was the first commission to make an exhaustive national enquiry into the whole of education in Kenya. It made a summary of what were to be objectives of education in Kenya as follows:

- (a) Education is a function of the nation; it must foster a sense of nationhood and promote national unity.

- (b) Education in Kenya must serve the people of Kenya and needs of Kenya without discrimination.
- (c) Our public schools are an instrument of the secular state, in which no religion is privileged but they must respect the religious convictions of all people.
- (d) The schools of Kenya must respect the cultural traditions of the peoples of Kenya, both as expressed in social institutions and relationships.
- (e) An excessively competitive spirit in our schools is incompatible with our traditional beliefs and must be restrained. Every young person coming from our schools must be made to realise that he has a valuable part to play in the national life.
- (f) Education must be regarded, and used, as an instrument for the conscious change of attitudes and relationships, preparing children for those changes of outlook required by modern methods of productive organization. At the same time, education must foster respect for human personality;

- (g) A most urgent objective of education is to subserve the needs of national development;
- (h) Education must promote social equality and remove divisions of race, tribe and religion. It must pay special attention to training in social obligation and responsibility.
- (i) An outcome of our educational provision must be adaptability to change.

A study of Curriculum Development in Kenya (1972) was made by an advisory mission to:

- (i) review and evaluate existing curricula, syllabi and examinations and current efforts develop them: to make recommendations for the development of new curricula that would be relevant to Kenya's needs;
- (ii) consider the allocation of responsibility for curriculum development;
- (iii) make recommendations concerning the supply training and retraining of teachers to prepare them to teach the new curricula;
- (iv) make recommendations concerning development of text books and other educational materials;

- (v) make recommendations on facilities necessary within Kenya for the production and distribution in sufficient quantities and for the application of new educational techniques;
- (vi) estimate the financial implications for future educational budgets in the light of their findings.

University Grants Committee 1972-75 which considered the financing of the expansion of the University of Nairobi and Kenyatta University College in relation to projected manpower needs of the country.

The National Committee on Educational Objectives Policies - appointed in 1976 to redefine Kenya's educational objectives and recommend policies to achieve these objectives within the financial constraints. The Committee was to give consideration to:

- National Unity
- The economic, social and cultural aspirations of the people
- The distribution of the benefits and costs of education.
- The need to relate education to employment opportunities and to the requirements of rural development.

A major policy change in Kenya's education system is to be found in the Report of the Presidential Working Party on the Second University (1981). Apart from recommendations on the establishment of the Second University, it recommended a re-structuring of Education system from 7-(4-2)-3 to 8-4-4.

As recommended by Ominde (1964) and N.C.E.OP (1976) the Presidential Working Party reiterated that education:

- (i) must serve to foster national unity
- (ii) must serve the needs of the national development
- (iii) must prepare and equip the youth with necessary skills, knowledge, values and attitudes;
- (iv) must promote social justice and morality;
- (v) must foster, develop and communicate the rich and varied cultures of Kenya.
- (vi) Must foster positive attitudes and consciousness towards others since Kenya is a member of the International Community.

On the re-structuring of the education system, the working party followed closely modification the recommendation of the N.C.E.OP Report. Recommendation 121 of the NCEOP Report calls for a 4 year terminal secondary education.

The working party in Recommendation 34 also calls for abolition of 'A' level segment of secondary education and entire educational be quitably restructured. The Working Party recommended 4 years of university education. Table III shows the different structuring of the educational system that have been existed or been recommended between 1965 and 1985.

Table III: Existing or Recommended Educational structure in Kenya 1963 - 1985

	Mode 1 Existing by 1963-76	Mode 2 Proposed NCEOP	Mode 3 Proposed by Working Party Now existing
Education Level	Years	Years	Years
Primary	7	9	8
Secondary	4 + 2	4	4
University	3	3	4
Total number of years	16	16	16

Change of curriculum towards technical and science oriented subjects was emphasised in N.C.E.O Report and I.L.O Report. The Working Party supported aspect of education but called for relevance for rural development. In part, the Working Party recommended that ".....discipline in the Second university should be oriented in developing in

infrastructure that is necessary for rural Development".

The recommendation of introducing 8-4-4 system of education of the Makkay Report (1981) was implemented in 1985. This is an entirely new structure with a curriculum which is technically and practically oriented. New subjects such as Kiswahili, Music, arts and craft and home science have been introduced and have been tested in the new end of primary examination.

4. Implementation

Kenya has had relatively many proposals in her educational system within a very short time (20 years). This has partly been due to the emphasis the Government and the people of Kenya have given to education and partly due to the way education has failed to respond to various national needs from time to time.

A study of the educational scene in Kenya reveals that not all the proposals that have been discussed above have been implemented. In the following paragraphs we will discuss briefly some of the proposals that have been implemented and reasons that led to non-implementation of some of the proposals.

Perhaps the most important proposals that have been implemented are: establishment of various institutions in the educational system including support services, achievement of universal free primary education and the restructuring of the system from 7-(4-2)-3 to 8-4-4. The latter

had had a far-reaching impact on the whole system: there has been a significant change in the curriculum, emphasis being placed on technical and vocational skills. The UPE has meant that more children in Kenya go to school than at any other time. There are nearly 5 million children in the primary school alone, representing 25 per cent of Kenya's population. Many institutions have been established to cope with the exponential expansion of the system. For example between 1984 and 1985 alone, the Government established two universities and a university college.

Problems experienced in the implementation

In looking at the development of education in Kenya in the last twenty years, one would see big strides which might paint a rosy picture of what the country has done and continues to do in the field of education. Kenya has however met with problems in the implementation of her educational programmes. Some of these problems were inherited from the colonial system; others have arisen in the process of educational development in the post-colonial period. These problems are highlighted below:

1. Poor Economy

Like all colonized territories, Kenya inherited a poor economy which gave development a difficult start. The problem has been aggravated by unfavourable international economic situation, especially from early 1970s. Kenya's growth performance during the third Development Plan

(1974/78) for example was dominated by fluctuations in the country's international terms of trade. The net effect of these fluctuations was a lower growth rate than originally anticipated - 4.6% per annum as compared with the plan target of 7.4%. During the first two years of the fourth Development Plan 1979/83 the GDP grew at only 3%, due mainly to decline in both agricultural production and prices. This unfavourable growth of the economy has meant a severe constraint on resources for all facets of development including education. Kenya has tried to expand her educational facilities within available resources but has not been able to cope with the demand.

2. Population Growth

With a growth rate of 3.4% per annum Kenya's population growth is one of the highest in the world. It is one of the problems frustrating attempts to extend education facilities to all. As population and school enrolments increase school facilities diminish and the communities and local authorities have to constantly come up with new educational buildings.

3. School Leavers and Employment

Related to the problems of population growth and economic performance is the problem of finding employment for school leavers. Kenya's education system like elsewhere in the developing world, has not succeeded in inculcating realistic assessments of employment opportunities and favourable

attitudes towards rural and manual work. The school leavers problem is large and its magnitude will grow in the future. It is projected that by 1987 more than 500,000 school leavers from different levels of education will be on the market looking for employment. The absorption of school leavers at a higher rate in the future requires continued economic growth with rapid rural and agricultural development, population control and educational reform.

4. Curriculum

The curriculum inherited from the colonial system was in the most part unrelated to local needs and required immediate modification. It was for this that the Curriculum Development Research Centre was created in 1966. The functions of the Centre were later taken over by the Kenya Institute of Education. In trying to improve the content of education Kenya has had a number of experiments or innovations. Some of these like the New Primary Approach (NPA), Modern Mathematics and the School Science Project (SSP) have proved unsatisfactory and have either been discarded completely or are being phased out. Relevance of education to current and future needs of the country is now a major pre-occupation of education planners and administrators. It is now felt strongly that the general academic and certificate oriented education Kenya has had so far can no longer adequately meet the needs of a modernizing economy that requires more technological inputs and skills for its development. Thus the search for relevant education has been the subject of a number of review committees on

education whose aims have been to marry expansion with quality.

5. Shortage of teachers

Despite efforts to train more teachers the shortage of teachers remains a problem. It is aggravated by another problem - the "teacher wastage", especially of secondary school teachers who move from teaching to join other sectors of the economy (mainly private) for better remunerative offers. As a result one still finds a large number of untrained teachers in our schools.

6. Language

Formal education in most African states, including Kenya, is given in a foreign language - the language of the past colonial power. Some students find such foreign language difficult to comprehend, and so their education may suffer, especially at the early primary education. They would probably have done better if the medium of instruction had been in their local tongues. Associated with the continued use of a foreign language in education system is acculturation of the modern African populations. But these foreign languages have also proved their usefulness as media of communications, hence facilitating discussions amongst many African states without the use of interpreters or translators.

5. A critical appraisal

The criteria used for evaluating the record of adopted educational policies in Kenya are:

- . internal efficiency (student retention, low wastage, higher earnings),
- . external efficiency (better fit between the school and the labour market, low rates of unemployment, high productivity of the graduates, cost-benefit ratios),
- . equity (access to the school system, incidence of the costs and benefits of education by socio-economic group),
- . non-quantitative (national policy, Kenyanisation, language).

It has already been noted that one of the significant outcomes of the policies that Kenya has pursued in her educational system is the exponential expansion of the system. Table IV shows the enrolment in the primary and secondary school from 1963 to 1985. Court (1974) has said that despite its exponential expansion, the education in Kenya has not been adequately responsive to the socio-cultural needs of the country. Court (1974) points out:

"The main feature of the period, has been linear expansion rather than structural reform of the inherited system."

He explains the force behind such an expansion in terms of powerful and pervasive private demand and suggests that:

"Perhaps the outstanding fact about education in Kenya has been that everyone has wanted it and wanted it more than any other single thing."

Motivation seems then to have been largely economic, complemented by perception of school as a useful guardian and for others, by the sense of self esteem for providing school. Thus demand for education increases while employment prospects worsen. The dramatic expansion occurring after independence was a response to a shortage of middle-level manpower and the consequences have been the school leavers problem first affecting the primary school leavers and affecting secondary schools from 1968. And because the jobs for which the leavers are prepared are in town, urban migration has been an integral aspect of the school leavers problem. The problem of unemployment among school leavers will be discussed in more detail later in this section.

Table IV: Enrolment in the Primary and Secondary Schools
1963 - 1985

<u>Year</u>	<u>Enrolment in the</u> <u>Primary School</u>	<u>Enrolment in the</u> <u>Secondary School</u>
1963	891,553	29,261
1965	1,042,146	47,976
1967	1,133,179	88,779
1969	1,282,297	115,246
1971	1,515,498	140,722
1973	1,816,017	174,767
1975	2,881,155	226,835
1977	2,974,849	320,310
1979	2,698,246	384,389
1981	4,134,345	464,721
1983	4,570,444	545,053
1985	5,000,000*	600,000*

Sources: Ministry of Education Annual Report 1975-1979
Economic Survey 1981, 1982

* Projections

It can be argued that one of the consequences of any educational system is the provision of social equality. Farrell (1982) has indentified three facets of educational equality: equality of access, equality of survival, and equality of output (achievement).

The educational policies that Kenya has pursued during the past two decades have resulted into greater access to schooling especially at the primary school level, for her youth. One group that has realised a significant access to schooling has been women. The proportion of girls attending primary school has dramatically risen from 34% in 1963 to near-parity in 1986; at secondary school the proportion has risen from 32% to over 40% over the period. However, at the University and other institutions of higher learning the proportion is still very low, 20% (Eshiwani 1985). Statistics on education show that regional disparities still exist despite the excellent national record. The semi-arid areas, the parastatic areas and areas where the Muslem religion is predominant have logged behind other areas in education.

An important question that must be considered alongside that of access is the rate at which the education system retains those who enrol in it. The Ministry of Education, Science and Technology has estimated that wastage rate (pupils who leave school prematurely) ranges from 30 to 47 per cent. The end of primary examination (the Kenya

certificate of Primary Education) accounts for a significant proportion of the pupils who drop out the educational system. Table V shows that more than 60 per cent of those pupils who survive to Standard Eight drop out at this level.

Table V: The Transition from Primary to Secondary School:
The Opportunity Index

Year	KCPE/CPE Total No. of candidates	Form 1 Places	Opportunity Index
1963	103,400	19,000	18%
1983	354,407	123,076	35%
1985	334,336	130,000	39%

The problem of school drop-outs is further illustrated by the University Grants Committee which estimated that out of 900,000 children who joined standard one in 1980 about 560,000 would sit for the end of primary school examination (KCPE) and only 220,000 would proceed to secondary school. Out of those who will join secondary school about 200,000 will sit for the O-level examinations and only 43,000 will proceed to the A-level classes. Less than 5000 students will proceed to the university after the A-levels.

The statistics in the above paragraph show that the educational system in Kenya is excessively competitive resulting into a very steep pyramid.

External Efficiency

The importance and relevance of education is assessed by its ability to produce man-power which is relevant and can fit it in the economy adequately. There has been an argument that the grant investment in education by most of the developing countries has not been matched by a comparable growth of economic opportunity. With 85% of the people leaving in rural areas and engaged in subsistence agriculture, the numbers in wage and salary employment remain small, whilst education has been expanding rapidly.

Unemployment is aggravated by what the I.L.O. Report has called "enormous imbalance in the range of opportunities, particularly the big differences in income and career prospects, status and pleasantness of work in urban, white collar jobs in the formal sector on the other hand and the range of other occupation in the informal sector and in the rural areas". Examinations have been used for selection and various job settings. In 1978, the then Minister of Education lamented:

"Our education system has put more emphasis on the production of qualified manpower, but there is much contradiction in the objectives in this context. For instance while the

endeavour to fulfil the nations manpower requirements continue, the very system employed to do so spills thousands into the cold, making them redundant and superfluous in the production system".

Emphasis on production of qualified manpower has enabled Kenya to localize nearly all the top positions in the civil service as well as in the private sector. However the educational system has not produced high level manpower in the area of science and technology. To a large extent Kenya is still dependent to outside assistance in these areas. In order to tackle this problem the Kenya Government recently made major changes in the school structure with a view to emphasize technical subjects both at primary and secondary school levels.

Financing of Education

Kenya's education is financed from various sources, depending on the types of the educational Institutions. The Government maintained institutions are financed by the Government out of funds voted by Parliament each year. Secondary Schools prepare their annual budgets or estimates which they forward to the Ministry of Higher Education Headquarters through their respective Provincial Higher Education Officers. The estimates, indicating also the amount of fees to be collected from the parents, are then considered by the Grants section of the Ministry which then gives out grants less the amount of fees. The fees are

retained by the schools as appropriations - in-aid. The facilities Development Unit of the Ministry of Higher Education also grants funds for specific development projects in schools identified for the development of certain facilities. Normally grant - aided schools submit the special requests along with their budgetary estimates and such requests are granted on a priority basis and availability of funds.

Harambee Secondary Schools and Institutes of Technology are Financed by the communities who organize fund-raising meetings every now and again. They also charge fees and normally their fees are higher than those of Government maintained institutions. The Government has come to the aid of some of these institutions by paying salaries of all or some of their teachers and at times by giving some development funds.

Private institutions are either run by church organizations or run by individuals. Churches raise money to subsidize education in their schools as well as charging moderate fees. Individual-run schools are profit-making and tend to charge large fees.

Financing of Primary Schools is done by the Government through the District Education Boards which prepare their budgets for equipment and submit to the Ministry of Basic Education. Primary Schools do not charge fees since education for classes 1 to VII is now free. However, the development of physical facilities, including teachers'

houses, remains the responsibility of the committees through Parents Associations and School Committees.

Parents provide school buildings and teachers' houses for Pre-Primary education. The Government now undertakes the training of teachers and paying their salaries.

Tuition for University education is paid by the Government. But boarding, books, etc. are a responsibility of the students. The Government has however organized loan facilities for those students who need to borrow money in order to pursue their higher education. Salaries for all university staff and other university expenses are paid by the Government. Recently a University Grants Committee has been established to advise the Government on how to finance University Education.

Apart from the local sources Kenya has also benefited from bilateral and multilateral agreements in the financing of education. These have been either in the form of grants/loans for the development of physical facilities, research and training locally, or scholarships and fellowships for studies abroad.

Since 1963 Education accounts for the largest share of Government Expenditure as shown in Table V. Over 30% of the total Government budget is spent on education. According to Fine (1974), there is a financial crisis in Kenya Education. In his words:

"The current financial crisis in Kenya Education can be described as a situation in which a sizeable and growing percentage of Government recurrent expenditure is devoted to Educational budget".

The recurrent budget allocated to education is 35% and it has been growing at the rate of 15 - 20% per annum whereas the rate of growth of total Government expenditure was about 10% per annum over the last decade. If this trend continues, education would absorb the Government's total expenditure in the near future and could absorb the entire budget. Most of this money voted for education is used to pay teachers' salaries as follows:

- (a) Primary Education where 90% of expenditure is on teachers salaries.
- (b) Secondary Education where 65-70% of expenditure is on teachers salaries.
- (c) University Education where 60% of expenditure is on lecturers salaries.

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Comparative Education Policies

**EDUCATIONAL POLICIES IN KENYA:
AN HISTORICAL ACCOUNT AND CRITICAL APPRAISAL**

George S. Eshiwani (Consultant)
Research Division
Education and Training Department
The World Bank
April 1986

EDUCATIONAL POLICIES IN KENYA :
AN HISTORICAL ACCOUNT AND CRITICAL APPRAISAL

BY

George S. Eshiwani
Bureau of Educational Research
Kenyatta University

1. The purpose of this paper is to provide:
 - (a) A succinct factual account of educational policies in Kenya since independence, with emphasis in the last five years and
 - (b) A critical appraisal of such policies according to a set of specific criteria outlined later in the paper.

2. An Historical Account

Kenya became independent in December 1963 after nearly 80 years of colonial rule under Britain. Exactly one year later it became a Republic.

The present population is slightly over 20 million with a rate of increase of 4.1 per cent. Nearly 60 per cent of this population is under 20 years. This highlights the problem of dependence and great burden the country has to carry in providing education.

2.1 Education at Independence

Formal education was introduced to the people of Kenya by the Missionaries as a strategy for evangelical success. The missionaries dominated the provision and administration of

education throughout the colonial period. Some of the centres they established grew into large institutions and to-day are among the National Secondary Schools in the country.

Colonial education in Kenya was determined by a variety of factors, the main ones being the principle of self-sufficiency, the racial composition of the territory authorities that colonies should develop on their own resources in order not to be a drain on Imperial Treasury. Colonial administrators were to initiate and direct the development of social welfare in their respective territories and finance them from internal resources. Education in Kenya was organized on racial lines. It was argued that the different races in the country, Africans, Asians, Arabs and Europeans, had attained different levels of social, political and economic development and each needed the kind of education that would preserve its culture and prepare its people for their "appropriate" service role in the society. This meant that there were different education curricula for each race-different education systems within one country. Racial segregation in education remained until 1960 when it was abolished. The settlers wanted education that would produce enlightened workers who would be capable of taking instructions so as to be useful on the farms. But they were opposed to any attempts to make Africans aspire to quality with the whiteman; nor did they like education that would make Africans self-sufficient in their rural areas as this would threaten the supply of cheap labour for settler farms.

With the racial segregation the Colonial Government showed much neglect for African education. This has been evidenced by the fact that more resources and facilities were spent on non-African education, representing 3 per cent of the population than on the Africans representing 97 per cent.

Colonial education was inadequate in quantity and scope. Its objectives were narrow and restrictive. Table 1 shows the number of schools and pupils in both primary and secondary schools from 1961. Out of a total of 25,903 pupils in secondary schools 1962, Africans were 8,033. These figures must be seen against the background of the larger African population compared to the other racial groups. In an ideal situation the number of African pupils should have been proportionally larger than the others.

Table 1: Number of Schools and Pupils in Kenya 1961 - 1963

Year	Primary		Secondary	
	Schools	Pupils	Schools	Pupils
1961	7,725	870,448	104	21,369
1962	6,198	935,766	141	25,903
1963	6,058	891,553	150	28,764

The restrictive nature of colonial policy on African education meant that at the time of independence a large majority of children of school age was not going to school and a small number had passed through the system. This was reflected in the critical shortage of educated and trained local manpower that was urgently needed for economic and social development of the new nation. Nor had the colonial system been concerned with national cohesion since in a colonial setting there could be no sense of nationhood.

Instead, as has been said above, education was tailored to set races apart in a complex of relationships that ensured the domination of one group over others. Even among Africans ethnic differences were manipulated to keep the various communities apart under the principle of "Divide and Rule". In the materialistic colonial society the Africans came to see formal education as a means of earning a livelihood and a passage to modernity which to them was represented by the European life style. The products of this system therefore saw their education as personal achievements not tied by an obligation to society.

2.2 Education and independence.

With independence in 1963 a different socialization process was vital to change racial and ethnic prejudices that had been nurtured over the years in order to build a cohesive multiracial society which the new Government had pledged itself to. It was important to prepare a psychological basis

of nationhood" and education was a significant instrument or doing this. Independence brought a new era that changed the occupational roles for Africans. They had to assume responsibility in the administration of the country.

"Appropriate" education was necessary both in quantity and in quality to prepare them for the roles they were to play. Education had now to be a vehicle for rapid socio-economic development and change in a new system that was committed to offer equal opportunity and social justice for all citizens, and the eradication of poverty, ignorance and disease. It was to restore the African personality and recapture his cultural heritage which was diminishing as a result of the imposition of alien culture while at the same time preparing the Kenyan society for its place in the modern international community. In order to meet these new challenges education required a new content and a co-ordinated national programme. It could no longer be left in the hands of the Missions and therefore the new state had to assume responsibility for a secular educational system that also respected the faiths of all communities and individuals, while continuing to welcome the participation of Missions and other voluntary agencies.

Kenya has realized tremendous expansion in education since independence. This has been the result of a number of factors: the increasing public demand for more educational facilities largely as a result of the increasing population; the Government's commitment to make education accessible to all Kenyans; and the pressing need for educated and trained

manpower. The expansion of education in the post-independence period has been the result of a double pronged activity and co-operation between the general public and the Government. To most families in Kenya education has been seen as a social investment promising socio-economic returns and the education of their children is given the seriousness that this implies. This has been evidenced by the ready enthusiasm with which the Kenyan communities have been contributing funds to build especially new secondary schools under the national motto of 'Harambee' - the spirit of pulling together for development. Along with the expansion has been the Government's commitment to democratize education by extending opportunities to areas which has been disadvantaged during the colonial period.

Table II: Landmarks in Educational Policy Making in Kenya
1963 - 1985

Year	Event/Policy Reform	Remarks
1963	National Independence	The rulling party KANU commits itself to univer- sal free primary education
1964	The Kenya Education	TORs: advise the Govern- ment of Kenya in the formulation and implemen- tation of national poli- cies for education.

Table II (Cont.)

Year	Event/Policy Reform	Remarks
1964/70	The first Development plan	Emphasizing economic expansion, Kenyanization and expansion of education to provide manpower skills.
1965	The Sessional Paper No.10	Education seen as much more of an economic than social service - the principal means of relieving the shortage of domestic skilled manpower for equalising economic opportunities.
1967	The Teachers Service Commission Act	Established a single employer and unifies terms of service for all teachers
1968	Education Act	Put the responsibility for education in the hands of the Minister for Education and instituted measures to streamline the administration of the Ministry of Education.
1970	The University of Nairobi Act	Established National University
1979/74	The Second Development Plan	Emphasized vocational skills for self-employment.

Table II:(cont.)

Year	Event/Policy Reform	Remarks
1972	A study of curriculum development by an advisory mission	TORs: To review and evaluate existing curricular, syllabi and examinations and current to efforts develop them. To make recommendations on teacher education, school facilities and financial implications.
1972	I.L.O. Report: Employment, Income and Equality: A strategy for increasing productive employment in Kenya	Recommended abolition of the certificate of Primary Education, creation of vocational institutions and introduction of the quota system in the education system.
1972-73	University Grants Committee	Considered financing of university education, expansion and manpower needs of the country.
1974/78	The Third Development Plan	Stressed the constraints imposed on development by the under utilization of human resources and by the lack of appropriate skills at all levels.

Table II: (Cont)

Year	Event/Policy Reform	Remarks
1974	Presidential Decree	Abolished fees for the first four classes of primary school: First step towards UPE.
1976	The National Commission on Educational Objectives and Policies	TORs: To redefine Kenya's educational objectives and recommend policies to achieve these objectives within the financial constraints.
1978	The National Council of Science and Technology Act	Established to co-ordinate research and direct research policy
1980	The Kenya National Examinations Council	Established a national body to administer and conduct examinations.
1980	The Kenya Literature Bureau Act	Established a publishing body to print, publish and distribute educational materials.
1979/83	The fourth development Plan	Emphasis on alleviation of poverty through continued growth of the economy, creation of income earning opportunities, improvement of income distribution and

Table II: (Cont)

Year	Event/Policy Reform	Remarks
		and provision of other basic needs including basic education, nutrition, health care, water and housing.
1981	The Presidential Party on the establishment of a Second University in Kenya	Reviewed the education system and recommended restructuring of the system to 8-4-4
1983	University Grants Committee Report	Made recommendations regarding the financing of university education: Education would continue to be financed by public funds, students would be expected to pay for their accommodation, food and books through a loan system.
1985	Kenyatta University Act	Established Kenyatta University
1985	New University Act	Established the Commission for Higher Education to promote university education and advise the Minister of Education, Science and Technology on the establishment of public and private universities in Kenya.

Table II: (Cont)

Year	Event/Policy Reform	Remarks
1985	A restructured education system introduced (8-4-4)	The education system changed from 7-(4-2)-3 to 8-4-4.

3. Landmarks in Educational Policy

3.1 Legal Framework

Table II shows the landmarks in educational policy in Kenya between 1963 and 1985. It is evident from this table that the legal framework of Kenya's education has been created by the following policy documents and Acts of parliament:

1. The KANU Manifesto, already referred to, by which the Government committed itself to eventual provision of universal free education and spelt out other socio-economic aspirations to be met by education.
2. The Sessional Paper No.10 of 1965, in which education was seen as "much more of an economic than a social service.....the principal means for relieving the shortage of domestic skilled manpower and equalizing economic opportunities among all citizens."

3. Education Act (1968), now under review, which put the responsibility for education in the hands of the Minister for Education and instituted various organs for the organization and management of education at all levels.
4. The Teachers service Commission Act (1967) established a single employer and unified terms of service for all teachers.
5. The University of Nairobi Act (1970) established national university.
6. The National Council of Science and Technology Act (1978) established a body to co-ordinate research in science and technology and advise the Government on relevant policy matters.
7. The Kenya National Examinations Council Act (1980) established a national body to administer examinations. Previously this was done by the defunct East African Examinations Council.
8. The Kenya Literature Bureau Act (1980) established a publishing body to print, publish and distribute educational materials.

3.2 Education in the Development Plan

The Country's Development Plans have sought to give practical and appropriate application to the objectives enunciated in the Sessional Paper No.10 of 1965, namely economic growth, wider sharing of the benefits of property, closer integration amelioration of national disparities.

The Government's aims for Education in Kenya, as stated in the Planning documents are: the expansion of educational opportunities; the production of skilled manpower; promotion of national economic development; universal primary education; and the promotion of national unity.

In the first Development Plan (1964/70), the emphasis was on economic expansion, Kenyanization and the expansion of education to provide the necessary manpower skills. In the second Development Plan (1970/74), the theme of vocational skills for self-employment was given priority in an attempt to provide economic and social balance between the urban and rural areas.

The third development Plan (1974/78), however, broke new ground in terms of educational policy. The Plan stressed the constraints imposed on development by the under-utilization of human resources and by the lack of appropriate skills at all levels. In brief the education system (both formal and non-formal) was called upon to provide:

- (a) the high level skills needed for Kenyanization and economic/industrial growth;
- (b) the vocational/technical training for employment and self-employment;
- (c) equality of educational opportunity for national integration and progress;
- (d) attitudes favourable to development;

- (e) on-the-job skills for agriculture and the informal sector;
- (f) training in literacy and in basic areas as health, nutrition, child care, etc. to promote rural development.

The objectives proposed for the 1974/78 Plan were therefore drawn up as follows:

- (i) to promote universal primary education and remove fees from standards 1 to 4.
- (ii) to ensure that access to higher and more specialized levels is directly related to the nation's economic needs and that moreover the recipients of the benefits of this education should shoulder a greater part of its costs;
- (iii) to study the curriculum, methods of teaching and forms of selection presently practised at the primary and secondary levels;
- (iv) to limit the resources needed to operate the present system and thus make available the additional manpower and finance necessary to change it; to reduce the annual growth in educational expenditure to less than 11% at the beginning;

- (v) to exercise the closest control over the number and type of teacher trainees and over their deployment in schools:
- (vi) to restrict capital investment in the education sector to those projects most likely to improve the quality and content of the educational system.

As a follow-up to these specified objectives, the Government established in 1976 a National Committee on Educational Objectives and Policies (NCEOP) with a mandate to evaluate the educational objectives, structure, and content, define a new set of goals and formulate a programme of action. The NCEOP drew the country's attention to the following:

- (i) Rapid economic growth has been accompanied by growing unemployment among the educated despite the enormous increase in education costs since independence;
- (ii) The formal education system has been seen by the majority of Kenyans as the best access route to the advancement of the individual, society and the economy;
- (iii) The objectives, content and structure of, education are highly selective;

- (iv) Education tended to reinforce disparities already existing between income groups, sexes and regions of the country.

In order to bring educational priorities in line with the country's development strategy, the HCEOP Report suggested the following:

- (i) Channeling of resources and incentives towards rural development with the aim of promoting employment creation;
- (ii) Reform of the education system in order to make it responsive to educational expectations and requirements of the rural population, thereby integrating education with local environment;
- (iii) Intensification and integration of non-formal education/training;
- (iv) Defining the national educational standard which all schools should attain;
- (v) Reduction of regional disparities of educational opportunity;
- (vi) Introduction of social ethics into the curricula.

The 1979/83 plan focusses attention on measures to alleviate poverty through continued growth of the economy,

creation of income-earning opportunities, increasing the volume and quality of Government services, improvement of income distribution and provision of other basic needs, including basic education, nutrition, health care, water and housing. All education programmes in the 1979/83 plan should, therefore, be seen within the context of the plan strategies. Education is important in the Basic Needs Strategy in two ways. It is itself a component of basic needs, both as basic education for children and literacy training for adults. Secondly, education and training are contributors to other components of basic needs, producing appropriately trained providers of services and products to the poorest - health, sanitation, water, low-cost housing, agricultural extension etc.

The Plan outlines the complex set of problems facing the education sector; high costs, demand exceeding supply, school leavers unemployment and so on. It recognizes that education continues to be a dominant sector in the economy, accounting for 5.9% of GDP and 30% of total Government recurrent budget. However, it cautions that further expansion and future improvement will have to be met within a framework of severe resource constraints.

The magnitude of the task of providing education for a rapidly growing school population does not only have implications on resources but also on the quality of education offered. From this perspective, the plan is committed

to substantial improvement in the quality and relevance of education as well as the wider distribution, particularly of educational opportunities in less developed areas. The shift in educational development will be from the emphasis on mere quantitative expansion to a system which is diversified, functional, of improved quality and efficiently managed. To overcome the problem of unemployment among school leavers, the Plan proposes:

- (a) expansion of employment opportunities;
- (b) promotion of career guidance on employment prospect particularly in rural areas;
- (c) Adapt the school curricula to make it more relevant to labour market requirements;
and
- (d) expansion of training within the public and private sectors of the economy.

3.3 Studies and Review of Kenya's Education

As shown in Table 1, Kenya's education has been studied and reviewed from time to time since independence, with a view to effective planning and development as evidenced in the succeeding paragraphs:

The Kenya Education Commission (1964/65) was appointed to survey the existing educational resources of Kenya and advise the Government of Kenya in the formulation and implementation of national policies for education which:

- (a) appropriately expresses the aspirations and cultural values of an independent African country;
- (b) take account of the need for trained manpower for economic development and other activities in the life of the nation;
- (c) take advantage of the initiative and service of the regional and local authorities and voluntary bodies;
- (d) contribute to the unity of Kenya;
- (e) respect the educational needs and capacities of children;
- (f) have due regard for the resources, both in money and personnel, that were likely to become available for educational services;
- (g) provide for the principal educational requirements of adults.

This was the first commission to make an exhaustive national enquiry into the whole of education in Kenya. It made a summary of what were to be objectives of education in Kenya as follows:

- (a) Education is a function of the nation; it must foster a sense of nationhood and promote national unity.

- (b) Education in Kenya must serve the people of Kenya and needs of Kenya without discrimination.
- (c) Our public schools are an instrument of the secular state, in which no religion is privileged but they must respect the religious convictions of all people.
- (d) The schools of Kenya must respect the cultural traditions of the peoples of Kenya, both as expressed in social institutions and relationships.
- (e) An excessively competitive spirit in our schools is incompatible with our traditional beliefs and must be restrained. Every young person coming from our schools must be made to realise that he has a valuable part to play in the national life.
- (f) Education must be regarded, and used, as an instrument for the conscious change of attitudes and relationships, preparing children for those changes of outlook required by modern methods of productive organization. At the same time, education must foster respect for human personality;

- (g) A most urgent objective of education is to subserve the needs of national development;
- (h) Education must promote social equality and remove divisions of race, tribe and religion. It must pay special attention to training in social obligation and responsibility.
- (i) An outcome of our educational provision must be adaptability to change.

A study of Curriculum Development in Kenya (1972) was made by an advisory mission to:

- (i) review and evaluate existing curricula, syllabi and examinations and current efforts develop them: to make recommendations for the development of new curricula that would be relevant to Kenya's needs;
- (ii) consider the allocation of responsibility for curriculum development;
- (iii) make recommendations concerning the supply training and retraining of teachers to prepare them to teach the new curricula;
- (iv) make recommendations concerning development of text books and other educational materials;

- (v) make recommendations on facilities necessary within Kenya for the production and distribution in sufficient quantities and for the application of new educational techniques;
- (vi) estimate the financial implications for future educational budgets in the light of their findings.

University Grants Committee 1972-75 which considered the financing of the expansion of the University of Nairobi and Kenyatta University College in relation to projected manpower needs of the country.

The National Committee on Educational Objectives Policies - appointed in 1976 to redefine Kenya's educational objectives and recommend policies to achieve these objectives within the financial constraints. The Committee was to give consideration to:

- National Unity
- The economic, social and cultural aspirations of the people
- The distribution of the benefits and costs of education.
- The need to relate education to employment opportunities and to the requirements of rural development.

A major policy change in Kenya's education system is to be found in the Report of the Presidential Working Party on the Second University (1981). Apart from recommendations on the establishment of the Second University, it recommended a re-structuring of Education system from 7-(4-2)-3 to 8-4-4.

As recommended by Ominde (1964) and N.C.E.OP (1976) the Presidential Working Party reiterated that education:

- (i) must serve to foster national unity
- (ii) must serve the needs of the national development
- (iii) must prepare and equip the youth with necessary skills, knowledge, values and attitudes;
- (iv) must promote social justice and morality;
- (v) must foster, develop and communicate the rich and varied cultures of Kenya.
- (vi) Must foster positive attitudes and consciousness towards others since Kenya is a member of the International Community.

On the re-structuring of the education system, the working party followed closely modification the recommendation of the N.C.E.OP Report. Recommendation 121 of the NCEOP Report calls for a 4 year terminal secondary education.

The working party in Recommendation 34 also calls for abolition of 'A' level segment of secondary education and entire educational be quitably restructured. The Working Party recommended 4 years of university education. Table III shows the different structuring of the educational system that have been existed or been recommended between 1965 and 1985.

Table III: Existing or Recommended Educational structure in Kenya 1963 - 1985

	Mode 1 Existing by 1963-76	Mode 2 Proposed NCEOP	Mode 3 Proposed by Working Party Now existing
Education Level	Years	Years	Years
Primary	7	9	8
Secondary	4 + 2	4	4
University	3	3	4
Total number of years	16	16	16

Change of curriculum towards technical and science oriented subjects was emphasised in N.C.E.O Report and I.L.O Report. The Working Party supported aspect of education but called for relevance for rural development. In part, the Working Party recommended that ".....discipline in the Second university should be oriented" in developing in

infrastructure that is necessary for rural Development".

The recommendation of introducing 8-4-4 system of education of the Makkay Report (1981) was implemented in 1985. This is an entirely new structure with a curriculum which is technically and practically oriented. New subjects such as Kiswahili, Music, arts and craft and home science have been introduced and have been tested in the new end of primary examination.

4. Implementation

Kenya has had relatively many proposals in her educational system within a very short time (20 years). This has partly been due to the emphasis the Government and the people of Kenya have given to education and partly due to the way education has failed to respond to various national needs from time to time.

A study of the educational scene in Kenya reveals that not all the proposals that have been discussed above have been implemented. In the following paragraphs we will discuss briefly some of the proposals that have been implemented and reasons that led to non-implementation of some of the proposals.

Perhaps the most important proposals that have been implemented are: establishment of various institutions in the educational system including support services, achievement of universal free primary education and the restructuring of the system from 7-(4-2)-3 to 8-4-4. The latter

had had a far-reaching impact on the whole system: there has been a significant change in the curriculum, emphasis being placed on technical and vocational skills. The UPE has meant that more children in Kenya go to school than at any other time. There are nearly 5 million children in the primary school alone, representing 25 per cent of Kenya's population. Many institutions have been established to cope with the exponential expansion of the system. For example between 1984 and 1985 alone, the Government established two universities and a university college.

Problems experienced in the implementation

In looking at the development of education in Kenya in the last twenty years, one would see big strides which might paint a rosy picture of what the country has done and continues to do in the field of education. Kenya has however met with problems in the implementation of her educational programmes. Some of these problems were inherited from the colonial system; others have arisen in the process of educational development in the post-colonial period. These problems are highlighted below:

1. Poor Economy

Like all colonized territories, Kenya inherited a poor economy which gave development a difficult start. The problem has been aggravated by unfavourable international economic situation, especially from early 1970s. Kenya's growth performance during the third Development Plan

(1974/78) for example was dominated by fluctuations in the country's international terms of trade. The net effect of these fluctuations was a lower growth rate than originally anticipated - 4.6% per annum as compared with the plan target of 7.4%. During the first two years of the fourth Development Plan 1979/83 the GDP grew at only 3%, due mainly to decline in both agricultural production and prices. This unfavourable growth of the economy has meant a severe constraint on resources for all facets of development including education. Kenya has tried to expand her educational facilities within available resources but has not been able to cope with the demand.

2. Population Growth

With a growth rate of 3.4% per annum Kenya's population growth is one of the highest in the world. It is one of the problems frustrating attempts to extend education facilities to all. As population and school enrolments increase school facilities diminish and the communities and local authorities have to constantly come up with new educational buildings.

3. School Leavers and Employment

Related to the problems of population growth and economic performance is the problem of finding employment for school leavers. Kenya's education system like elsewhere in the developing world, has not succeeded in inculcating realistic assessments of employment opportunities and favourable

attitudes towards rural and manual work. The school leavers problem is large and its magnitude will grow in the future. It is projected that by 1987 more than 500,000 school leavers from different levels of education will be on the market looking for employment. The absorption of school leavers at a higher rate in the future requires continued economic growth with rapid rural and agricultural development, population control and educational reform.

4. Curriculum

The curriculum inherited from the colonial system was in the most part unrelated to local needs and required immediate modification. It was for this that the Curriculum Development Research Centre was created in 1966. The functions of the Centre were later taken over by the Kenya Institute of Education. In trying to improve the content of education Kenya has had a number of experiments or innovations. Some of these like the New Primary Approach (NPA), Modern Mathematics and the School Science Project (SSP) have proved unsatisfactory and have either been discarded completely or are being phased out. Relevance of education to current and future needs of the country is now a major pre-occupation of education planners and administrators. It is now felt strongly that the general academic and certificate oriented education Kenya has had so far can no longer adequately meet the needs of a modernizing economy that requires more technological inputs and skills for its development. Thus the search for relevant education has been the subject of a number of review committees on

education whose aims have been to marry expansion with quality.

5. Shortage of teachers

Despite efforts to train more teachers the shortage of teachers remains a problem. It is aggravated by another problem - the "teacher wastage", especially of secondary school teachers who move from teaching to join other sectors of the economy (mainly private) for better remunerative offers. As a result one still finds a large number of untrained teachers in our schools.

6. Language

Formal education in most African states, including Kenya, is given in a foreign language - the language of the past colonial power. Some students find such foreign language difficult to comprehend, and so their education may suffer, especially at the early primary education. They would probably have done better if the medium of instruction had been in their local tongues. Associated with the continued use of a foreign language in education system is acculturation of the modern African populations. But these foreign languages have also proved their usefulness as media of communications, hence facilitating discussions amongst many African states without the use of interpreters or translators.

5. A critical appraisal

The criteria used for evaluating the record of adopted educational policies in Kenya are:

- . internal efficiency (student retention, low wastage, higher earnings),
- . external efficiency (better fit between the school and the labour market, low rates of unemployment, high productivity of the graduates, cost-benefit ratios),
- . equity (access to the school system, incidence of the costs and benefits of education by socio-economic group),
- . non-quantitative (national policy, Kenyanisation, language).

It has already been noted that one of the significant outcomes of the policies that Kenya has pursued in her educational system is the exponential expansion of the system. Table IV shows the enrolment in the primary and secondary school from 1963 to 1985. Court (1974) has said that despite its exponential expansion, the education in Kenya has not been adequately responsive to the socio-cultural needs of the country. Court (1974) points out:

"The main feature of the period, has been linear expansion rather than structural reform of the inherited system."

He explains the force behind such an expansion in terms of powerful and pervasive private demand and suggests that:

"Perhaps the outstanding fact about education in Kenya has been that everyone has wanted it and wanted it more than any other single thing."

Motivation seems then to have been largely economic, complemented by perception of school as a useful guardian and for others, by the sense of self esteem for providing school. Thus demand for education increases while employment prospects worsen. The dramatic expansion occurring after independence was a response to a shortage of middle-level manpower and the consequences have been the school leavers problem first affecting the primary school leavers and affecting secondary schools from 1968. And because the jobs for which the leavers are prepared are in town, urban migration has been an integral aspect of the school leavers problem. The problem of unemployment among school leavers will be discussed in more detail later in this section.

Table IV: Enrolment in the Primary and Secondary Schools
1963 - 1985

<u>Year</u>	<u>Enrolment in the</u> <u>Primary School</u>	<u>Enrolment in the</u> <u>Secondary School</u>
1963	891,553	29,261
1965	1,042,146	47,976
1967	1,133,179	88,779
1969	1,282,297	115,246
1971	1,515,498	140,722
1973	1,816,017	174,767
1975	2,881,155	226,835
1977	2,974,849	320,310
1979	2,698,246	384,389
1981	4,134,345	464,721
1983	4,570,444	545,053
1985	5,000,000*	600,000*

Sources: Ministry of Education Annual Report 1975-1979
Economic Survey 1981, 1982

* Projections

It can be argued that one of the consequences of any educational system is the provision of social equality. Farrell (1982) has indentified three facets of educational equality: equality of access, equality of survival, and equality of output (achievement).

The educational policies that Kenya has pursued during the past two decades have resulted into greater access to schooling especially at the primary school level, for her youth. One group that has realised a significant access to schooling has been women. The proportion of girls attending primary school has dramatically risen from 34% in 1963 to near-parity in 1986; at secondary school the proportion has risen from 32% to over 40% over the period. However, at the University and other institutions of higher learning the proportion is still very low, 20% (Eshiwani 1985). Statistics on education show that regional disparities still exist despite the excellent national record. The semi-arid areas, the parastatic areas and areas where the Muslem religion is predominant have logged behind other areas in education.

An important question that must be considered alongside that of access is the rate at which the education system retains those who enrol in it. The Ministry of Education, Science and Technology has estimated that wastage rate (pupils who leave school prematurely) ranges from 30 to 47 per cent. The end of primary examination (the Kenya

certificate of Primary Education) accounts for a significant proportion of the pupils who drop out the educational system. Table V shows that more than 60 per cent of those pupils who survive to Standard Eight drop out at this level.

Table V: The Transition from Primary to Secondary School:
The Opportunity Index

Year	KCPE/CPE Total No. of candidates	Form 1 Places	Opportunity Index
1963	103,400	19,000	18%
1983	354,407	123,076	35%
1985	334,336	130,000	39%

The problem of school drop-outs is further illustrated by the University Grants Committee which estimated that out of 900,000 children who joined standard one in 1980 about 560,000 would sit for the end of primary school examination (KCPE) and only 220,000 would proceed to secondary school. Out of those who will join secondary school about 200,000 will sit for the O-level examinations and only 43,000 will proceed to the A-level classes. Less than 5000 students will proceed to the university after the A-levels.

The statistics in the above paragraph show that the educational system in Kenya is excessively competitive resulting into a very steep pyramid.

External Efficiency

The importance and relevance of education is assessed by its ability to produce man-power which is relevant and can fit it in the economy adequately. There has been an argument that the grant investment in education by most of the developing countries has not been matched by a comparable growth of economic opportunity. With 85% of the people leaving in rural areas and engaged in subsistence agriculture, the numbers in wage and salary employment remain small, whilst education has been expanding rapidly.

Unemployment is aggravated by what the I.L.O. Report has called "enormous imbalance in the range of opportunities, particularly the big differences in income and career prospects, status and pleasantness of work in urban, white collar jobs in the formal sector on the other hand and the range of other occupation in the informal sector and in the rural areas". Examinations have been used for selection and various job settings. In 1978, the then Minister of Education lamented:

"Our education system has put more emphasis on the production of qualified manpower, but there is much contradiction in the objectives in this context. For instance while the

endeavour to fulfil the nations manpower requirements continue, the very system employed to do so spills thousands into the cold, making them redundant and superfluous in the production system".

Emphasis on production of qualified manpower has enabled Kenya to localize nearly all the top positions in the civil service as well as in the private sector. However the educational system has not produced high level manpower in the area of science and technology. To a large extent Kenya is still dependent to outside assistance in these areas. In order to tackle this problem the Kenya Government recently made major changes in the school structure with a view to emphasize technical subjects both at primary and secondary school levels.

Financing of Education

Kenya's education is financed from various sources, depending on the types of the educational Institutions. The Government maintained institutions are financed by the Government out of funds voted by Parliament each year. Secondary Schools prepare their annual budgets or estimates which they forward to the Ministry of Higher Education Headquarters through their respective Provincial Higher Education Officers. The estimates, indicating also the amount of fees to be collected from the parents, are then considered by the Grants section of the Ministry which then gives out grants less the amount of fees. The fees are

retained by the schools as appropriations - in-aid. The facilities Development Unit of the Ministry of Higher Education also grants funds for specific development projects in schools identified for the development of certain facilities. Normally grant - aided schools submit the special requests along with their budgetary estimates and such requests are granted on a priority basis and availability of funds.

Harambee Secondary Schools and Institutes of Technology are Financed by the communities who organize fund-raising meetings every now and again. They also charge fees and normally their fees are higher than those of Government maintained institutions. The Government has come to the aid of some of these institutions by paying salaries of all or some of their teachers and at times by giving some development funds.

Private institutions are either run by church organizations or run by individuals. Churches raise money to subsidize education in their schools as well as charging moderate fees. Individual-run schools are profit-making and tend to charge large fees.

Financing of Primary Schools is done by the Government through the District Education Boards which prepare their budgets for equipment and submit to the Ministry of Basic Education. Primary Schools do not charge fees since education for classes 1 to VII is now free. However, the development of physical facilities, including teachers'

houses, remains the responsibility of the committees through Parents Associations and School Committees.

Parents provide school buildings and teachers' houses for Pre-Primary education. The Government now undertakes the training of teachers and paying their salaries.

Tuition for University education is paid by the Government. But boarding, books, etc. are a responsibility of the students. The Government has however organized loan facilities for those students who need to borrow money in order to pursue their higher education. Salaries for all university staff and other university expenses are paid by the Government. Recently a University Grants Committee has been established to advise the Government on how to finance University Education.

Apart from the local sources Kenya has also benefited from bilateral and multilateral agreements in the financing of education. These have been either in the form of grants/loans for the development of physical facilities, research and training locally, or scholarships and fellowships for studies abroad.

Since 1963 Education accounts for the largest share of Government Expenditure as shown in Table V. Over 30% of the total Government budget is spent on education. According to Fine (1974), there is a financial crisis in Kenya Education. In his words:

"The current financial crisis in Kenya Education can be described as a situation in which a sizeable and growing percentage of Government recurrent expenditure is devoted to Educational budget".

The recurrent budget allocated to education is 35% and it has been growing at the rate of 15 - 20% per annum whereas the rate of growth of total Government expenditure was about 10% per annum over the last decade. If this trend continues, education would absorb the Government's total expenditure in the near future and could absorb the entire budget. Most of this money voted for education is used to pay teachers' salaries as follows:

- (a) Primary Education where 90% of expenditure is on teachers salaries.
- (b) Secondary Education where 65-70% of expenditure is on teachers salaries.
- (c) University Education where 60% of expenditure is on lecturers salaries.

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