



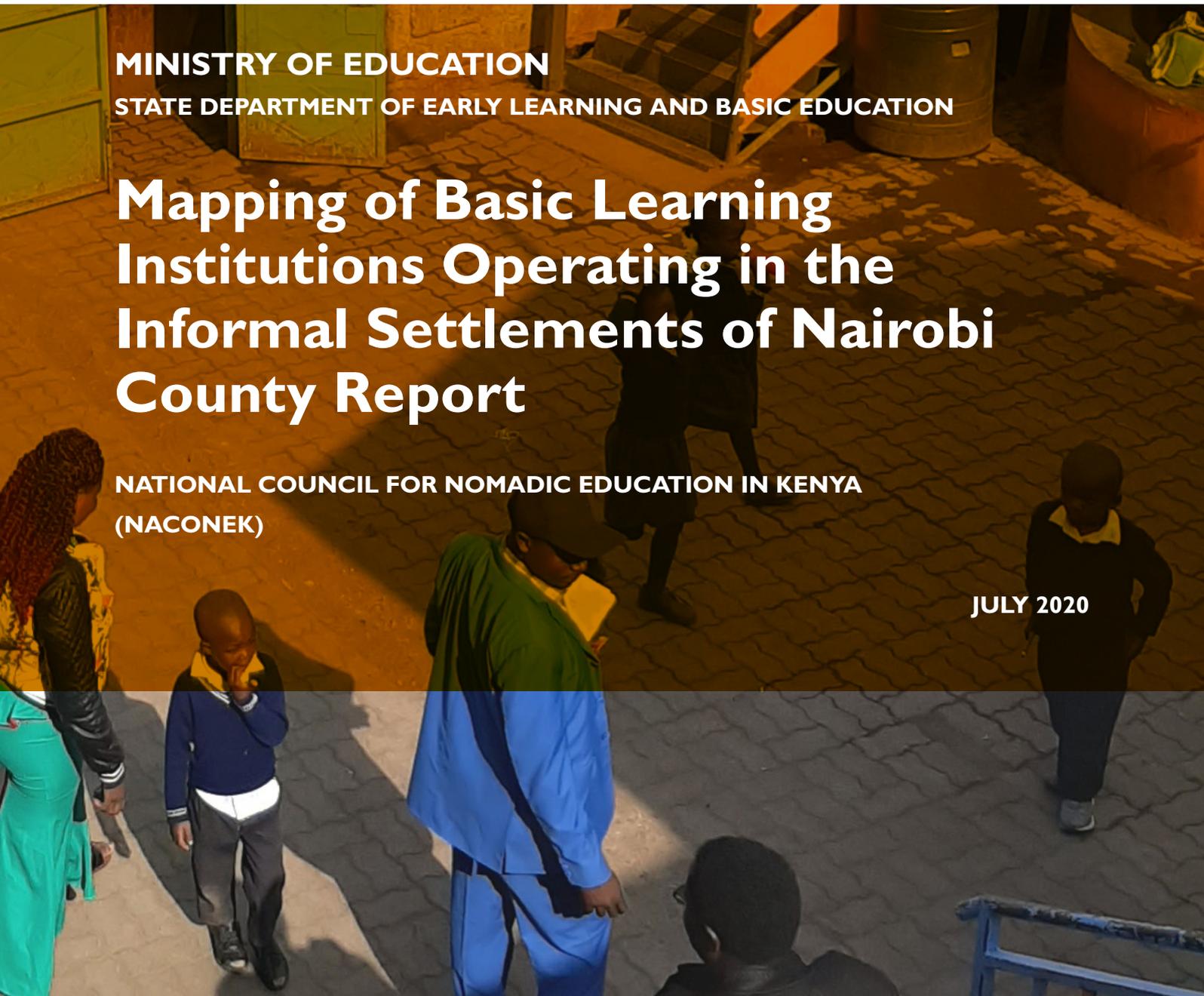
**MINISTRY OF EDUCATION**

**STATE DEPARTMENT OF EARLY LEARNING AND BASIC EDUCATION**

# **Mapping of Basic Learning Institutions Operating in the Informal Settlements of Nairobi County Report**

**NATIONAL COUNCIL FOR NOMADIC EDUCATION IN KENYA  
(NACONEK)**

**JULY 2020**





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**STATE DEPARTMENT OF EARLY LEARNING AND BASIC EDUCATION**

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Informal Settlements of Nairobi County  
Report

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Master of Ceremony  
Flowers  
Brideshaid  
Bridegroom  
Bouquet  
Reception  
Balloon  
Walking gown  
Feast  
Decorate  
Couple  
Celebration  
Server  
Flower girls  
Hall  
Ushers  
Procession  
Wedding



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# ACKNOWLEDGEMENTS

The Ministry of Education, through NACONEK, recognizes the input and contributions of all stakeholders in the promotion and provision of educational services to the less privileged and hard-to-reach populations in Kenya. In this regard, the Government of Kenya through the Ministry of Education in 2009 developed the Alternative Provision of Basic Education and Training Policy to address the need for the government to provide quality education for children who have been left out of the formal education system. However, the nature and conditions of low-fee private schools (LFPS) and APBET institutions in the country are considered largely unknown.

In an attempt to broaden understanding of their operations and challenges in offering basic education, various organizations have conducted mapping exercises at different points in time. All these mapping exercises have been conducted with the aim of understanding the quality of education that learners from informal settlements receive and the challenges that hinder these children from accessing quality education.

Similarly, in July 2019, NACONEK conducted a mapping exercise of APBET institutions in Nairobi City County's informal settlements. The aim of this exercise was to get a deeper understanding of APBET institutions, in order to explore ways of enabling all school-going children to access basic education, which is free and compulsory in Kenya. Nairobi County has the largest concentration of APBET institutions in the country, hence the consultation with a wide spectrum of stakeholders throughout the mapping exercise.

NACONEK is optimistic that this report will support interested actors in effecting interventions that will close the gap between learners from less privileged and hard-to-reach communities and their counterparts, who are being educated in more conducive learning environments within the country.

The Council is highly indebted to the staff at the Ministry of Education as well as the Regional Director of Education-Nairobi, and his committed staff. Other partners including the East African Centre for Human Rights (EACHRights), Research Triangle Institute (RTI), APBET Complementary Schools Association Network, African Population and Health Research Center (APHRC), Elimu Yetu Coalition (EYC), Women Education Researchers of Kenya (WERK) and Map Kibera who all made valuable contributions to the success of this mapping exercise.

Special thanks to RTI for providing tablets and software for data collection, as well as to WERK, EACHRights and APHRC for supporting stakeholder workshops, writing panels and production of the final report. My special appreciation goes to the report drafting committee consisting of Lucy Kashu, Kevin Kweyu, Edwins Saka, Alice Gesare, Mercy Gitari, Mohammed Rashid, Bonnie Nyagaka, Karigu Ekumbo, Dr. Brown Onguko, Joshua Ogure, Elizabeth Owiti, Caroline Thiong'o, Francis Maina, Dr. Maurice Mutisya, Margaret Wawira and Linda Oduor-Noah.



**Harun Mohammed Yussuf, HSC**  
**Secretary/Chief Executive Officer**  
**National Council for Nomadic Education in Kenya**



# FOREWORD

The Ministry of Education, in an effort to fulfil the Constitution of Kenya 2010, Articles 43(f) and 53(1) (b) that provide for the right to education and the right to free and compulsory basic education, launched a policy in 2009, and guidelines in 2016, to regulate institutions involved in Alternative Provision of Basic Education and Training (APBET) within the country. The Basic Education Act (2013) guarantees the right of every child to free and compulsory basic education. The government is also committed to implementing international and regional commitments related to education, such as the Education for All (EFA) goals and the Sustainable Development Goals (SDGs), among others.

The Constitution of Kenya (2010), Article 43, recognises that every person has a right to education, and Article 53(b) states that every child has a right to free and compulsory basic education. It is further effected by Section 39(c) of the Basic Education Act 2013, which mandates the Cabinet Secretary to ensure that children belonging to marginalised, vulnerable; or disadvantaged groups are not discriminated against or prevented from pursuing and completing their basic education. Section 95(3) (i) and G) of the Act also mandates the Cabinet Secretary to make regulations with respect to the conduct and management of schools. It is on this basis that MoE in the Basic Education Act, Section 94 (I) established the National Council for Nomadic Education in Kenya (NACONEK). One of the key objectives of NACONEK is to ensure equitable access to relevant education by all children in nomadic and other marginalised areas, including those in disadvantaged and vulnerable groups.

To achieve its mandate, NACONEK set out to conduct a mapping of APBET institutions in the following eight former municipalities: Eldoret, Nakuru, Nyeri, Kisumu, Mombasa, Thika, Kitale and Nairobi. In Nairobi, the mapping exercise started in March 2019 by engaging stakeholders, developing mapping tools, conducting the actual mapping exercise and writing the mapping report. This report is the outcome of that mapping exercise.

The Council appreciates the role played by the technical team in coming up with this report. The Report gives the status of education provision in the informal settlements in Nairobi and gives recommendation for interventions.

It is envisaged that the report will inform all Education Stakeholders and the Government in ensuring every child regardless of their environment attains quality Basic Education. It will also guide other government stakeholders and entities involved in education within the country's informal settlements, in planning and implementing actions towards bridging the gaps that hinder access, retention, completion and transition in the schools in informal settlement.



**Hon. Beth Kalunda Syengo, HSC**  
**Ag. Chairperson**  
**National Council for Nomadic Education in Kenya**

## Abbreviations and Acronyms

APBET	Alternative Provision of Basic Education and Training
APHRC	African Population and Health Research Center
ASAL	Arid and Semi-Arid Lands
CBC	Competency Based Curriculum
CSOs	Curriculum Support Officers
CWDs	Children with Disabilities
DICECE	District Centre for Early Childhood Education
EACHRights	East African Centre for Human Rights
ECD	Early Childhood Development
ECDE	Early Childhood Development and Education
EFA	Education for All
EYC	Elimu Yetu Coalition
FGD	Focus Group Discussion
FBO	Faith Based Organisations
GPI	Gender Parity Index
KICD	Kenya Institute of Curriculum Development
LFPS	Low-Fee Private School
MoE	Ministry of Education
MoU	Memorandum of Understanding
NACONEK	National Council for Nomadic Education in Kenya
NEMIS	National Education Management Information System
NFE	Non-Formal Education
NFS	Non-Formal Schools
NGO	Non-Governmental Organisation
QASO	Quality Assurance and Standards Officer
SCDEs	Sub-County Director of Education
SCQASO	Sub-County Quality Assurance and Standards Officer
SDGs	Sustainable Development Goals
PTTC	Primary Teacher Training College
RTI	Research Triangle Institute
WASH	Water, Sanitation and Hygiene
WERK	Women Educational Researchers of Kenya
WHO	World Health Organisation
WFP	World Food Programme

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# DEFINITION OF TERMS

**Alternative provision:** Defined in the APBET Policy as “a provision that intentionally seeks to provide an option/choice that is responsive and relevant to the needs of the targeted population. These options must have parity of esteem and convey comparable chances to children, as provided by formal avenues of provision.” (Ministry of Education, 2009).

**APBET:** Refers to Alternative Provision of Basic Education and Training. This is an organised form of learning set up to deliver basic education and training to disadvantaged persons who, due to various circumstances, cannot access formal schools (Ministry of Education, 2016).

**Non-formal education:** Defined as any organised, systematic and quality education and training programmes outside the formal school system, that are consciously aimed at meeting specific learning needs of children, youth and adults.

**Individual:** Refers to APBET institutions owned by a person who is either a Kenyan citizen or was originally a citizen of another country.

**Company:** Refers to a registered entity through the regulations provided in Companies Act No. 17 of 2015 of the laws of Kenya.

**Community-owned:** An institution established and managed by members institution of a community for use by the community (Ministry of Education, 2016).

**Non-Governmental Organisation (NGO):** An organisation that is registered as not-for-profit and independent of government.

**Faith Based Organisation:** An organisation that is registered as not-for-profit (FBO) and is associated with a religious institution.

**Registered institution:** An institution recognised by the Government of Kenya after having gone through a formal process, as a requirement for legal recognition.

**Enrolment:** The total number of learners attending a given institution.

**Refugee:** A person who has been forced to leave their country to escape war, persecution or natural disaster.

**Volunteer teachers:** Persons who serve as teachers for no return or without expectations of a salary or any other payment.

**Untrained teachers:** Persons who work as teachers but who have not gone through any teacher training through a formal institution.

# EXECUTIVE SUMMARY

This mapping report of Alternative Provision of Basic Education and Training (APBET) institutions in Nairobi City County is based on ten days of intensive field work undertaken between June and July 2019. Its primary purpose is to provide an overall understanding of the quality of education that learners from the city's informal settlements receive and the challenges that hinder these children from accessing quality education. This information can be used to inform the design of remedial strategies that would enable all children of school-going age to access basic education, which is free and compulsory in Kenya.

This is both a timely and necessary exercise for both the Ministry of Education and NACONEK as it contributes to various other efforts by private sector actors in expanding opportunities for access to education for learners from under-privileged backgrounds. This report therefore presents evidence-based avenues for investing in the provision of quality education for learners from Nairobi County's urban informal settlements.

The report is the outcome of a close collaborative effort between the Ministry of Education (MoE), National Council for Nomadic Education in Kenya (NACONEK) and strategic partners. The findings of this mapping exercise benefited immensely from the contributions, guidance and insights of many individual stakeholders, professionals and organisations working directly or indirectly with the education sector. The process of conducting this mapping exercise also presented considerable challenges and learning opportunities for those involved as will be detailed in the report.

The mapping exercise used assessment tools appropriate for the context and scope required for assessing the overall provision of quality education to learners from urban informal settlements as detailed in section three of this report. The mapping team involved in the field work was drawn from the Ministry of Education, NACONEK and civil society organisations working in the education sector. This team interacted with the APBET school owners, management, teachers and pupils.

## Major findings

The mapping was conducted in the catchment areas of informal settlements across all sub-counties of Nairobi City County. The main methods of enquiry used included structured interviews and focus group discussions (FGDs) with five categories of stakeholders. A total of 1,677 institutions were mapped during the exercise. The highest number of schools were drawn from Kasarani and Embakasi sub-counties which had 392 and 373 schools respectively.

Evaluation of the school characteristics showed that 1,053 (62.8%) of the head teachers possessed a (PI) certificate in education, while 58 (3.5%) of them held a diploma in education and 78 (4.7%) possessed a degree in education. Notably, 212 (12.7%) of the head teachers were considered untrained. Reflecting on ownership of these schools, majority (41.4%) of them were owned by local individuals while 38.8% were community owned. Local faith-based organisations (FBOs) owned 11.2% of the schools mapped, while 2.5% of them were owned by foreign non-governmental organisations (NGOs). In terms of location, 74.7% of the schools mapped were to be found on privately owned land, 18.0% of them on community land and 7.3% of the schools were built on government land reserves. Overall, 15.2% of the schools were located on land with no ownership documents, while approximately 55% either had an allotment letter or a lease agreement for at least eight years.

Analysis of the schools' registration status reveals that 213 (12.7%) of them were registered with the Ministry of Education, while 1,193 (71.4%) of them reported registration with other bodies and not the Ministry of Education. Further, eleven schools reported registration with both the Ministry of Education and other bodies. Of the schools registered with MoE, 163 (76.5%) were registered as private schools and 15.5 % were registered as APBET or had a provisional APBET registration certificate.

Regarding the level of education provision, majority (1,506; 89.8%) of the schools mapped were offering pre-primary and 1,546 (92.2%) offered primary level education. Notably, 1,433 (85.6%) of these schools were offering both pre-primary and primary levels of education. Among the primary schools mapped,

69 (4.5%) of them had a secondary section while 42 (2.5%) were adult education centres.

In terms of increasing access to education, analysis from the mapping reveals that at the time of the exercise, total enrolment in the 1,677 institutions was 317,429, with 157,511 male and 159,918 female learners. A further breakdown of this enrolment, revealed that 27% or 86,721 (43,603 male; 43,118 female) of the learners were in pre-primary, 69% or 220,179 (109,071 male; 111,108 female) were in primary and 3% or 10,529 (4,837 male; 5,692 female) of them were in secondary level. Only 181 (10.7%) of the mapped schools had enrolled children with special needs. This implies that either the schools are not inclusive and do not provide for children with special needs or parents of these children do not choose (avoid) APBET schools. Among the mapped schools, 1,370 (752 male; 618 female) learners were refugees and 2,507 (1,312 male; 1,195 female) were children living with either a mental or physical disability. The refugees were spread across 181 schools, while children with disabilities (CWDs) were found in 477 schools.

With regard to free primary education (FPE) which takes the form of a capitation grant, currently worth Kes.1,420 per child, the analysis revealed that 329 (21.3%) of the schools with primary sections had received FPE funds at some point while 1,217 (78.7%) had not. Among the 213 schools that reported being registered with the Ministry, 29% of them had received FPE funds. Similarly, 23.1% of the 1,137 primary schools that were registered with other bodies had also received FPE funds.

Looking at the schools that were mapped, 68.1% of them had piped water within the school compound compared to 20.6% that were supplied with water from vendors or from other external sources such as boreholes. Further, it was noted that 4.5% of the mapped schools drew water from the public taps that are located outside the school compound while 4.1% of these schools had learners who carry water from home.

In general, facilities in most of the mapped institutions were found to be inadequate in many ways, including being over-crowded or dangerous and lacking adequate sanitary facilities. School infrastructure was also found to be inadequate with most schools lacking a safe, regular, portable water supply and separate latrines for boys and girls. Governance and accountability in the mapped institutions remained undefined and largely ineffectual. Members of the Board of Management (BoM) who are responsible for overseeing school activities were reported to be relatives or associates of the school owners who were unaware about their responsibilities and had little knowledge about quality education as well as what can be done to attain it.







# 01

## INTRODUCTION

## Background

The acronym APBET refers to Alternative Provision of Basic Education and Training. These are institutions found in urban slums, informal settlements and in marginalised areas including arid and semi-arid lands (ASAL). Previously, APBET institutions were referred to as Non-Formal Education (NFE) institutions. The Government of Kenya through the Ministry of Education in (2009) developed the policy for Alternative Provision of Basic Education and Training to address the need for government to provide quality education for children who have been left out of the formal education system. This was in conformity with Article 53, Section b of the Constitution of Kenya (2010) which states that “every child has a right to free compulsory education”. The Ministry of Education then developed and released the registration guidelines for APBET institutions in January 2016. In the document, APBET was defined as “an organised form of learning set up to deliver basic education and training to disadvantaged persons who due to various circumstances cannot access formal schools” (Ministry of Education, 2016).

The nature of low-fee private schools (LFPS) and APBET institutions within the country is considered largely unknown. In an attempt to broaden understanding of their operations and challenges in offering basic education, different organisations have conducted mapping exercises. These include:

**i.** The Ministry of Education (MoE), who through the Tusome Early Grade Literacy Programme mapped APBET institutions participating in the initiative. Tusome, which aims to improve learning outcomes, had 1,500 APBET institutions implementing the programme nationwide drawn from Nairobi, Mombasa, Kisumu, Nakuru and Eldoret. The APBET institutions that were chosen to participate in Tusome were selected based on their: registration as an APBET institution, implying recognition by MoE; implementation of the approved curriculum; enrolment of at least ten learners; contact details of the owner or manager; and location details including landmarks near the institution.

**ii.** Map Kibera through the Open Schools Kenya project has conducted citizen-led mapping exercises of APBET institutions in Kibra and Mathare sub-counties as well as in Kangemi, Kibagare, Githogoro and Deep Sea in Westlands sub-county. The team mapped local amenities and resources in these sites including the number of schools, their locations and enrolment levels. In total, Map Kibera has mapped 874 schools. The initiative is ongoing and continues to give citizens the opportunity to upload information about schools, health facilities and available resources within urban informal settlements.

**iii.** East African Centre for Human Rights (EACHRights) undertook a mapping exercise of schools in Mathare sub-county and Mathare North between December 2017 and June 2018. The mapping exercise aimed to determine the availability of public and private schools within six wards. A total of 136 schools were mapped. EACHRights also conducted a cross-sectional survey of 148 low-fee private school owners across informal settlements in Nairobi between March and June 2018. The owners were drawn from informal settlements in the following sub-counties: Westlands, Dagoretti, Lang’ata, Kibra, Roysambu, Kasarani, Ruaraka, Embakasi, Kamukunji and Mathare. The aim of this survey was to assess implementation of the APBET guidelines and to better understand the experiences of school owners with the registration process.

**iv.** The African Population and Health Research Center (APHRC) conducted a mapping exercise for schools in seven low income settlements in six towns in Kenya namely, Eldoret, Kisumu, Mombasa, Nairobi, Nakuru and Nyeri in 2013. The aim of this study was to examine schooling patterns and the quality of education received by children living in urban informal settlements in Kenya, (Ngunjiri, et al. 2013), as well as understand parents’ perceptions of Free Primary Education.

**v.** In 2014, the Aga Khan Foundation worked in partnership with Daraja Civic Initiative Forum to map APBET schools in Mathare, Mukuru, and Kibra informal settlements in Nairobi County.

**vi.** Women Educational Researchers of Kenya (WERK) collected data on 427 APBET schools in Embakasi, Starehe, Kamukunji, Dagoretti, Westlands, Mathare North and Kasarani sub-counties in Nairobi County. Data collected covered the physical location of the schools, the enrolment and re-enrolment of out-of-school children, as well as contact information of the school's management team.

These mapping exercises were all conducted with the aim of understanding the quality of education that learners from informal settlements receive and the challenges that hinder children from accessing quality education. They have provided information that has been crucial for the Ministry of Education in informing policy including, but not limited to, the implementation of the APBET Registration Guidelines (2016), to ensure children from informal settlements and other urban areas have access to quality education.

According to the 2016 Basic Education Statistical Booklet, public primary schools in Nairobi County recorded an enrolment of 303,142 learners while private schools recorded 504,220 learners. The average enrolment per school was 931 learners for public schools and 234 learners for private schools. Nairobi County had the highest average enrolment in public schools of all counties. These statistics imply that the number of schools in Nairobi County are not sufficient to cater for the large population of learners. While public schools in Nairobi have the highest average enrolment countrywide, there are more learners enrolled in private schools in Nairobi than in public schools. Of all the counties in Kenya only Nairobi and Mombasa (which had 67,375 learners in public schools and 78,266 in private schools) had more learners enrolled in private schools than public schools. These two counties also have the highest concentration of informal settlements and APBET institutions, with Nairobi ranking first in both respects countrywide.





# POLICY FRAMEWORK

The Constitution of Kenya in Article 53, Section b, provides that every child shall have access to free and compulsory basic education. The Basic Education Act (2013) in Section 28 (1) provides that the Cabinet Secretary of Education shall implement the right of every child to free and compulsory education. It further stipulates that there are two types of schools in Kenya: public and private schools. The Act further provides for the Cabinet Secretary of Education, in consultation with the National Education Board and the relevant County Education Board, to establish schools for marginalised children. The Ministry of Education developed the Alternative Provision of Basic Education and Training Policy in 2009. This policy was an intervention to facilitate access to quality education and training for hard-to-reach communities. It classifies APBET institutions as:

- Adult and continuing education centres.
- Non-formal education learning centres.
- Vocational training centres.
- Alternative basic education (non-formal schools, mobile schools, night schools and home schools).

Part V of the Basic Education Regulations of 2015 provides guidance for APBET institutions. Regulation no. 68 states that: “Learners under the age of eighteen in the institutions to which this part applies shall be eligible for capitation grants under the free and compulsory education programme”. While some APBET institutions initially benefited from these grants, many others have not. Additionally, the grant programme to APBET schools was halted with no clear explanation nor indication on whether it would resume.

In addition to these, the guidelines for APBET institutions provide a series of requirements needed for registration. For instance, in Section 4.7, requirements for physical facilities are outlined as follows:

- APBET institutions to have either a title deed/allotment letter in the name of the institution or a tenancy agreement providing for smooth transitions in case of change of use.
- APBET institutions make arrangements with neighbouring institutions for the use of their learning facilities including playgrounds for co-curricular activities.
- APBET institutions provide adequate sanitation resources and facilities in line with the provisions of public health.
- APBET institutions provide tuition facilities such as classrooms and libraries / resource centres that may be smaller than the standard set for public schools but to maintain a spacing of at least 0.3 metre aisles for pre-primary, primary and secondary schools. They should also comply with guidelines on health and safety for all learners as per the school safety manual published by the Ministry of Education.
- APBET institutions with boarding facilities to comply with the guidelines in the health and safety manual from the Ministry of Education.

There are various directorates within the Ministry of Education that have a role to play in achieving the provision that every Kenyan child should access free and compulsory basic education. The Basic Education Act (2013) in Section 94 (1) provides for the establishment of the National Council for Nomadic Education in Kenya (NACONEK). One of the key objectives of NACONEK is to ensure equitable access to relevant education for all the children in nomadic areas, including the disadvantaged and vulnerable groups. In an internal memo dated 7<sup>th</sup> January 2019, the Cabinet Secretary transferred a number of functions from other departments in the Ministry to NACONEK in line with its mandate as provided for in the Constitution of Kenya and the Basic Education Act. Among the functions transferred to NACONEK was the Alternative Provision of Basic Education and Training (APBET) which was previously under the Directorate of Primary Education. NACONEK is implementing various strategies in line with its mandate, among them being:

- i. Mapping of APBET institutions in eight towns and cities namely Mombasa, Kiambu, Eldoret, Kitale, Kisumu, Nakuru, Thika and Nairobi.
- ii. Establishing and engaging stakeholders relevant to APBET.

iii. Resource mobilisation to support the implementation of the APBET policy and guidelines in the financial year 2018 / 2019.

The strategies identified by NACONEK have been implemented to varying degrees. This report on Nairobi County is an output of part of the first and second strategy items regarding mapping of APBET institutions and stakeholder engagement. Nairobi County has the largest concentration of APBET institutions nationwide, hence the need to involve a wide spectrum of stakeholders in the mapping exercise.

## Study Objectives

The aim of the mapping exercise in informal settlements in Nairobi County was to get a deeper understanding of the state and quality of APBET institutions, in order to explore ways of enabling all school-going children to access basic education, which is free and compulsory in Kenya.

The objectives of the mapping exercise were to:

- i. Identify APBET institutions and their characteristics.
- ii. Understand the operations of APBET institutions.
- iii. Understand the management of APBET institutions.
- iv. Establish the enrolment levels in the institutions.
- v. Describe the learning environment.

**Animals**  
No 10-18

5  Frog

8  Lizzard

11  Leopard

12  Hyena

17  Elephant

18  Buffalo

Dog

Horse

lion

1  one elephant

2  two balloons

3  three stars

5  five shells

6  six pencils

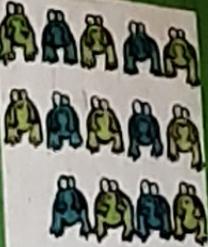
7  seven breads

9  nine star fish

10  ten bees

11  eleven bottles

13  thirteen spiders

14  fourteen frogs

15  fifteen fish



# METHODOLOGY

## Fieldwork and organisation

The mapping of APBET institutions in Nairobi was conducted over a period of ten days i.e. 26<sup>th</sup> June – 7<sup>th</sup> July, 2019 in eleven sub-counties in Nairobi County. This was the second phase of this exercise after the first was conducted in March 2019 involving Eldoret, Kiambu, Kitale, Nakuru, Mombasa and Kisumu counties. This second phase involved the participation of a wider range of stakeholders including the Ministry of Education, APBET Complementary Schools Association Network, APHRC, EACHRights, EYC, RTI, WERK and Map Kibera.

The mapping enumerators were drawn from the various stakeholders including the Ministry of Education, APBET Complementary Schools Association Network, APHRC, EACHRights, EYC, and WERK. Local county field officers including Sub-County Directors of Education, Sub-County Quality Assurance and Standards Officers (SCQASO), Adult and Continuing Education Officers and Curriculum Support Officers (CSOs) from the Ministry of Education and Regional Director of Education offices also participated in the exercise. The Sub-County Directors of Education (SCDEs) were designated as team leaders of each sub-county team of enumerators across the 11 sub-counties. The sub-county teams were further subdivided into smaller teams or clusters consisting of three to four enumerators, each of which would cover select wards within a particular sub-county. Local chiefs were also enlisted to provide security to data enumerators.

Prior to conducting the exercise, the enumerators went through an orientation process to familiarise themselves with the questionnaire and the tablet devices that would be used in data collection. This involved two major stakeholder workshops held on 4<sup>th</sup> April 2019 and an APBET mapping briefing held on 30<sup>th</sup> May 2019. Various other planning meetings were held throughout the period. The main respondents who were targeted by the mapping exercise were the school owners and head teachers.

## Study methods

The mapping exercise employed quantitative methodologies targeting all basic learning institutions operating in informal settlements in Nairobi County except for public schools. During the field study, the teams identified the institutions mainly through a snowballing approach with the guidance provided by stakeholders and community members who knew where these institutions were located. The enumerators also relied on information provided by local chiefs, Curriculum Support Officers (CSOs), and other education officials. Once the enumerators visited an institution, they would then request information on other potential basic learning institutions within that locality. The enumerators frequently enquired from members of the public on how to navigate their way to the institutions.

## The questionnaire

The basic data collection tool was a questionnaire that was orally administered by the enumerators. One member of the enumerator team led in asking questions and keying in the data into the tablet-based Tangerine application. Other members either wrote the responses on to a paper-based version of the questionnaire or took a tour of the premises in order to take pictures and to record observations of the school facilities and environment. The enumerators verified the validity of the responses provided by referring to school records such as class registers, head counts of learners attending on the day of the visit, certificates of registration, teacher qualification details, quality assurance assessments and public health inspection reports.

## Exit debrief

At the end of each day, each team met briefly to discuss how the day went and made plans for the next day. Towards the end of the data collection exercise, the teams of enumerators held discussions and shared their views at a half-day meeting held in each sub-county. These forums were intended to consolidate information, assess and validate the preliminary field findings and list emerging issues and recommendations.

## Data processing analysis

The study tool was programmed in tablets using the Tangerine Software. During data collection, enumerators were expected to synchronise the devices on a daily basis to enable storage in a common server. At the end of the mapping exercise, the raw data was uploaded from the server for management and data analysis in SPSS and STATA 15.2. The data management activities undertaken included cleaning the data to check for completeness, outliers and making confirmations where necessary. The processing also included labelling variables, consistency checks, and defining labels for categorical variables.

The data analysis included the generation of key indicators based on the study tool and prior agreement with the study team. In particular, the analysis involved the generation of frequencies and percentages for categorical variables and means for continuous variables. Analysis also involved computation of key education indicators such as teacher-pupil ratios, pupil-classroom ratios, gender parity, and pupil-toilet ratios, among others. The results were stratified by the education sub-counties, gender, and where necessary by grade/class and level of schooling, in addition to other variables of interest. This stratification helped in the identification of significant differences (variation) in the indicators by the selected variables.

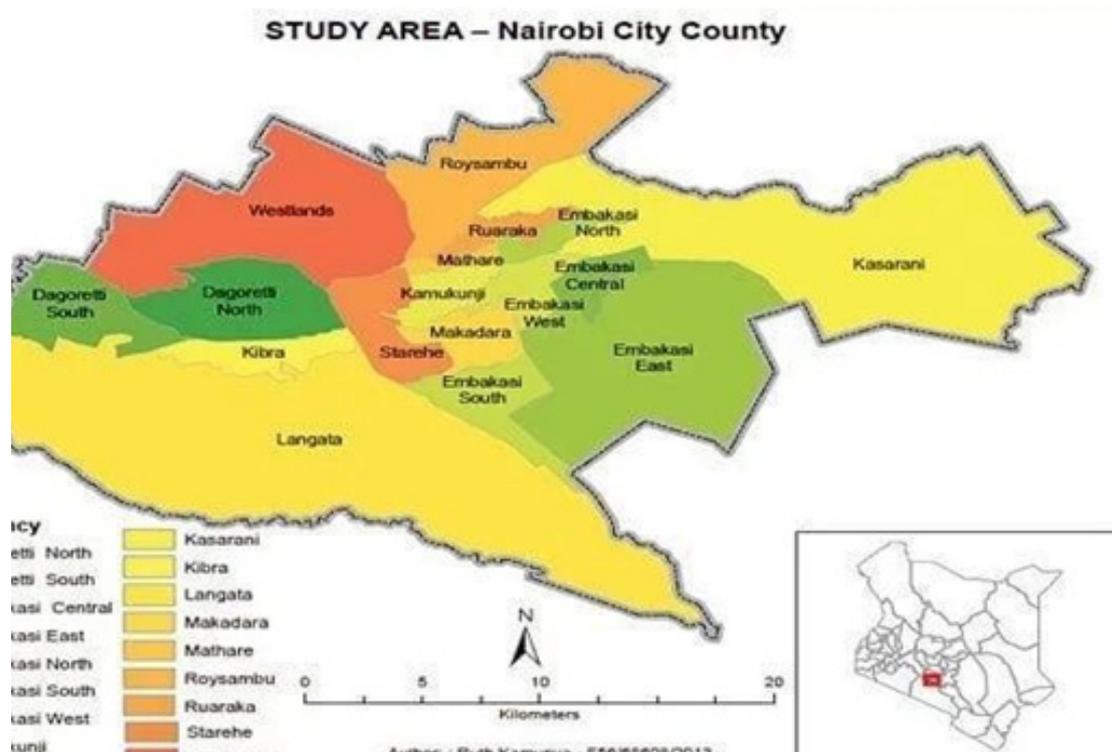


Figure 1: Map of Nairobi showing the different sub-counties<sup>1</sup>

<sup>1</sup> Source: <https://www.tuko.co.ke/261934-constituencies-nairobi-county-their-mps.html>

## 03 METHODOLOGY

Nairobi County has 17 administrative sub-counties, however the Ministry of Education counts 11 sub-counties and it is important to note that analysis of the data was done using these 11 sub-counties, namely:

- |              |             |             |               |
|--------------|-------------|-------------|---------------|
| 1. Dagoretti | 4. Kasarani | 7. Makadara | 10. Starehe   |
| 2. Embakasi  | 5. Kibra    | 8. Mathare  | 11. Westlands |
| 3. Kamukunji | 6. Lang'ata | 9. Njiru    |               |

Though the research team had initially sought to map all schools in Nairobi County, not all schools were mapped due to resource and capacity limitations.









# FINDINGS

The following section provides an overview of the findings from the mapping exercise.

#### 4.1 Schools mapped

A total of 1,677 institutions were mapped with the highest number of schools mapped in Kasarani and Embakasi sub-counties which had 392 and 373 schools respectively. The fewest number of schools were mapped in Starehe sub-county. The total number of basic education institutions, including low-fee private schools in Nairobi, remains unknown. The 1,677 schools however constitute the largest mapping effort to have been undertaken in the country to date.

Table 1: Location of mapped schools by sub-county

	Schools mapped	Mapped	%
1	Dagoretti	98	5.84
2	Embakasi	373	22.24
3	Kamukunji	66	3.94
4	Kasarani	392	23.38
5	Kibra	138	8.23
6	Langata	70	4.17
7	Makadara	61	3.64
8	Mathare	149	8.88
9	Njiru	218	13.00
10	Starehe	20	1.19
11	Westlands	92	5.49
	<b>Total</b>	<b>1,677</b>	<b>100.00</b>

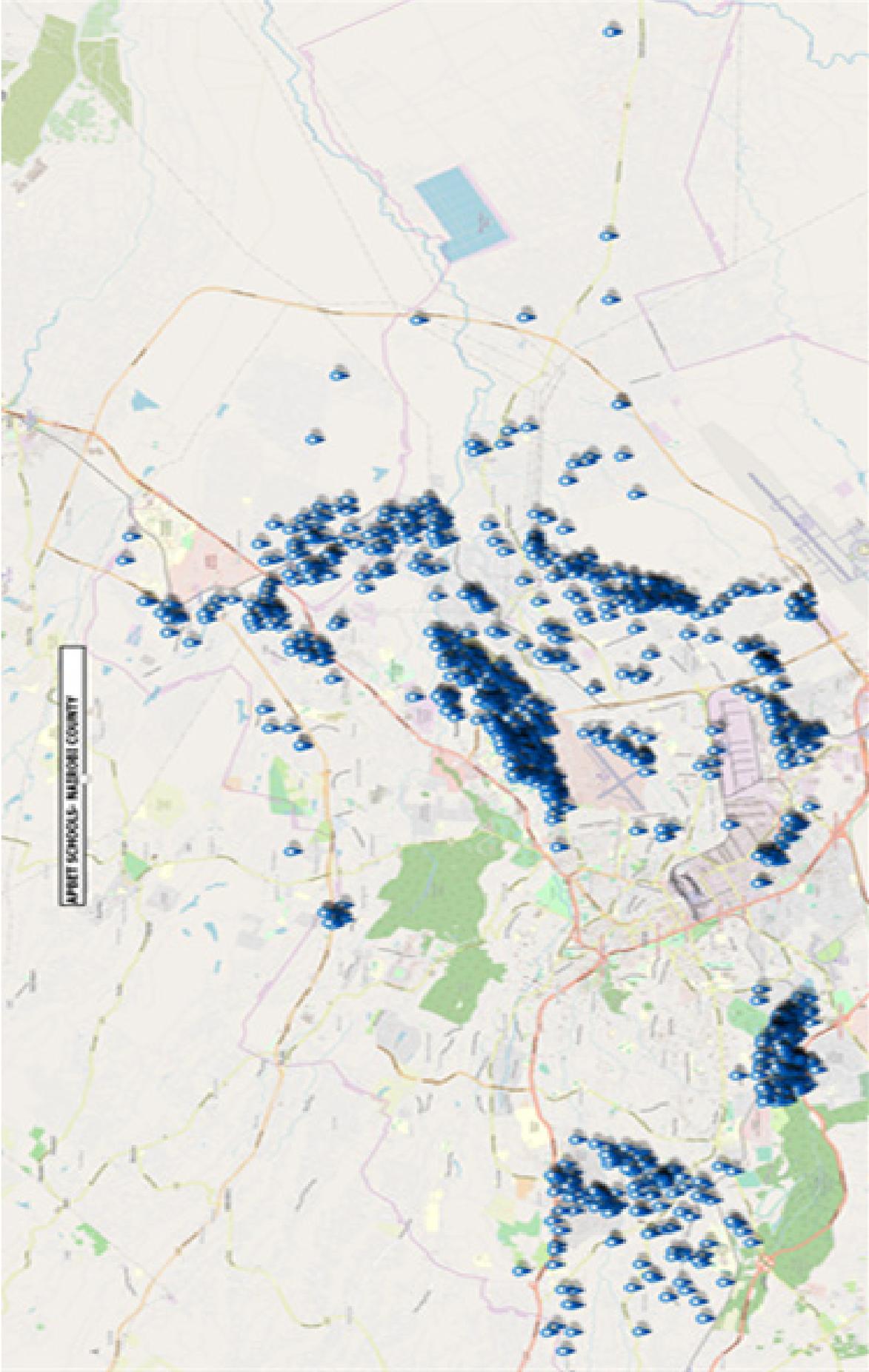


Figure 2: Schools mapped in Nairobi County based on coordinates for 1,000 schools

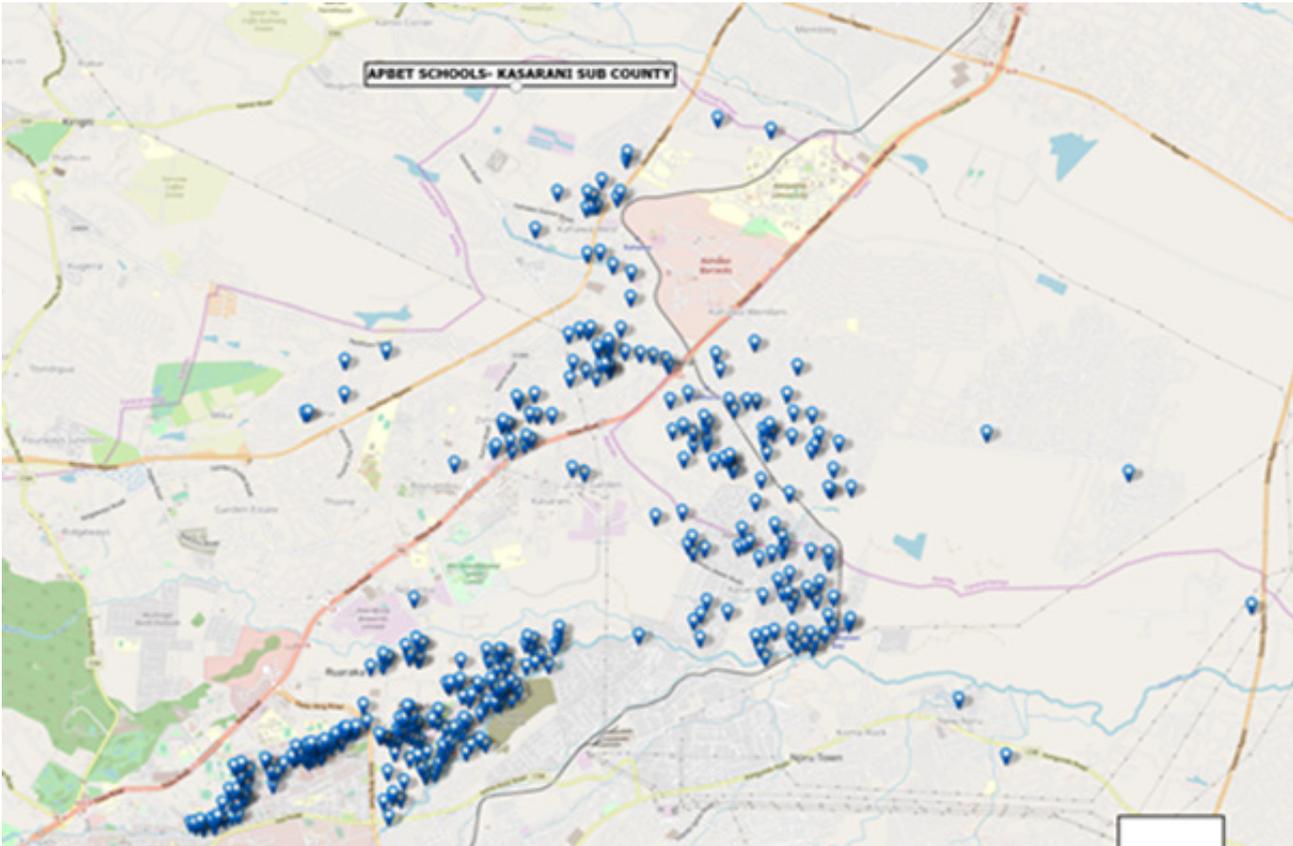


Figure 3: Schools mapped in Kasarani based on select coordinates

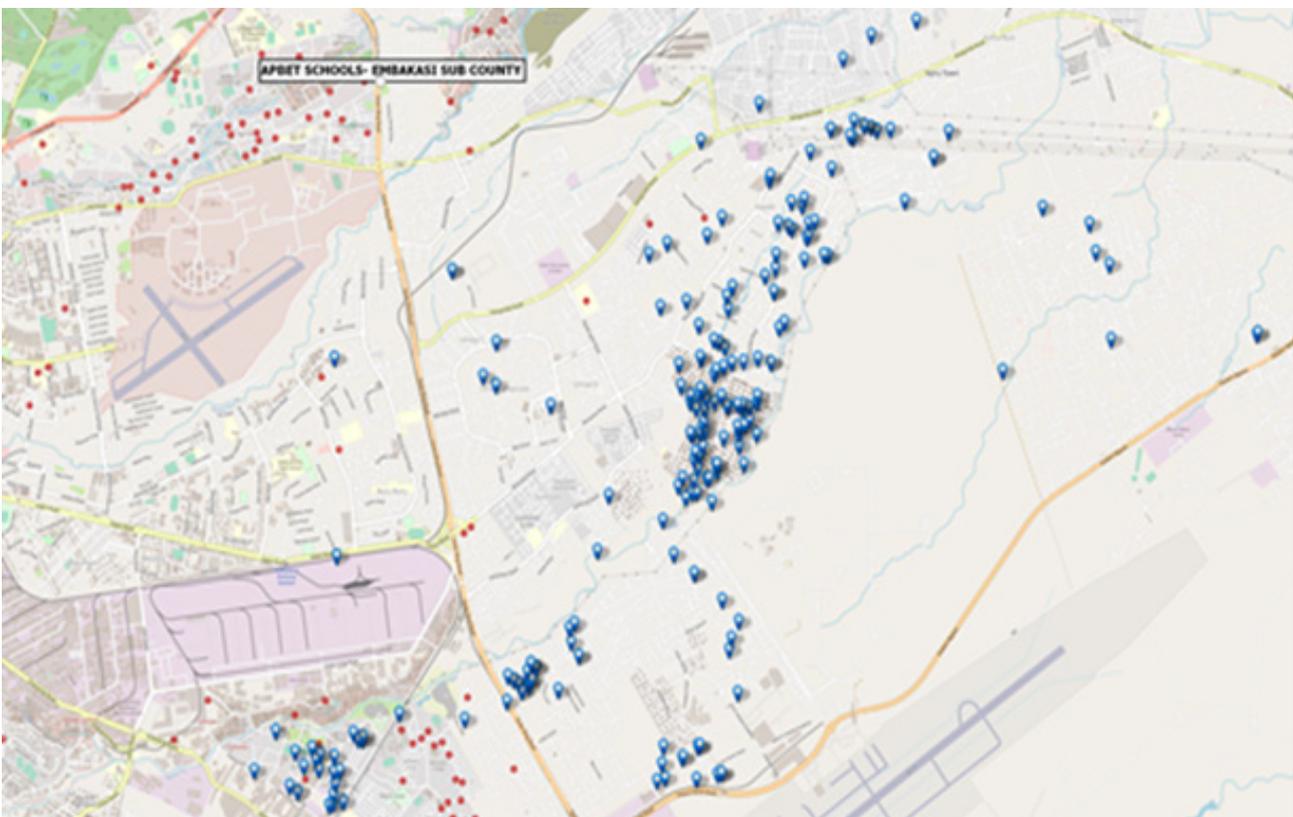


Figure 4: Schools mapped in Embakasi based on select coordinates

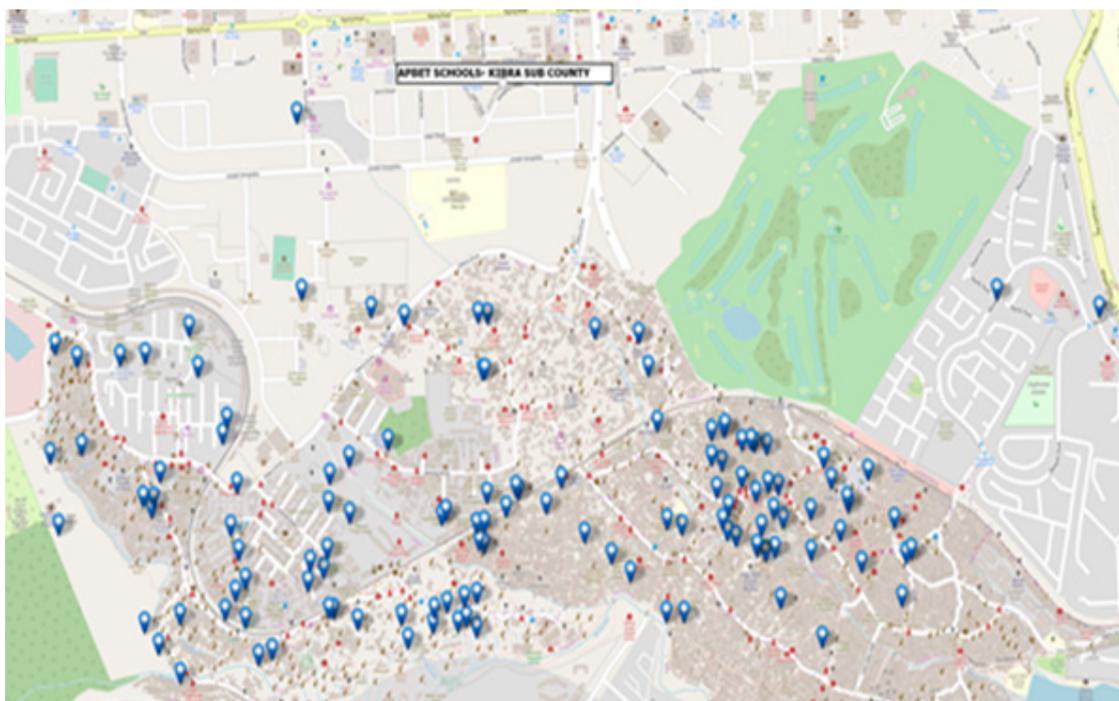


Figure 5: Schools mapped in Kibra based on select coordinates

## 4.2 School characteristics

### Head teacher characteristics

According to the Basic Standard Requirements for Registration of Educational and Training Institutions in the Ministry of Education (2011), head teachers of private schools are required to have minimum professional qualifications. The minimum qualification for a head teacher managing a pre-school is an Early Childhood Development (ECD) certificate. For primary schools, the minimum qualification is a PI certificate and for secondary schools it is a Bachelor's Degree in Education. The APBET Guidelines do not outline school manager requirements.

Looking at head teachers' highest qualifications among mapped schools, 1,053 (62.8%) head teachers possessed a certificate in education, 58 (3.5%) had a diploma in education and 78 (4.7%) had a degree in education. 212 (12.7%) head teachers were considered untrained. Those classified as untrained included those who had attained high school or primary qualifications and below. Those who were classified as 'unspecified' included those with qualifications that are not in education for example, a head teacher who possessed a certificate in economics, or where persons did not specify what qualification they had received.

In schools that had a secondary section, 44.5% were headed by teachers with a degree, while 32.1% and 18.8% had head teachers with a certificate and diploma respectively. This means that a considerable proportion of the mapped secondary schools are headed by teachers without the minimum qualification to teach at that level.

Table 2: Head teacher qualifications

Qualification	Number	%
Untrained	212	12.64
Certificate in Education	1,053	62.79
Certificate Unspecified	69	4.11
Diploma in Education	58	3.46
Diploma Unspecified	142	8.46
Degree in Education	78	4.65
Degree Unspecified	65	3.88
	<b>1,677</b>	<b>100.00</b>

### School ownership

There are different types of schools in Kenya. The Basic Education Act (2013) defines two categories, namely public and private schools, while the APBET Guidelines provides another by defining APBET schools. The APBET Policy and Guidelines (2016) are silent on the nature of ownership required for APBET schools. They do however, emphasise the nature of the population that should be targeted. APBET schools are owned by a variety of entities as indicated below.

Table 3: School ownership by owner category

	Owner category	Number	%
1	Individual local	694	41.38
2	Individual foreign	16	0.95
3	Company local	19	1.13
4	Company foreign	16	0.95
5	Community owned	654	39
6	NGO local	20	1.19
7	NGO foreign	42	2.5
8	FBO local	188	11.21
9	FBO foreign	28	1.67
	Total	1,677	100

Majority (41.4%) of the assessed schools are owned by local individuals and 39% of the schools mapped were community owned. Local faith-based organisations account for 11.2% of the mapped schools' ownership, while 2.5% were owned by foreign NGOs, as illustrated in Table 3.

### School land and tenure

The school owners were asked to provide information on the ownership of the land on which the school was situated, including providing proof of ownership. Respondents were also expected to comment on the land size. Land on which schools were built was privately owned in 74.7% of the cases, while 18% and 7.3% was either community or government owned respectively.

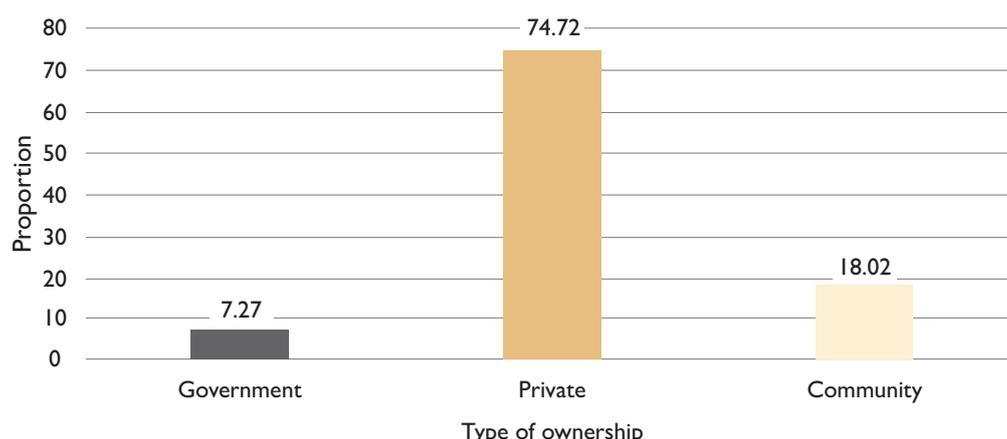


Figure 6: Type of land ownership

Land ownership varied by sub-county, with 56.5% and 36.8% of schools in Kibra and Starehe respectively, located on government land. In the other sub-counties, majority of the schools were located on privately owned land. While there was a mix of ownership in each sub-county, this was more evident in Lang'ata where ownership was split among government (25.7%), community (52.9%) and private (21.4%) actors.

Table 4: Land ownership by sub-county

Sub-county	Government (%)	Private (%)	Community (%)
Dagoretti	2.0	85.7	12.2
Embakasi	0.8	77.2	22.0
Kamukunji	3.0	69.7	27.3
Kasarani	0.3	85.5	14.3
Kibra	56.5	29.7	13.8
Lang'ata	25.7	21.4	52.9
Makadara	8.2	54.1	37.7
Mathare	0.0	87.9	12.1
Njiru	0.0	89.4	10.6
Starehe	36.8	47.4	15.8
Westlands	6.5	80.4	13.0

Overall, 15.2% of the schools were located on land with no ownership documents, while about 55% had either an allotment letter or lease agreement for at least eight years (Table 5). Majority of the schools that were located in private land, had either a lease agreement (31%) or an allotment letter (27.5%) as a proof of ownership of the land and only 13% had a title deed. Among those who reported that the land belonged to the government, the majority had letters of administration (43.9%), which are normally issued by the area administrative chiefs while 23.6% did not have any form of documentation. Strangely, 16% of the schools located in government land reported having lease agreements. Overall, the average size of the land parcel on which the mapped schools were built was 0.12 acres. However, one should treat this finding with caution given the realities of land use in urban informal contexts and that size of land on which a school is built can vary significantly even within the same settlement.

Table 5: Proof of land ownership

Proof of ownership	Government	Private	Community	Total
None	23.58	14.55	14.43	15.18
Title deed	4.07	12.57	11.15	11.7
Administration letter	43.9	14.39	22.95	18.07
Allotment letter	12.2	27.51	35.41	27.82
Lease agreement	16.26	30.99	16.07	27.23

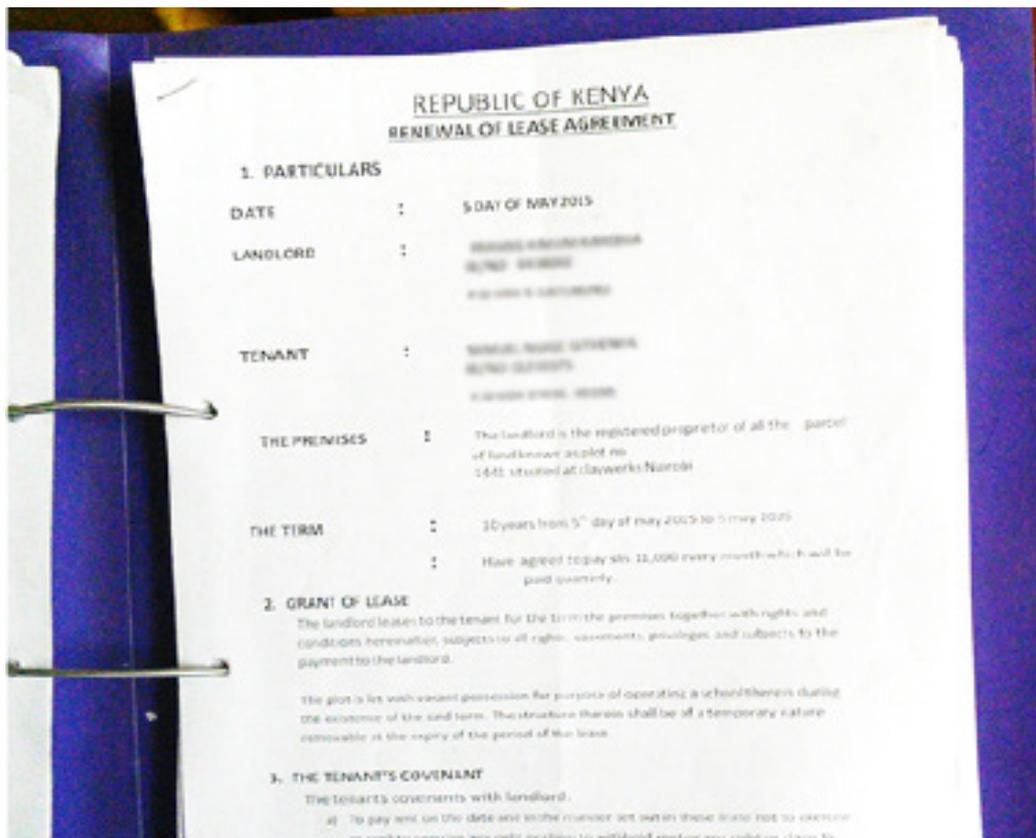


Figure 7: Example of a lease agreement between a school and land owner

### Registration status

The Basic Education Act (2013) in Article 76 requires that all persons offering basic education in Kenya be accredited and registered as provided by the Act. The APBET Policy (2009) and Guidelines (2016) further require all institutions providing alternative delivery of education and training in hardship and other marginalised areas, be registered with the Ministry of Education. Registration of these schools allows them to benefit from resourcing and other forms of support from the government.

Table 6: Registration status of mapped schools

Sub-county	Total schools mapped	Registered with MoE		Registered with other bodies	
		Number	%	Number	%
1 Dagoretti	98	10	10.20	76	77.55
2 Embakasi	373	38	10.19	276	73.99
3 Kamukunji	66	3	4.55	38	57.58
4 Kasarani	392	34	8.67	321	81.89
5 Kibra	138	33	23.91	84	60.87
6 Lang'ata	70	9	12.86	45	64.29
7 Makadara	61	6	9.84	29	47.54
8 Mathare	149	17	11.41	107	71.81
9 Njiru	218	55	25.23	147	67.43
10 Starehe	20	2	10.00	10	50.00
11 Westlands	92	6	6.52	71	77.17
<b>Total</b>	<b>1,677</b>	<b>213</b>	<b>12.70</b>	<b>1,204</b>	<b>71.79</b>

Schools registered with MoE totalled 213 (12.7%), while 1,204 (71.8%) were registered solely with other bodies. Ten schools reported being registered with both the Ministry of Education and other bodies. Of the schools registered with MoE, 163 were registered as private schools and 33 were registered as APBET or had a provisional APBET registration certificate. However, it is unclear whether the certificates under the provisional APBET registration were valid as their validity lasts for a period of only 12 months. These findings imply that only 9.9% of the total schools were registered as APBET schools.

Table 7: Registration with MoE by license

Sub-county	Private	Provisional Private	Provisional APBET	APBET	Total per sub-county
1 Dagoretti	9	0	0	1	10
2 Embakasi	34	1	1	2	40
3 Kamukunji	2	0	0	1	3
4 Kasarani	16	8	3	7	35
5 Kibra	26	3	2	2	34
6 Lang'ata	6	0	2	1	9
7 Makadara	2	1	1	2	7
8 Mathare	15	0	1	1	18
9 Njiru	49	3	1	2	56
10 Starehe	0	0	1	1	3
11 Westlands	4	1	0	1	8
<b>Total</b>	<b>163</b>	<b>17</b>	<b>12</b>	<b>21</b>	<b>223</b>

Table 8: Percentage by license category

License category	N	%
Private	163	76.5
Provisional Private	17	8.0
Provisional APBET	12	5.6
APBET	21	9.9
<b>Total</b>	<b>213</b>	<b>100.0</b>

Some schools were members of various private or APBET school associations and had certificates that reflected their membership. However, association certificates are not considered a form of registration.

Figure 8: Education certificate and license categories

REPUBLIC OF KENYA  
MINISTRY OF EDUCATION, SCIENCE AND TECHNOLOGY  
STATE DEPARTMENT OF EDUCATION

**CERTIFICATE OF REGISTRATION OF SCHOOLS**

NAME OF SCHOOL		TOWN OR LOCATION AND PLOT NUMBER	
		LAINI SABA - KIBERA	
CLASSIFICATION OF SCHOOL		DISTRICT	COUNTY
PRIVATE MIXED DAY ECDE/PRIMARY SCHOOL		LANGATA	NAIROBI
NAME OF MANAGER		ADDRESS OF MANAGER/SPONSOR	
BOARD OF DIRECTORS			
INSTRUCTION MAY BE GIVEN IN THIS SCHOOL UP TO		MAXIMUM NUMBER OF PUPILS TO BE ACCOMMODATED	
STD 8		FOUR ECDE CLASSES AT 25 PUPILS EACH. SINGLE STREAM PRIMARY STD 1-8 AT 40 PUPILS PER CLASS TO A MAXIMUM OF 420 PUPILS.	
REGISTRATION NUMBER		SUBJECT TAUGHT	
		8,4,4 CURRICULUM	
DATE OF REGISTRATION		SPECIAL REMARKS	
		THIS FULL REGISTRATION CERTIFICATE CANCELS THE PREVIOUS ONE NO: [REDACTED]	
NAME OF SCHOOL	DATE	REGISTRATION NUMBER	TOWN OR LOCATION
			LAINI SABA MASHIMONI

*Signature of Principal Secretary*

**Private school**

REPUBLIC OF KENYA  
MINISTRY OF EDUCATION, SCIENCE AND TECHNOLOGY  
STATE DEPARTMENT OF EDUCATION

**CERTIFICATE OF REGISTRATION FOR BASIC EDUCATION INSTITUTIONS**

Name of Institution	[REDACTED]				
Location	Plot No. [REDACTED]	Area [REDACTED]	Sub-County [REDACTED]	County [REDACTED]	Country [REDACTED]
Category (Public, Private)	[REDACTED]				
Management	Name of Manager [REDACTED]	Level of School [REDACTED]	Boarding [REDACTED]	Practical Boarding [REDACTED]	Special [REDACTED]
Characteristics (Primary)	Single stream [REDACTED]	Day only [REDACTED]	Day and night [REDACTED]	Evening [REDACTED]	Distance [REDACTED]
Level approved (Primary)	ECDE [REDACTED]	Primary [REDACTED]	Secondary [REDACTED]	Certificate [REDACTED]	Technical [REDACTED]
Approved Maximum admissions per level	[REDACTED]				
Curriculum Offered	[REDACTED]				
CEB Approval Number	Name of the CEB [REDACTED]	Signature of the CEB [REDACTED]		Date of Registration [REDACTED]	

**APBET Certificate**

Community-based organisations  
Self-help groups



Table 9: Year of registration for schools registered with MoE

Year	% registration
<=2013	29.6
2014	52.11
2015	6.57
2016	6.57
2017	2.35
2018	2.82

Most of the schools that were registered with MoE, received their registration between the years 2013-2016. Under a previous regime, non-formal and informal schools could register under various government departments such as the Ministry of Gender and Social Services, the Office of the President, State Law Office (Attorney General's office), among others.<sup>2</sup> However, under the current dispensation, a school is considered to be registered only if the registration is undertaken by the Ministry of Education. More than half (57.8%) of the schools registered in 2014 were individually owned, while 14.4% and 11.7% were owned by the communities and local FBOs respectively. After 2015, the few registered schools were either community or individually owned.

Among schools not registered with MoE, 1204 (71.8%) were registered with a different body. The main bodies that these schools were registered with included the Ministry of Gender, Children and Social Services; Ministry of East Africa Community, Labour and Social Protection; Ministry of Labour, Social Security and Services; and the Registrar of Societies under the Attorney General's Office. The types of licenses issued by these bodies included children's centres, Community Based Organisations, education centres, or self-help groups while others were registered as businesses. It is important to note that registration certificates or licenses received from other bodies did not have any expiry dates and therefore schools could still possibly be considered registered with these various government agencies. There were however 271 (16.2%) schools operating without any form of registration or license.

When the data on school registration by MoE was stratified by school type, 48% of the registered schools were individually owned, 23.8% were community owned and a further 13.5% were owned by local FBOs.

### School level offered

Basic education and training institutions in Kenya offer education at the pre-primary, primary, secondary school or adult education level. Schools offering education at pre-primary and primary level formed the majority at 89.8% (1,506) and 92.2% (1,546) respectively as per the table below. Further, a fairly good number of schools (85.6% or 1,433) were as well offering both pre-primary and primary levels of education. Of the primary schools identified, 4.5% (69) of them also offered secondary education. Forty-two of the mapped institutions were adult education centers.

Table 10: School levels offered

Sub-county	Schools mapped	Pre-primary		Primary		Secondary		Adult education	
		N	%	N	%	N	%	N	%
Dagoretti	98	94	95.92	94	95.92	11	11.22	0	0.00
Embakasi	373	342	91.69	366	98.12	14	3.75	5	1.34
Kamukunji	66	60	90.91	60	90.91	3	4.55	6	9.09
Kasarani	392	376	95.92	382	97.45	9	2.30	1	0.26
Kibra	138	121	87.68	109	78.99	23	16.67	4	2.90
Lang'ata	70	65	92.86	51	72.86	10	14.29	1	1.43
Makadara	61	60	98.36	52	85.25	4	6.56	1	1.64
Mathare	149	143	95.97	131	87.92	20	13.42	3	2.01
Njiru	218	154	70.64	212	97.25	5	2.29	5	2.29
Starehe	20	3	15.00	5	25.00	0	0.00	15	75.00
Westlands	92	88	95.65	84	91.30	7	7.61	1	1.09
<b>Total</b>	<b>1,677</b>	<b>1506</b>	<b>89.8</b>	<b>1,546</b>	<b>92.2</b>	<b>106</b>	<b>6.3</b>	<b>42</b>	<b>2.5</b>



Photo: Adult education class

## Examination centre status

According to the Kenya National Examination Council, for a primary or secondary school to be registered as an examination centre, it should hold a valid registration certificate issued by the Ministry of Education (KNEC, 2018). Despite the requirements, 20.6% (346) of the mapped schools were registered as examination centres including those not registered with MoE. At primary level, 88.7% of the schools that had students in class eight and that were also registered with MoE, were registered as examination centres. This is compared to 33.3% of primary schools that had students in class eight but were not registered with MoE. At the secondary level, among schools with form four students, 97.2% of those registered with MoE and 47.1% of those not registered with MoE, reported being registered as examination centres.

Table 11: Schools registered as examination centres per sub-county

Sub-county	Total schools mapped	Registered as examination centres	%
Dagoretti	98	37	37.76
Embakasi	373	85	22.79
Kamukunji	66	1	1.52
Kasarani	392	67	17.09
Kibra	138	43	31.16
Lang'ata	70	13	18.57
Makadara	61	15	24.59
Mathare	149	24	16.11
Njiru	218	46	21.10
Starehe	20	3	15.00
Westlands	92	12	13.04
<b>Total</b>	<b>1,677</b>	<b>346</b>	<b>20.6</b>

## 4.3 Enrolment

At the time of mapping, the total enrolment of learners in the 1,677 institutions was 317,429, with 157,511 male and 159,918 female pupils. Of this, 86,721 (43,603 male; 43,118 female) learners were in pre-primary, 220,179 (109,071 male; 111,108 female) were in primary and 10,529 (4,837 male; 5,692 female) were at the secondary level. Overall, the percentage representation of students in the mapped schools was 27% pre-primary, 69% primary and 3% secondary level.

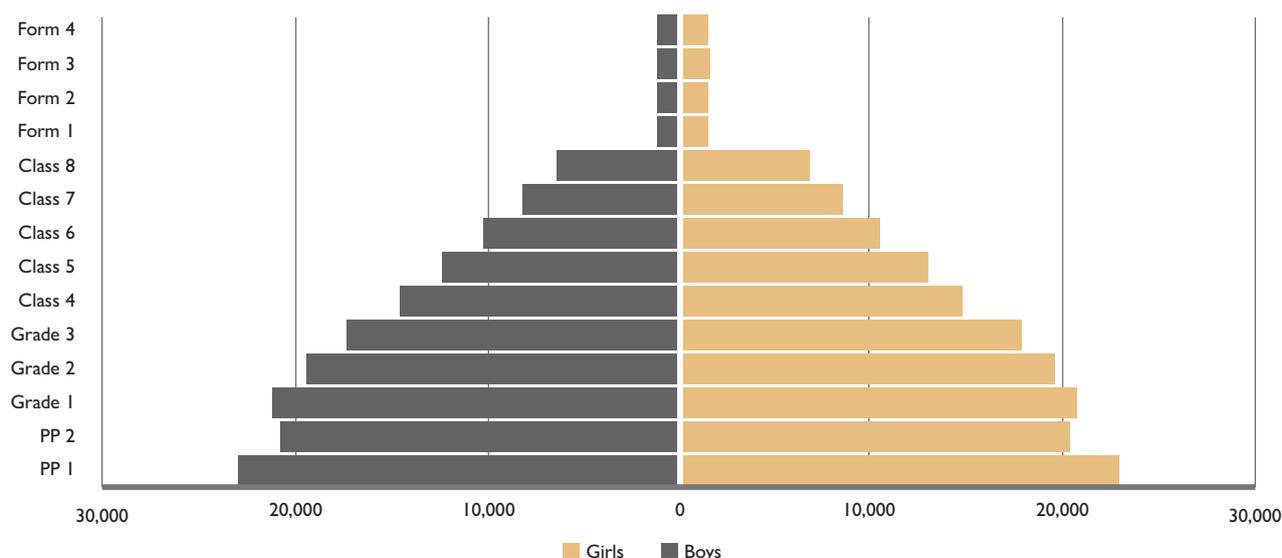


Figure 9: Enrolment pyramid

The Gender Parity Index (GPI) in pre-primary and primary schools was found to be close to one (Table 12). The GPI is expressed as the number of girls to boys. A parity index of one implies an equal number of boys and girls, an index of above one means more girls are enrolled in school than boys, while a parity of below one means more boys are enrolled than girls. At secondary level, girls had higher enrolment levels, implying that there were more girls enrolled in mapped secondary schools than there were boys.

Table 12: Enrolment by grade / class and gender

Grade / Class	Male	Female	Total	GPI
Pre-primary 1 (PP1)	22,978	22,810	45,788	0.99
Pre-primary 2 (PP2)	20,625	20,308	40,933	0.98
<b>Overall Pre-Primary</b>	<b>43,603</b>	<b>43,118</b>	<b>86,721</b>	<b>0.99</b>
Grade 1	20,997	20,697	41,694	0.99
Grade 2	19,392	19,489	38,881	1.01
Grade 3	17,261	17,759	35,020	1.03
Class 4	14,462	14,769	29,231	1.02
Class 5	12,328	12,924	25,252	1.05
Class 6	10,146	10,406	20,552	1.03
Class 7	8,123	8,339	16,462	1.03
Class 8	6,362	6,725	13,087	1.06
<b>Overall Primary</b>	<b>109,071</b>	<b>111,108</b>	<b>220,179</b>	<b>1.02</b>
Form 1	1,155	1,419	2,574	1.23
Form 2	1,192	1,350	2,542	1.13
Form 3	1,228	1,466	2,694	1.19
Form 4	1,262	1,457	2,719	1.15
<b>Overall Secondary</b>	<b>4,837</b>	<b>5,692</b>	<b>10,529</b>	<b>1.18</b>
<b>OVERALL TOTAL</b>	<b>157,511</b>	<b>159,918</b>	<b>317,429</b>	

The highest enrolments in pre-primary and primary levels were observed in Kasarani sub-county, while Mathare had the highest secondary enrolments (Table 13). Starehe had the lowest recorded

enrolments in pre-primary and primary schools. Starehe and Kamukunji sub-counties were found to have no secondary schools among the institutions mapped. However, this does not imply that there are no APBET secondary schools in the two sub-counties. These findings should be treated with some caution as some sub-counties had more schools mapped than others and there was no sub-county in which 100% of all existing APBET schools were mapped. Whereas the findings indicate that 2.5% of the mapped APBETs are adult education centres, there was no data on the enrolment in the existing adult education centres.

Table 13: Enrolment by sub-county and level of schooling

Sub-county	Pre-primary	Primary	Secondary	Total
Dagoretti	4,942	12,689	906	18,537
Embakasi	20,457	54,659	1,436	76,552
Kamukunji	2,767	4,114	0	6,881
Kasarani	26,202	64,549	675	9,1426
Kibra	5,173	15,660	2,438	23,271
Lang'ata	2,833	5,754	760	9,347
Makadara	3,532	6,625	228	10,385
Mathare	8,125	17,911	2,956	28,992
Njiru	8,568	29,879	761	39,208
Starehe	77	213	0	290
Westlands	4,045	8,126	369	12,540

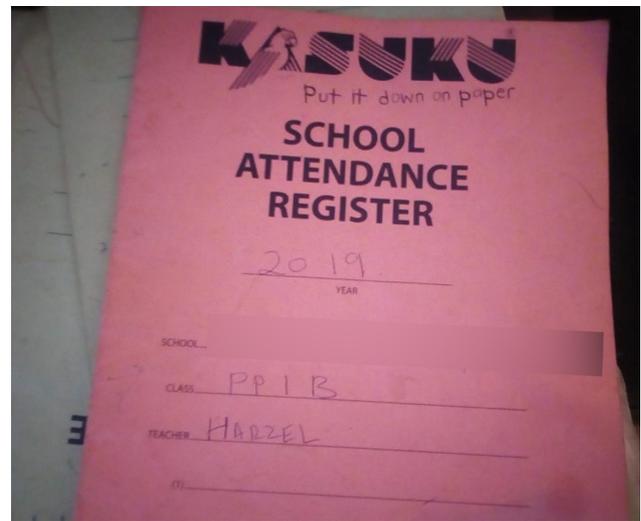


Photo: Class register

### Refugees and children living with disabilities (CWDs)

Only 181 (10.7%) of the mapped schools had enrolled children with special needs. This implies that either schools are not inclusive and do not provide for children with special needs, or that parents of children with special needs opt for other schools over APBET or low fee private schools. Of the schools mapped, 1,370 (752 male; 618 female) learners were reported to be refugees and 2,507 (1,312 male; 1,195 female) were children living with either a mental or physical disability. The refugee students and CWDs were spread across 477 schools.

Table 14: Enrolment of special populations

Special population	Gender	Enrolment	Schools	Average per school
Refugees	Male	1,312	150	8.75
	Female	1,195	150	7.97
	<b>Total</b>	<b>2,507</b>	<b>181</b>	<b>13.85</b>
Special Needs	Male	752	348	2.161
	Female	618	286	2.161
	<b>Total</b>	<b>1,370</b>	<b>477</b>	<b>7.569</b>

#### 4.4 Financing

Every child has the right to free and compulsory basic education according to the Basic Education Act (2013). The Free Primary Education (FPE) programme was therefore launched in the year 2003 and is fully funded by the Government of Kenya, through the Ministry of Education. Under FPE, each child in primary school is expected to receive a capitation grant worth Kes.1,420.

The capitation is disbursed to schools based on their level of enrolment. Of the schools offering primary school education, only 329 (21.3%) had received FPE funds at least once while 78.7% (1,217) had not received any capitation Table 15). According to respondents, most schools last received FPE funds between 2014 and 2017 as the table below indicates.

FPE funds were disbursed to some APBETs/LFPS between the financial years 2004 to 2015 / 2016. The criteria used to select schools for disbursement included: a functional Board of Management, possession of a Simba bank account and availability for audit. Subsequent disbursements after 2016 were described as having been challenging due to the ensuing use of the National Education Management Information System (NEMIS) for disbursement, which was unlike previous years where MoE had relied on information head teachers provided.

Table 15: Schools that have received FPE

Sub-county	No. of primary schools	Received FPE	
		Yes	%
Dagoretti	94	18	19.15
Embakasi	366	50	13.66
Kamukunji	60	0	0.00
Kasarani	382	107	28.01
Kibra	109	23	21.10
Lang'ata	51	8	15.69
Makadara	52	3	5.77
Mathare	131	40	30.53
Njiru	212	61	28.77
Starehe	5	1	20.00
Westlands	84	18	21.43
<b>Overall</b>	<b>1,546</b>	<b>329</b>	<b>21.28</b>

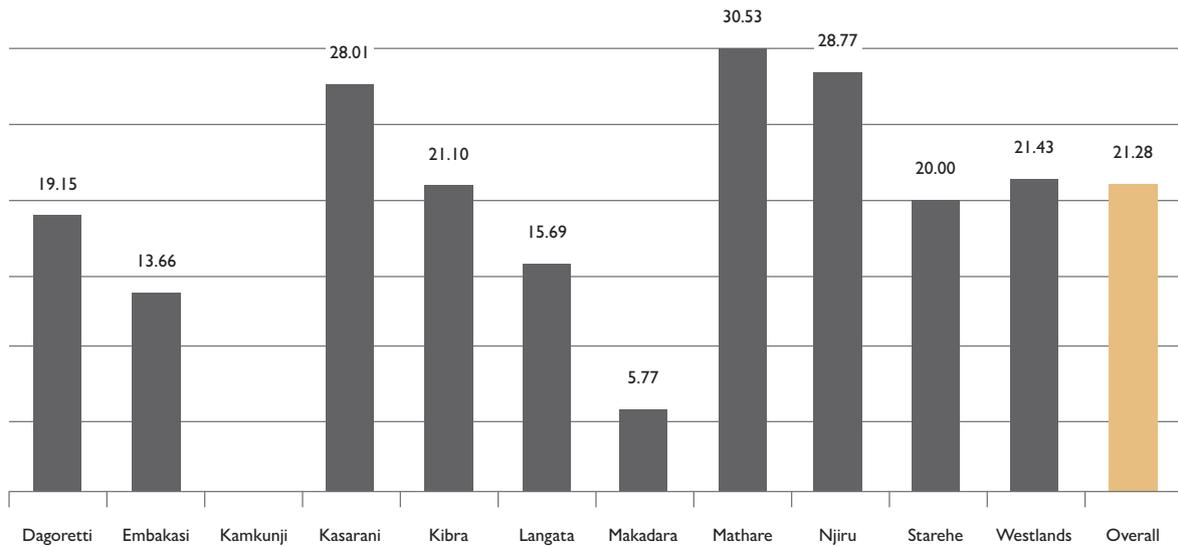


Figure 10: Graph showing the distribution of FPE funds across sub-counties

Among the 213 primary schools that were registered with MoE, 29% had received FPE funds while 23.13% of the 1,137 primary schools that were registered with other bodies reported having received FPE funds. The last year in which FPE funds were received was in 2017 as indicated in the table below.

Table 16: Last year FPE funds received

Last Year FPE funds received	No. of schools	%	Cumulative %
2003	1	0.3	0.3
2004	2	0.61	0.91
2005	5	1.52	2.43
2006	1	0.3	2.74
2007	4	1.22	3.95
2008	3	0.91	4.86
2009	8	2.43	7.29
2010	7	2.13	9.42
2011	9	2.74	12.16
2012	14	4.26	16.41
2013	17	5.17	21.58
2014	37	11.25	32.83
2015	32	9.73	42.55
2016	82	24.92	67.48
2017	100	30.4	97.87
Missing	7	2.13	100
	<b>329</b>	<b>100</b>	

Schools receiving public funds are audited by the Ministry of Education’s school audit department. Of the 329 schools that had received FPE capitation grants at least once, 61.4% (202) had undertaken an audit of these funds.

## Parental contributions

Among the schools that offered pre-primary education, 74.5% (280) were charging between Kes. 1,000-3,000, with average fees being charged at Kes.2,683 per term. For lower primary, the majority (82.3% or 1,273) of schools were charging between Kes.1,000 and Kes. 4,000 with the average fees being Kes.2,997 per term. For upper primary, the majority (83.9%, or 1,072) of schools charged between Kes.1,000-4,500, with the average fees being 3,284 per term. Of the 106 secondary schools mapped, the majority (65.7%) were charging between Kes.4,500 and 10,000 with the average fees being Kes.6,258 per term.

Table 17: School fees charged per level

School fees range (Kes.)	Pre-primary		Lower-primary		Upper-primary		Secondary	
	N	%	N	%	N	%	N	%
None	11	0.73	15	0.97	19	1.49	14	13.33
1 - 1,000	62	4.13	47	3.04	28	2.19	1	0.95
1,001 - 1,500	238	15.86	161	10.41	95	7.43	-	-
1,501 - 2,000	214	14.26	172	11.13	116	9.08	-	-
2,001 - 2,500	336	22.39	295	19.08	169	13.22	1	0.95
2,501 - 3,000	332	22.12	352	22.77	284	22.22	7	6.67
3,001 - 3,500	74	4.93	169	10.93	144	11.27	1	0.95
3,501 - 4,000	79	5.26	124	8.02	178	13.93	3	2.86
4,001 - 4,500	47	3.13	63	4.08	86	6.73	4	3.81
4,501 - 5,000	37	2.47	51	3.3	61	4.77	20	19.05
5,001 - 6,000	35	2.33	44	2.85	47	3.68	21	20
6,001 - 10,000	27	1.8	44	2.85	45	3.52	28	-
> 10,000	9	0.6	9	0.58	6	0.47	5	4.76

The minimum and maximum amount of fees charged at each of these levels is indicated in the table below:

Table 18: Average school fees paid by level excluding those not charging anything

Level	N	Mean (Kes.)	Std. Dev	Min (Kes.)	Max (Kes.)
Pre-primary	1,490	2,683.36	1,580.49	50	25,000
Lower primary	1,531	2,997.03	1,645.44	50	25,000
Upper primary	1,259	3,284.40	1,579.54	50	18,000
Secondary	91	6,257.69	2,774.87	600	2,1000

## External support

Respondents were also requested to outline whether they received sponsorship as an external source of support. According to the Basic Education Act (2013), sponsored schools are also considered public schools. In addition to this, the Act also defines a sponsor as “a person or institution who makes a significant contribution and impact on the academic, financial, infrastructural and spiritual development of an institution of basic education.” This question did not however refer to whether schools considered themselves to be sponsored schools. Rather, it referred to support received by schools from any external sources irrespective of whether the support was regular or not. In this regard, 16 % (276) of schools reported having received support from external sources. These sources ranged from one-off gifts to more sustained forms of sponsorship from well-wishers and various organisations.

## 4.5 School facilities and sanitation

### Playgrounds

In addition to land ownership, the questionnaire also explored whether schools were in possession of a playground and whether it was shared with other institutions (Figure 11). Majority of the schools mapped did not own any playground and were instead found to be sharing one with a neighbouring school. Only 10.7% of the total schools that were sharing a playground had a signed Memorandum of Understanding (MoU) about use of the facilities while 52.1% were sharing but without any MoU. Schools that shared playgrounds were on average 0.56 km away from the school that owned the playground, with a range of between 0-3 km. 36.8% of the mapped schools however, reported owning their playground.

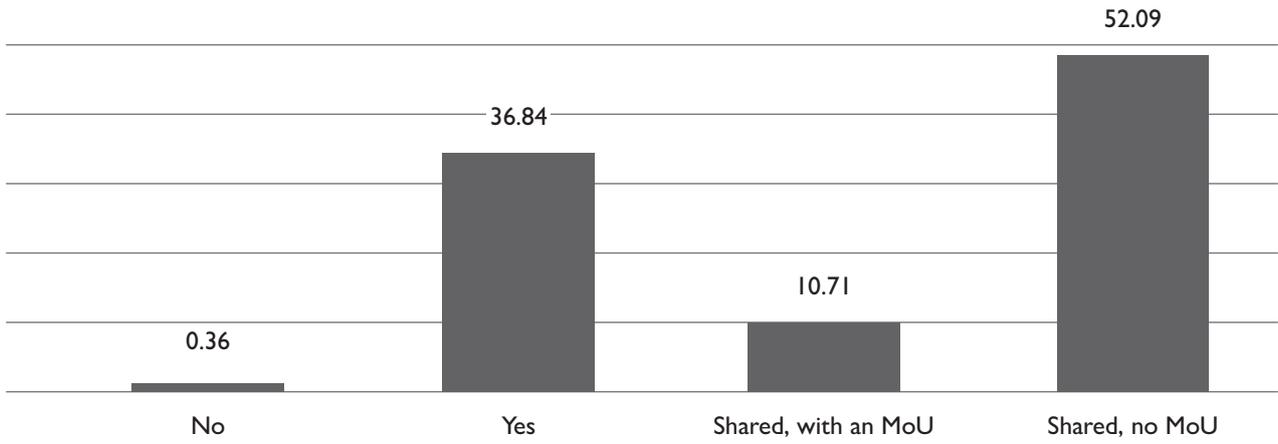


Figure 11: Does the school own the playground?

### Water and sanitation

#### a. Water source

Most of the schools that were mapped reported having piped water (68.1%) that was supplied directly into their school compound by the county government. Conversely, 20.6% were supplied by water vendors or from other sources such as boreholes within the school compound (2.5%), public taps located outside the school compound (4.5%) or learners who would carry water from home (4.1%) (Fig. 12). This means that almost 87,000 students are exposed to unsafe water i.e. water from sources other than water piped into school.

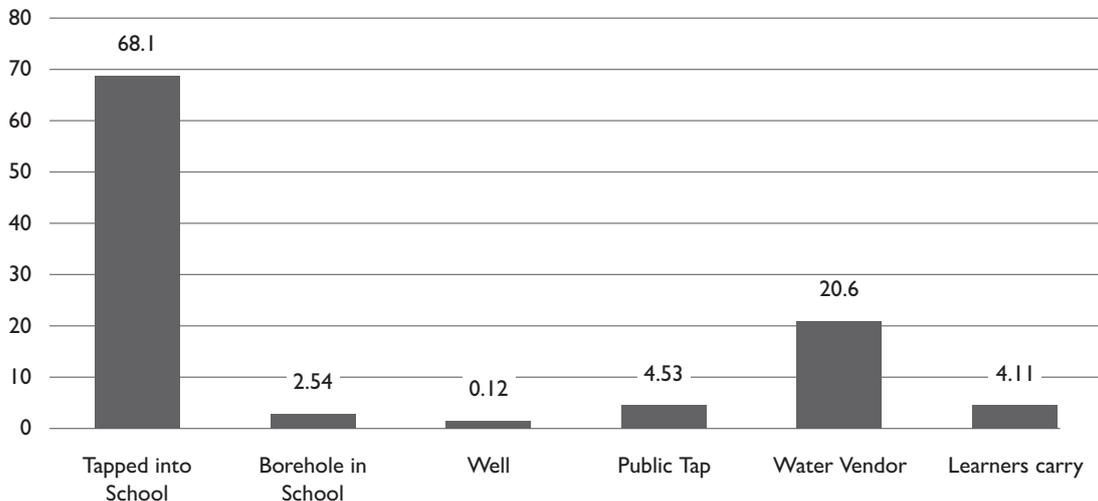


Figure 12: Main source of drinking water in the school

When viewed from the sub-county perspective, 77.8%, 86.6% and 87.6% of schools in Starehe, Kasarani and Njiru respectively had water piped into the school compound in comparison to only 35% of schools in Kibra and Dagoretti. In these two sub-counties, 46.9% and 54.4% of schools respectively, reported that their drinking water was mainly supplied by water vendors. The source of drinking water did not differ by school ownership.



Photo: Water storage tank

### b. Toilets

As expected, almost all schools had access to a toilet facility. While 94.8% of schools reported having toilets located within the school compound, it was observed that a considerable proportion of schools had toilets located outside the school, especially in Mathare (12.2%), Makadara (12.9%), Lang'ata (13.6%) and Kibra (14.5%).

A small proportion (1.6%) of the schools that reported having access to toilets located outside the compound, did not own a toilet and therefore rented external toilet facilities. These toilets were either for exclusive use by their students or were in some instances shared with community members. A high number of schools in Lang'ata (5.7%), Kibra (5.9%), Makadara (8.5%) and Kamukunji (9.2%) reported not owning any toilet facilities (Fig. 13), stating that they instead made use of nearby public toilets.

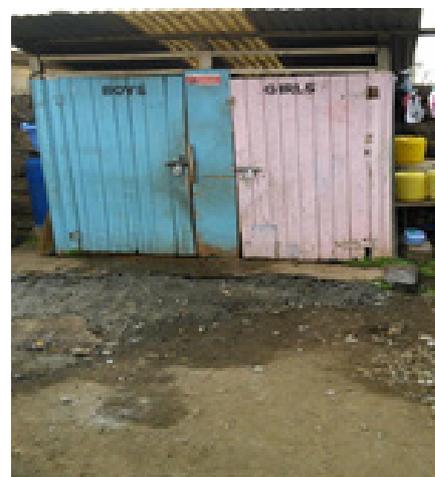
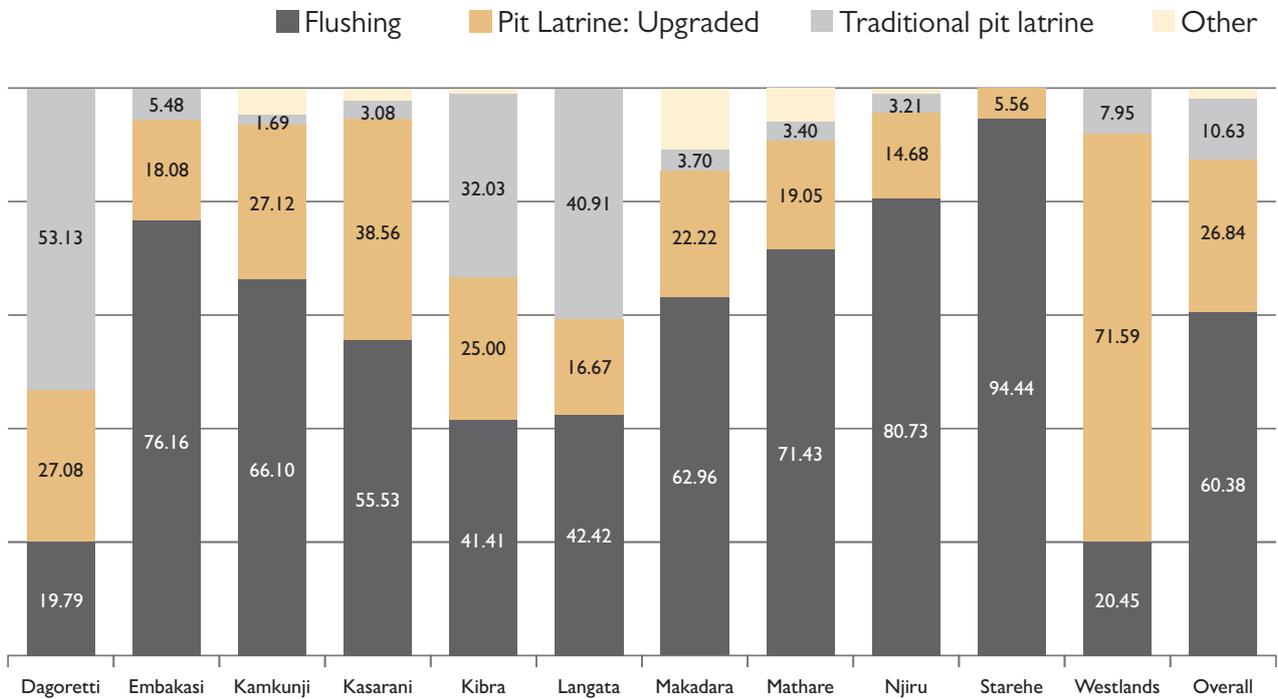


Photo: Toilet doors

In 10.6% of the schools mapped, the toilets were shared by both boys and girls as the school did not have separate toilets by gender. Furthermore, in 23% of the schools mapped, the toilets were shared by pupils and staff.

Figure 13: Main type of toilet used by schools



The toilets were of various types with the most common one being the flush (60.4%) and upgraded pit latrine (26.8%). In the context of informal settlements, flush toilets are those that have a flush mechanism and are usually connected to or piped into a pit rather than emptying into the public sewage system, while upgraded pit latrines are those with a toilet seat or those that are cemented or tiled.

Various other differences were observed at the sub-county level, with fewer schools in Westlands (20.5%) and Dagoretti (19.8%) found to be utilising flush toilets as compared to schools in Embakasi, Mathare, Njiru and Starehe. In Dagoretti, most schools had traditional pit latrines (53.1%), while the upgraded pit latrine (71.6%) was common in Westlands sub-county.



Photo: Different type of Toilets

## Pupil-toilet ratio

The pupil-toilet ratio varied from school to school: on average, there were 53 pupils per toilet door, and this included schools with shared toilet doors between boys and girls (Table 19). When stratified by gender, on average there were 48 girls and 51 boys per toilet door.

Following this, the analysis examined what proportion of schools met the recommended pupil-toilet ratio by gender where the national norm for boys is 30:1 while that of the girls is 25:1 (MoE, 2016). Starehe had the largest proportion of schools that met the PTR. However, this can be attributed to the low number of schools mapped in that sub-county.

Table 19: Pupil-Toilet ratio (PTR) by sub-county and gender

Sub-county	Overall	Boys		Girls	
	PTR	PTR	% below 30	PTR	% below 25
Dagoretti	42.59	44.56	34.41	40.92	34.04
Embakasi	52.92	56.36	24.93	50.74	16.86
Kamukunji	43.92	43.67	36.73	43.41	22.45
Kasarani	61.27	57.52	22.80	55.70	16.23
Kibra	43.34	37.55	47.83	35.83	40.17
Lang'ata	35.88	37.50	43.33	36.47	37.29
Makadara	62.36	44.79	32.00	41.92	31.11
Mathare	54.25	45.02	34.71	45.74	27.64
Njiru	56.11	55.55	28.57	52.00	25.13
Starehe	4.52	17.47	80.00	16.69	75.00
Westlands	55.80	49.94	37.65	44.63	30.12
<b>Overall</b>	<b>53.04</b>	<b>51.45</b>	<b>30.22</b>	<b>48.49</b>	<b>23.88</b>

### c. Handwashing facility

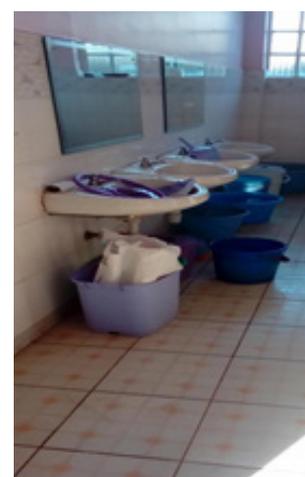


Photo: Handwashing facilities

Table 20: Handwashing points and pupil-point ratio

Sub-county	Presence of handwashing points	Ratio of handwashing points to pupil
Dagoretti	91.67	112.10
Embakasi	98.91	126.82
Kamukunji	72.31	74.56
Kasarani	98.97	113.55
Kibra	83.82	119.47
Lang'ata	80.00	80.01
Makadara	94.92	121.29
Mathare	95.97	117.90
Njiru	93.12	107.82
Starehe	94.44	5.40
Westlands	88.76	122.80
<b>Overall</b>	<b>93.66</b>	<b>114.05</b>

Handwashing facilities were reported to be located near toilet facilities in almost all the schools (93.7%) mapped. In these schools, 97.6% of the handwashing facilities were observed to be functioning as indicated by the presence of taps with running water. On average, one working tap was used by 114 pupils. Kamukunji and Lang'ata sub-counties had the least number of schools with handwashing facilities at 72.3% and 80.0% respectively, while Starehe had the lowest number of pupils per tap. Data on the presence of soap in the handwashing facilities was not collected.



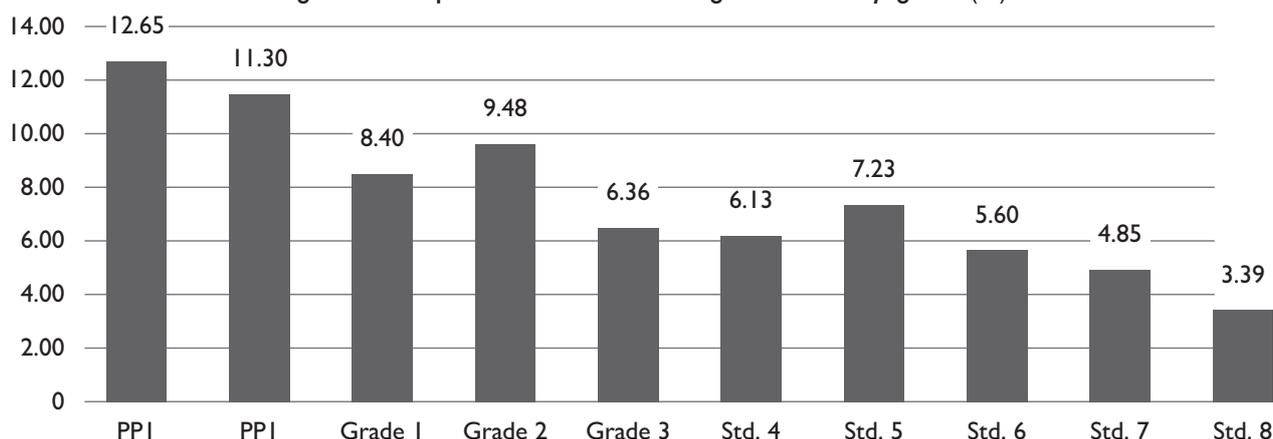
Photo: Handwashing activity at mealtime

## Classrooms

### a. Classroom sharing

Figure 11 shows the proportion of schools which have classrooms shared among different grades. Overall, the sharing of classrooms was found to cut across grades/standards. However, this seemed to reduce in the higher grades with results showing that classroom sharing is high mainly at the preschool level, with 12.7% and 11.3% pre-primary 1 and 2 (PPI and PP2) sharing classes respectively. In the lower primary (grades 1 to 3), sharing was highest for grade 2.

Figure 14: Proportion of schools sharing classrooms by grade (%)



### Pupil-classroom ratio

The table below refers to the overall and mean pupil-classroom ratio (PCR) per grade as well as the proportion of classrooms meeting the recommended ratio. The data refers only to schools that did not have shared classrooms. For pre-primary, the recommended ratio is 30 learners per class and 45 learners in primary level.

Overall, there were 26 learners per class at the pre-primary level and 21 learners at primary level. In most of the cases, the average PCR was below 30 for pre-primary and below 45 for primary. In terms of meeting the recommended PCR, upper primary classrooms were more likely to meet the PCR than those in lower primary and pre-school.



For instance, at standard eight, 98.0% of the classrooms had a maximum of 45 learners, therefore meeting the required PCR as compared to 93.5% in grade 1 and 68.4% in pre-school.

Table 21: Pupil-classroom ratio (PCR) by grade

Classes	PCR	% meet PCR
Pre-school	25.95	68.43
Grade 1	25.56	93.52
Grade 2	24.44	94.50
Grade 3	23.46	94.24
Standard 4	22.39	94.92
Standard 5	21.79	94.31
Standard 6	20.43	95.55
Standard 7	19.52	96.82
Standard 8	18.71	98.00
<b>Primary Overall</b>	<b>20.88</b>	<b>97.86</b>

Figure 15 shows the proportion of schools in each sub-county meeting the recommended pupil-classroom ratio (PCR) at both primary and pre-school levels. At the primary level, there were no large observable differences between the sub-counties and almost all schools met the recommendation. However, at the pre-primary level, the PCR varied by sub-county, and only Starehe had all its pre-schools meeting the recommendation. Most of the other sub-counties had less than 70% of the pre-schools meeting the recommended ratio of 30 learners per class.

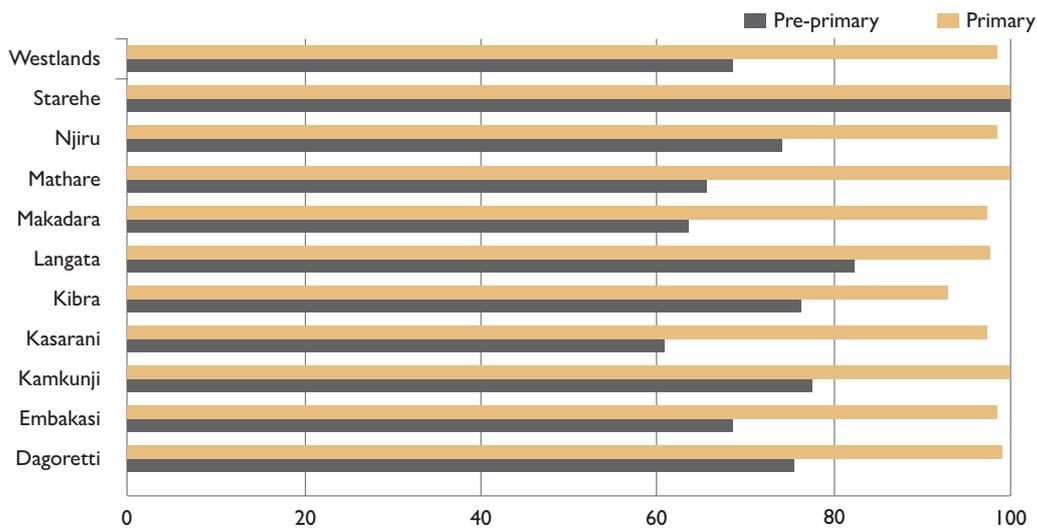


Figure 15: PCR by sub-county and level of schooling



Photo: Nap time



Photo: Pupils in class

**b. Classroom walls and roofing**

The study also sought to establish which materials were used to construct the classroom walls and roofing (Table 22). Schools often reported use of more than one material, as multiple materials generally used in construction of buildings in informal settlements.

Majority of the classroom walls were made of either iron sheets or bricks/stones. Further analysis showed 43.8% of the classrooms’ walls were only made of bricks/stones, while 39.1% were constructed using iron sheets only and 14% with a combination of both bricks/stones and iron-sheets.

In nearly all schools (98.1%), the classroom roofs were made of iron sheets. Further, 9.5% of the mapped schools had provisions for children living with a disability. The provision mainly included schools with structures and an environment that was sensitive to the needs of children with disabilities.

Table 22: Materials used in the classroom wall and roof

Material	Wall		Material	Roof	
	Number	%		Number	%
Mud / wood / timber	98	5.96	Asbestos	9	0.55
Iron sheets	883	53.74	Iron sheets	1,611	98.05
Bricks and stones	961	58.49	Roofing tiles	86	5.23
Cardboard	53	3.23	Plastic Sheets	10	0.61
Plastic sheets	17	1.03	Canvas	7	0.43
Metal sheets	23	1.40			
Canvas	7	0.43			



Photo: Classrooms with talking walls & doors opening inwards



Photo: Classrooms with doors opening inwards



Photo: Classrooms with doors & windows opening outwards

**School feeding**

There is currently no active national school feeding programme in Kenya with the last programme sponsored by the World Food Programme (WFP) and Feed the Children coming to an end in 2018. Parents, including those in marginalised areas, now incur the cost of feeding their children in school. Among the schools that were mapped, 1,113 schools were running a school feeding programme with 10.9% of them not charging for school feeding while 83.4% of the schools would charge between Kes. 10 and Kes. 50 daily for meals.



Photo: Children eating at school



Photo: Children eating at school



Photo: Child eating at school



Photo: Kitchen in one of the schools

Table 23: Presence of school feeding programme

Sub-county	Mapped schools	Boys	
		N	%
Dagoretti	98	72	73.47
Embakasi	373	266	71.31
Kamukunji	66	55	83.33
Kasarani	392	221	56.38
Kibra	138	125	90.58
Lang'ata	70	62	88.57
Makadara	61	33	54.10
Mathare	149	93	62.42
Njiru	218	130	59.63
Starehe	20	3	15.00
Westlands	92	53	57.61
<b>Overall</b>	<b>1,677</b>	<b>1,113</b>	<b>66.37</b>

#### 4.6 Teachers

In total, there were 15,635 (4,724 male; 10,911 female) teachers in the 1,677 schools mapped. The average number of teachers per school was ten, with women comprising the largest proportion of teachers (72%).

Table 24: Average teachers per sub-county

Sub-county	Male	Female	Total	Mean number of teachers
Dagoretti	328	692	1,020	11
Embakasi	951	2,603	3,554	10
Kamukunji	109	325	434	7
Kasarani	1,167	2,842	4,009	11
Kibra	510	788	1,298	10
Lang'ata	198	351	549	8
Makadara	159	356	515	9
Mathare	439	965	1,404	10
Njiru	568	1,427	1,995	10
Starehe	51	55	106	6
Westlands	244	507	751	9
<b>Total</b>	<b>4,724</b>	<b>10,911</b>	<b>15,635</b>	<b>10</b>

#### Pupil-teacher ratio

The TSC recommends a pupil-teacher ratio (PTR) of 40:1 for primary level (Table 25). The overall PTR was 24 pupils to a teacher at the primary and pre-primary level. The data did not allow us to split the indicator by pre-primary and primary levels, hence the two are combined. Starehe recorded the lowest PTR (it also had fewer schools participating in the study) while Njiru had the highest PTR of 29 learners per teacher.

Table 25: Pupil-teacher ratio

Sub-county	Total			Pre-primary and Primary		
	Enrolment	Teachers	PTR	Enrolment	Teachers	PTR
Dagoretti	18,537	970	19.11	17,631	816	21.61
Embakasi	76,552	3554	21.54	75,116	3,093	24.29
Kamukunji	6,881	434	15.85	6,881	351	19.60
Kasarani	91,426	4,009	22.81	90,751	3,699	24.53
Kibra	23,271	1,298	17.93	20,833	962	21.66
Lang'ata	9,347	549	17.03	8,587	378	22.72
Makadara	10,385	515	20.17	10,157	439	23.14
Mathare	28,992	1,404	20.65	26,036	1,084	24.02
Njiru	39,208	1,995	19.65	38,447	1,351	28.46
Starehe	290	106	2.74	290	22	13.18
Westlands	12,540	728	17.23	12,171	642	18.96
<b>Overall</b>	<b>317,429</b>	<b>15,562</b>	<b>20.40</b>	<b>306,900</b>	<b>12,837</b>	<b>23.91</b>

### Teacher qualifications

In terms of the level of training acquired by teachers in mapped schools, 4,460 (29%) teachers were untrained, while 11,067 (71%) had different levels of training in education.

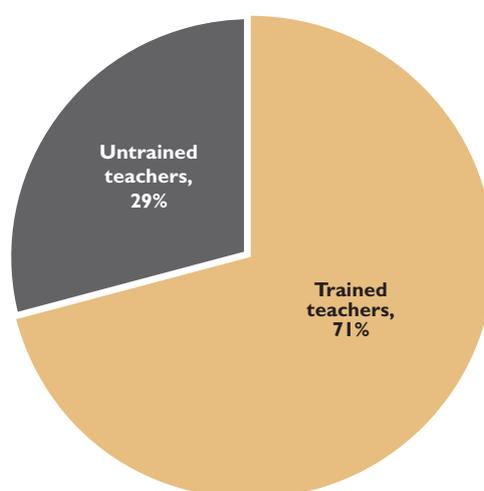


Figure 16: Proportion of trained and untrained teachers

Of the 71% (11,067) of teachers with training, 6,266 (57%) teachers had various ECD certifications (certificate, diploma and degree) and 3,884 had PI certificates (35%). The rest (8%) had certification in adult education, and either a diploma or a degree in education.

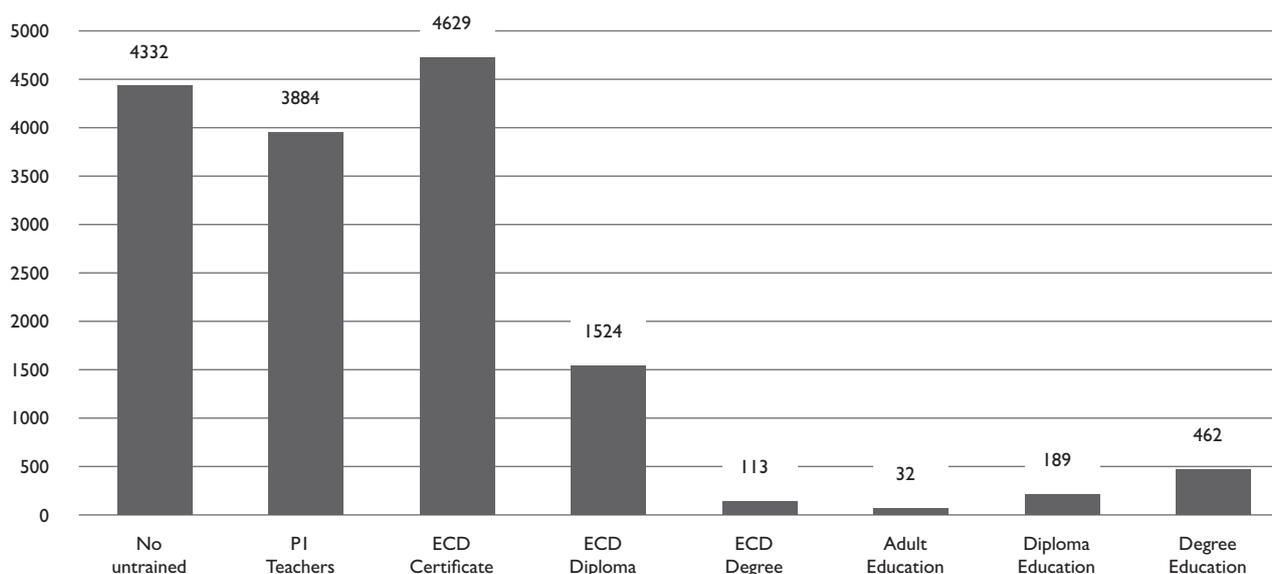


Figure 17: Number of teachers and their training qualifications

### Teachers’ Service Commission registration

The government requires all teachers to register with the Teachers’ Service Commission (TSC) before they begin practicing. The allotment of a TSC number to a teacher is an indication of their registration with the commission. Among the 71% (11,067) of teachers with training, only 30% (3,278) had TSC numbers while the rest (7,789) did not.



Photo: Teacher in classroom

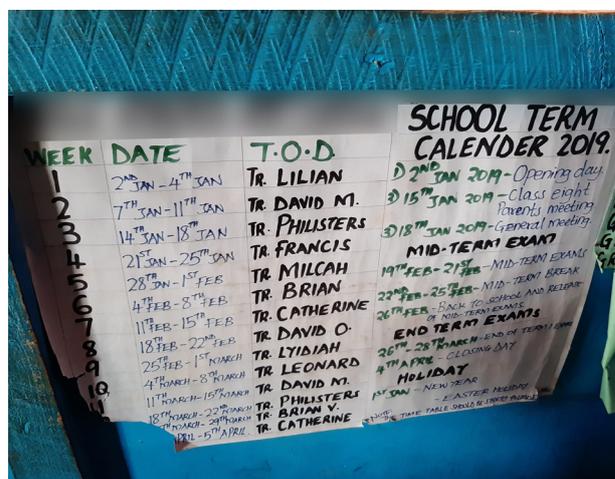


Photo: Teacher duty roster pinned on a wall in a school

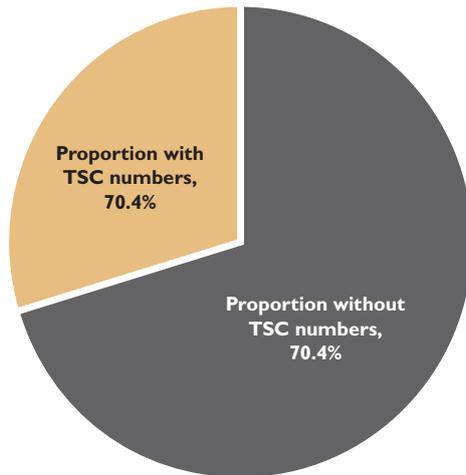


Figure 18: Proportion of trained teachers with TSC numbers

### Teacher remuneration

The mapped schools tend to source teachers from the communities in which the school is located. The findings show that nearly all (15,116 or 96%) teachers received remuneration for their services, while the rest were volunteer teachers. It was observed that terms of payment varied from one school to another, some schools that were unable to offer a full salary, would offer some form of appreciation for services rendered. The main reason for the low or no remuneration stemmed from the fact that low-fee schools did not have reliable streams of income. There was no further interrogation of the terms of payment, however, head teachers stated that the amount of money that their teachers received could not match the salary and benefits that teachers in public schools or those teaching in elite or typical private schools tended to receive.

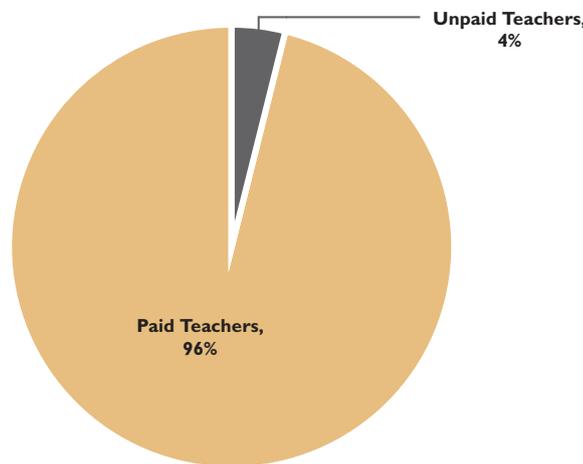


Figure 19: Proportion of paid teachers

### 4.7 Curriculum

#### Curriculum implementation

A total of 94.4% of the mapped institutions were implementing the formal (8-4-4) curriculum developed by the Kenya Institute of Curriculum Development (KICD). A slightly smaller number (93.3%) of the institutions were implementing the new Competency Based Curriculum (CBC) while 3.4% were implementing a non-formal curriculum.

Table 26: Curriculum being implemented

Curriculum	No	Yes
KICD formal curriculum (8-4-4)	5.6%	94.4%
Competency Based Curriculum (CBC)	6.7%	93.3%
Non-formal curriculum	96.5%	3.4%

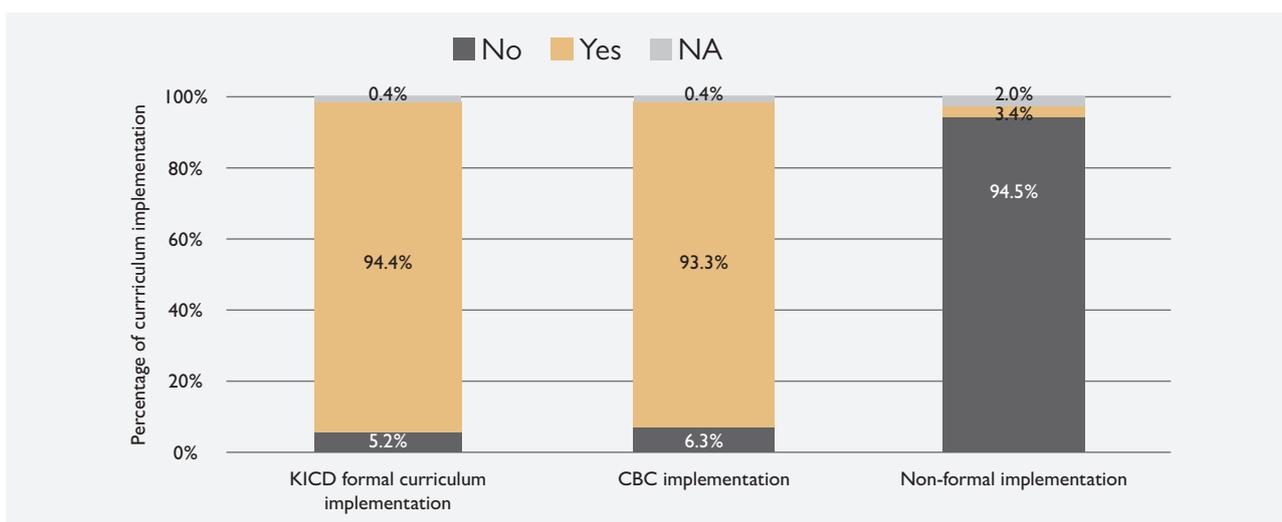


Figure 20: Curriculum implementation

### Teachers and CBC training

The Competency Based Curriculum (CBC) was rolled out in 2019 by the Ministry of Education for learners in PPI to Grade 3 levels. All teachers working with learners at these levels are expected to acquire the requisite training in the CBC. At the time of drafting this report, the Ministry had established and was facilitating in-service CBC training for public school teachers during school holidays. Teachers based in non-state institutions would access training if sponsored to undertake CBC training by their respective schools, or by civil society organisations and other entities.

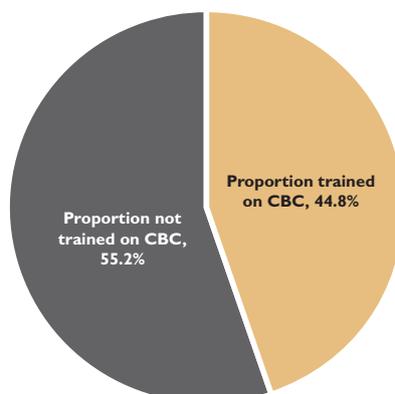


Figure 21: Proportion of teachers with CBC training

Among the mapped schools, 87% had at least one teacher trained in the CBC and 13% had no teachers trained in the CBC. The Ministry of Education is expecting to train all the teachers who teach PPI to grade 3 and those teachers are expected to cascade the training to their colleagues in their respective schools.

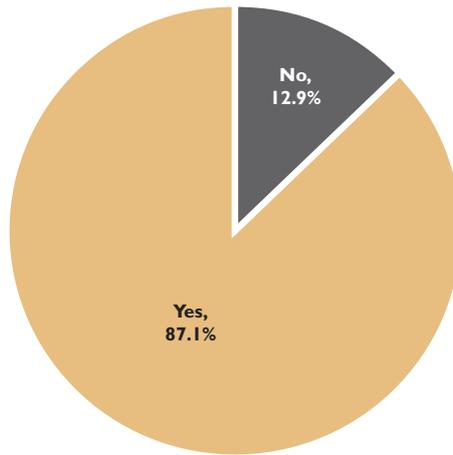


Figure 22: Proportion of schools with teachers trained on CBC

#### 4.8 Quality assurance

The Ministry of Education’s Quality Assurance and Standards Officers (QASOs) are mandated to facilitate compliance with standards by promoting a collegial and collective approach to quality assurance (Basic Education Act, 2013). In regard to the frequency of visits, quality assurance officers are required, at a minimum, to visit primary schools once every term and secondary schools once every three years. However, 63.1% (1,052) of the mapped schools had never been inspected by a QASO at the time of mapping. Njiru sub-county had the highest percentage of schools inspected by a QASO (49%), while Kamukunji sub-county had the least schools inspected by QASOs (6%) and public health officers (10.4%).

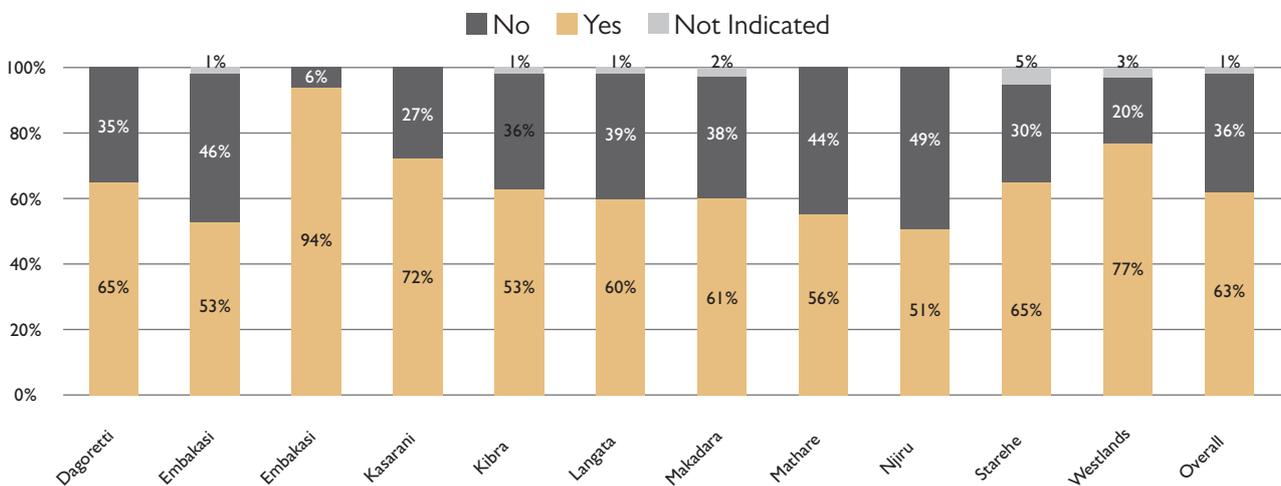


Figure 23: Proportion of quality assurance assessments per sub-county

The National Education Quality Assurance and Standards Framework (NEQASF) for Basic Education Institutions (MoE 2019), defines an approach for assessing, monitoring, evaluating and providing feedback towards improving service delivery at school level and the quality of learning outcomes based on evidence and good practice.

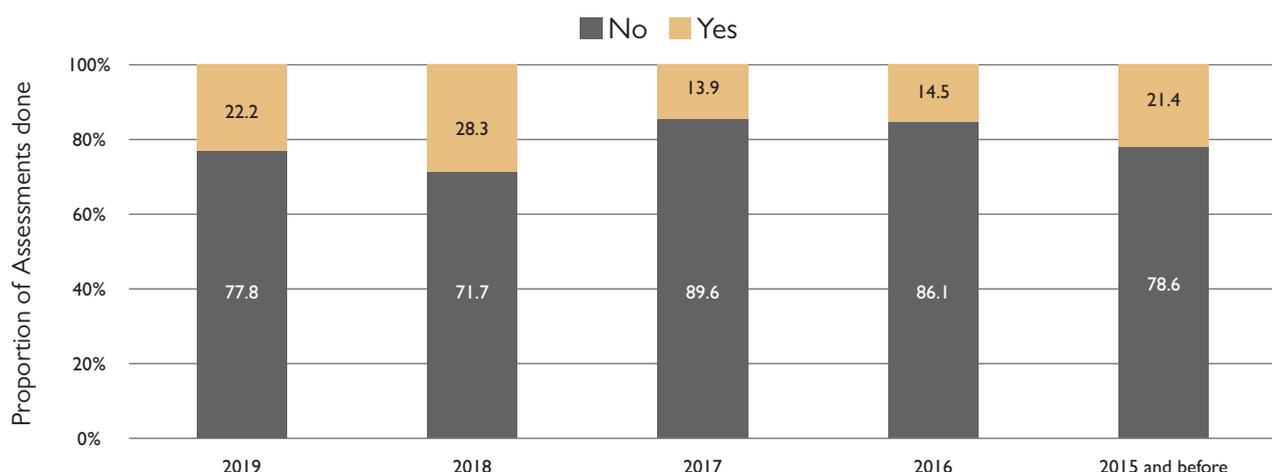


Figure 24: Proportion of quality assurance assessments done per year

Like inspection by the QASO, the results also show that more than half of the schools (52.1%) had never been inspected by any public health officer. Kamukunji sub-county had the highest number of schools that have never been inspected (89%), followed by Westlands (71%) and Makadara (67%). Njiru sub-county had the highest number of schools (69%) that had been inspected by a public health officer.

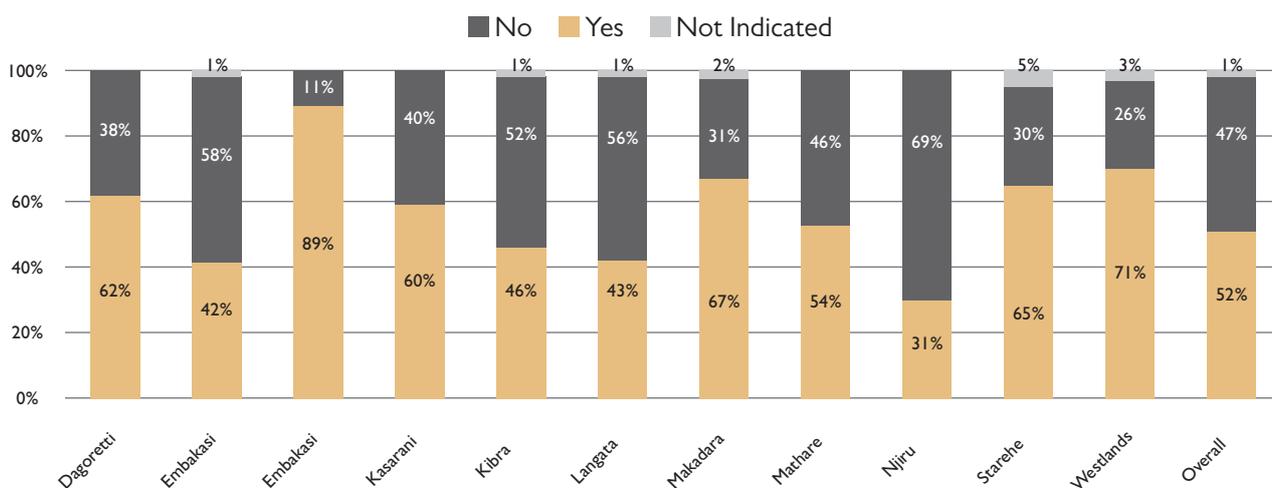


Figure 25: Proportion of public health inspections per sub-county

Note that these proportions refer only to those who indicated having been inspected by a public health inspector.

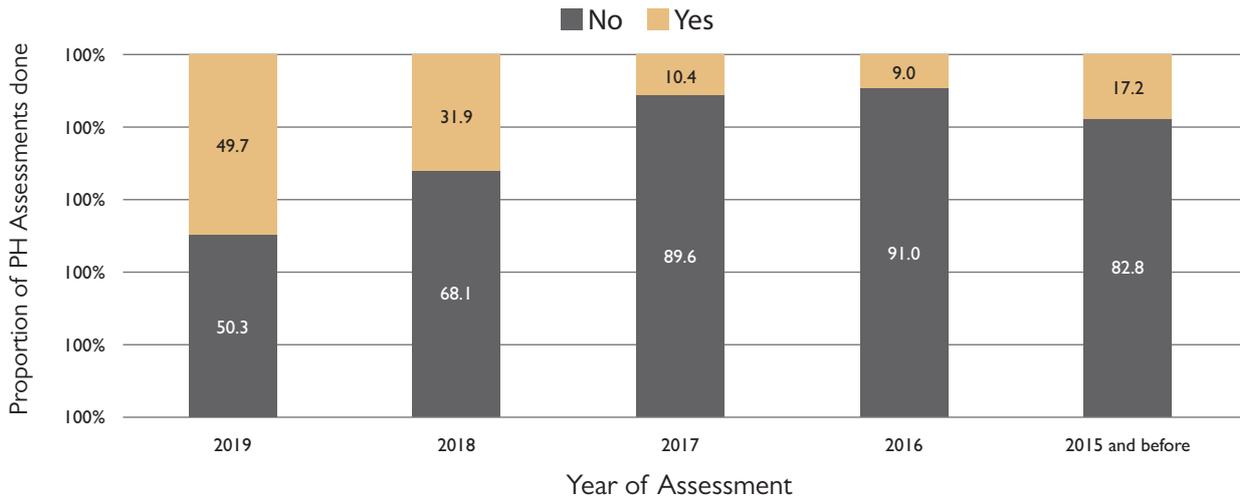


Figure 26: Proportion of public health inspections per year

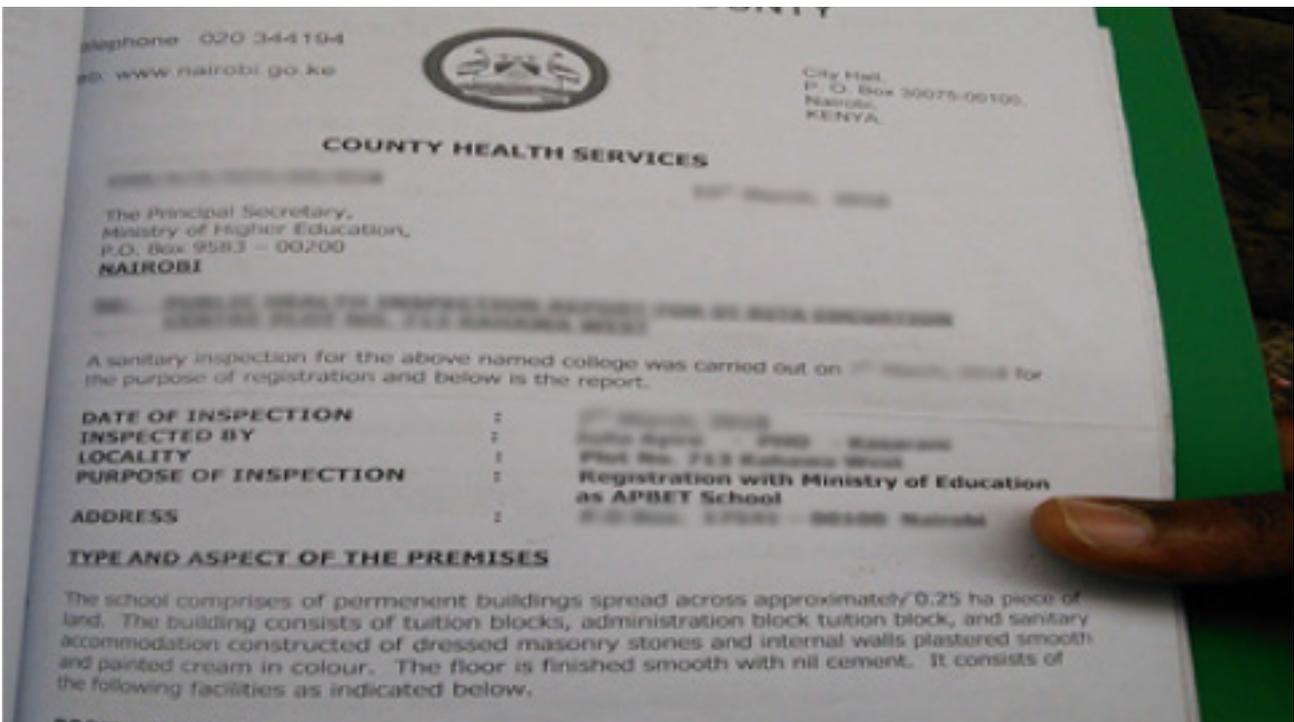


Figure 27: Example of a Public Health Inspection report

## 4.9 Governance

### Board of Management

The APBET Registration Guidelines in Section 4.4 provides for the establishment of Boards of Management (BoM) in all APBET institutions. For the 1,677 APBET institutions mapped in Nairobi County, 67% had BoMs in place and of these, only 15.2% were reported to be duly constituted while the rest were not. That is, among the 1,106 schools that reported having BoMs, only 252 (22.8%) were considered to be duly constituted as per the guidelines. APBET institutions in Embakasi sub-county were the most compliant while Kamukunji had the highest number of schools without any functional BoM.

Table 27: Presence of a BOM appointed by the County Education Board

Sub-county	No		Yes, but not duly constituted		Yes, duly constituted	
	N	%	N	%	N	%
Dagoretti	52	54.2	43	44.8	1	1.0
Embakasi	30	8.2	128	35.0	208	56.8
Kamukunji	52	80.0	12	18.5	1	1.5
Kasarani	19	4.9	369	94.9	1	0.3
Kibra	69	50.7	61	44.9	6	4.4
Lang'ata	34	48.6	36	51.4	0	0.0
Makadara	49	83.1	8	13.6	2	3.4
Mathare	62	41.6	83	55.7	4	2.7
Njiru	114	52.3	80	36.7	24	11.0
Starehe	16	88.9	2	11.1	0	0.0
Westlands	52	58.4	32	36.0	5	5.6
<b>Total</b>	<b>549</b>	<b>33.2</b>	<b>854</b>	<b>51.6</b>	<b>252</b>	<b>15.2</b>

Unlike BoMs, the majority of the schools (74.7%) reported having a structured Parent-Teacher Association (Table 28). Kamukunji sub-county also happens to have fewer schools with functional Parent-Teacher Associations.



Table 28: Presence of a functional/structured PTA

Sub-county	No		Yes	
	N	%	N	%
Dagoretti	21	21.9	75	78.1
Embakasi	89	24.3	277	75.7
Kamukunji	48	73.8	17	26.2
Kasarani	16	4.1	373	95.9
Kibra	36	26.5	100	73.5
Lang'ata	30	42.9	40	57.1
Makadara	24	40.7	35	59.3
Mathare	44	29.5	105	70.5
Njiru	53	24.3	165	75.7
Starehe	16	88.9	2	11.1
Westlands	42	47.2	47	52.8
<b>Total</b>	<b>419</b>	<b>25.3</b>	<b>1,236</b>	<b>74.7</b>





# DISCUSSION

## Headteacher characteristics

Assessing the qualifications and level of training of managers and headteachers provides insights into their capacity and gaps therein. Most schools were headed by suitably trained headteachers, although 29.1% reported having a headteacher with no training in education. This means that they met, at the very least, the minimum qualification threshold for their positions. This will, however, require further interrogation during the next round of mapping to ascertain the level and relevance of their training, as well as training in management and governance as required by the Competency Based Curriculum. The suitability of secondary school teachers was, however, not adequately covered during this first phase of mapping and could be addressed in subsequent rounds. The next phase of mapping should also include questions that assess the relevant demographics and other characteristics of the headteachers and school managers, as well as their tenure at the school. This would provide much needed information on the turn-over rates at the schools, as well as the various factors affecting the management of schools and teaching staff, and ultimately in assessing the quality of education children are receiving.

Additionally, the relationship between headteacher training and teacher training or teacher recruitment is yet to be defined. Defining the relationship, i.e., whether a trained headteacher is more or less likely to recruit trained teachers will also provide critical insights into the management of schools in Nairobi's informal settlements.

## School ownership

Regarding school ownership, it was expected that schools would be owned mainly by local individuals, companies or by communities. This information was however self-reported and therefore is open to particular biases such as expectations of the benefits that could accrue from being a community school, or the fear of being targeted should they appear to be affiliated to foreign or for-profit interests. During data collection, it emerged that a number of APBET schools have owners who serve as managers/directors of the schools and also double-up as the headteachers/principal. School owners are generally held to a lower standard compared to school managers who are responsible for academic management and are expected to have the requisite qualifications to manage the institution, based on MoE standards and regulations. The question of the appropriateness of school owners managing schools is a fundamental one - how do individuals not trained in the management and administration of schools ensure parity with the standards and best practices in Kenya, and in particular, Nairobi County? This is especially pertinent given that 84.8% of the schools mapped, had no board of management, or had one that was not duly constituted (and was therefore not legitimate). Management and governance of schools is designed to ensure quality, accountability and, transparency, and is useful for encouraging parental involvement. Unqualified managers/directors can therefore be detrimental to the provision of quality education due to limitations in their knowledge of school design, educational policies and guidelines (as well as the underlying factors that necessitated their establishment), and quality assurance standards. The next phase of this mapping exercise should therefore seek specific data on how school owners interact with the governance, as well as day to day management of the schools.

## Registration

Only 1.97% of the total schools mapped were registered as APBET schools. This is an alarmingly low registration rate given a policy that has been in place since 2009, and guidelines for well over three years. This raises questions as to whether there are challenges with: the operationalisation of the guidelines, their alignment with the spirit of the policy, and compliance and cooperation from the low-fee private schools. School owners and managers cite numerous reasons for this including challenges related to land tenure and land occupancy in informal settlements. Future mapping efforts can query this further and should include questions that explore how long schools remain located in a particular location.

163 schools reported being registered as private schools. However, it was noted that some of these schools may have been registered as private schools before the APBET Guidelines were published in 2016 and so consider themselves as falling within APBET category. Further, there were also schools that were registered as private due to the moratorium on APBET registrations that was declared. The status of these schools is in dire need of regularisation and harmonisation, as the current status introduces confusion and inconsistencies even amongst stakeholders in the education sector. 271 schools, in turn, were not registered and the questionnaire did not explore whether they had applied for registration, started the registration process, or had simply not registered. Lack of registration means that these schools and the children attending them are not taken into account where education planning is concerned and additionally means these schools are essentially marginalised from education discourse in Nairobi County. The implications of this, considering the population they serve in the urban informal settlements, may require a more in-depth qualitative assessment on the operationalisation or lack thereof, of the APBET Guidelines.

## School level

The data indicates that 27% of the children enrolled in the mapped schools were at pre-primary level, 69% at primary level, and 3% at the secondary level. This may indicate a significantly low transition rate of children schooling within the informal settlements or may indicate that pupils may transition into public secondary schools or private schools located outside of the informal settlement in question. However, mapping the transitions of pupils was outside the purview of this mapping exercise. Nonetheless, the low enrolment at secondary level coincides with the low number of secondary schools within the informal settlements, which comprised 6% of the schools mapped. It would be important to understand whether enrolment informs the availability or provision of secondary schools, or whether the opposite is true. This would need to be compared with enrolment and transition rates within public and private schools for a more holistic understanding and tracking of the trends in Nairobi county and nationally.

## Land ownership

Land ownership is a contentious issue in Kenya, one that has implications for both the public and private provision of education. Public schools' land is under threat for a variety of reasons such as slow titling processes, corruption and pressure on land that is driven largely by a focus on infrastructural development (Kimeu & Kairu, 2016). A similar picture is emerging for low fee private schools in informal settlements (Kahura, 2018).

Nairobi's informal settlements are extremely dense with five percent of the land reported to be accommodating 75 percent of Nairobi's population (USAID, 2017). Informal settlements are largely characterised by tenure insecurity, absentee landlords, a lower standard of living and lower quality of public utilities. Land in Kenya is viewed as having complex layers of ownership some of which are extra-legal in nature. Seven categories of land tenure have been identified in Nairobi's informal settlements including freehold land, uncommitted state land, land planned for public utilities, private land, regularised land, city council land and group land (FAO, unknown; Omwoma, 2031; Simiyu et al, 2019). However, the findings indicate that the mapped schools appear to have little to no property rights. The majority of schools owned either an allotment or administration letter, or lease agreement. An allotment letter is an agreement between a lessor and lessee based on a set of agreed contract conditions and that grants the user certain rights to use a particular piece of land (NLC, 2017; Kituo Cha Sheria, 2015). In this case, agreements were likely between the government (National or County) or a private landowner and a particular school owner. These letters are regularly issued by the local Chief, who fall under the Ministry of Interior and Coordination in the national government. Chiefs are largely in charge of managing access, allocations, transactions and disputes on land in informal settlements. They regularly come into contact with other entities that also demand territorial rights over and within informal settlements, including local gangs, groups, and community elders (USAID, 2017). The administration letter however differs from the allotment letter and appears to have no legal weight. This letter then appears to be an agreement between the landowner or landlord and the tenant that is witnessed and agreed to by the Chief. That being said, neither the allotment or administration letter can stand in for a title deed and should not be considered a land ownership document (Kituo Cha Sheria, 2015; NLC, 2017).

That most schools possess an allotment letter is unsurprising given the lack of secure tenure in many informal settlements. The implication of this is that most schools remain largely unprotected and as has been observed, become increasingly susceptible to threats of eviction by the State or other competing interests. For those schools that have no documentation, this also implies that the size of school land is unknown and can only be approximated. Therefore, site plans cannot be created to guide the development of physical facilities and there is a high chance of the land being 'grabbed' by private developers or of it attracting legal disputes which will place high demands on school resources which could have gone instead to improving the quality of the school. The average size of the land parcels where schools were located was 0.12 acres. This means that majority of the schools, mainly found in urban informal settlements were located in parcels of land that was below the recommended standards for urban areas, which is at least half an acre.

## Enrolment

The results show that a significant number of children were enrolled in the low-fee private and APBET schools that were mapped in Nairobi County. According to the Education statistics, in 2016, Nairobi County had 217 and 1,852 public and private ECDE centres with enrolments of about 13,000 and 196,000 learners respectively (MoE, 2016). The same report also shows that at primary level, the county had 216 public primary and 1,295 private primary schools, with a total enrolment of 0.5 million, of which 0.3 million were in private schools. These results highlight the important role played by APBET institutions in bridging the supply gap due to limited public schools within informal settlements (Stern & Heyneman, 2013). In urban informal settlements which are characterised by high poverty levels, high population density and limited public schools, APBETs can be the only option for parents. In addition, parents perceive low-fee private schools as offering quality education and being more accessible than public schools, making them attractive options, especially for young children (Oketch, Mutisya, Ngware & Ezeh, 2010; Zuilkowski, Piper, Ong'ele, & Kiminza 2018).

Despite the important role played by APBET institutions in complementing government efforts, the majority of the schools (87.3%) are not registered with the Ministry of Education. This has numerous implications. Firstly, inaccurate education statistics for Nairobi County, as they do not reflect the number of children enrolled in unregistered APBET schools. The APBET Policy underscores this by acknowledging that registration of such schools enhances the accuracy of the Education and Management Information System (EMIS), an important tool for planning; Secondly, a vast majority of children enrolled in these schools are overlooked and do not feature in the Ministry's planning having not appeared in NEMIS. Thirdly, these children miss the opportunity to access free primary education capitation grants, a pro-poor policy that should target the very poorest and vulnerable children. Additionally, these schools lack quality assurance support, which has huge implications on the quality of education offered at each school. Lastly, learners with special needs who live within the informal urban settings are also likely excluded from education given the status and conditions of the APBET schools.

The analysis revealed a near gender parity index, with an almost equal number of boys and girls enrolled at pre-primary and primary levels, results that mimic the national averages (MoE 2016). However, at the secondary level, there were more girls enrolled than boys. This finding is intriguing since the national statistics consistently show more boys enrolled in secondary schools than girls (MoE 2016, KNBS 2019). The observed GPI in secondary school could be driven by the fact that most of the mapped secondary schools were day schools and located near places of residence, which may be attractive to the enrolment of girls. There is however, a need for further research to better understand this dynamic.

It was also established that only 10.8% of the schools had at least one child with special needs. However, this does not imply that the infrastructure and support in these schools is inclusive. From observations during data collection, the majority of the mapped schools did not have infrastructure that was responsive to the needs of various learners. The APBET Registration Guidelines are silent on this. This implies that children with special needs in informal settlements either do not access education, are in schools that do not cater for their needs or their parents may have made alternative options to send them to special schools. The latter is unlikely to happen given the impoverished nature of the informal settlements, lack of nearby special schools and the costs related to taking children with special needs to school.

## Financing

The mapping confirmed that the FPE disbursement per school is based on the total number of learners captured via NEMIS. Initially, the disbursement was based on reports submitted to the Ministry of Education and had no clear verification of enrolment. The government has since changed its mode of disbursement and now requires schools to submit their details via NEMIS. Those schools that do not submit or update their data do not receive the capitation grants. The government releases the capitation funds in three ratios of 50% (Tranche one), 30% (Tranche two) and 20 % (Tranche Three). Most of the institutions that reported not having received the FPE were likely locked out of receiving government disbursements due to their lack of registration and / or not having their students registered on NEMIS. Overall, APBET schools rely on parents paying school fees for their children. On average, these parents have been described as being unable to afford these fees and often pay fees incrementally or inconsistently. This, in reality, is typical of the average income and poverty rates in the urban informal settlements in Kenya.

## Facilities

In Kenya, various government initiatives have targeted the improvement of school facilities aiming to make schools more child-friendly (Kenna 2017; MoE, 2015). For instance, the Kenya Global Partnership for Education Primary Education Development project which had two components focused on improving school health, hygiene and the learning environment. These and other interventions however have mainly targeted public primary schools and the findings continue to confirm that children attending low-fee private schools in informal settlements are left to attend schools that have sub-par facilities (Edwards, Klees & Wildish, 2015).

## Playgrounds

The right to play is recognised as a right for every child in Article 31 of the UN Convention on the Rights of the Child (CRC, 2013). However, research has documented the increasing restrictions on the right to play which has implications for a child's development (Hyndman, 2019; Wong, Unknown). Within informal settlements, the limits to space and land often mean that schools do not have a playground within the school premises. Indeed, the results indicate that a vast majority of schools may not be adequately exposing their learners to physical education/movement activities which are key to their growth and development, especially of psychomotor skills. In the context of CBC, exposure to the sports pathway may be hampered at the onset.

## Water and sanitation

Students unable to access clean water are exposed to various diseases or dehydration, both of which have implications for student learning outcomes. The findings showed that at least two-thirds of the schools mapped reported receiving a supply of piped water directly from the city council. This finding should be treated with some caution, however, due to the inconsistent supply of water within Nairobi, unreliable water points, poor infrastructure and illegal connections (WSUP, 2018; WaterOrg, 2019; Water Services Trust Fund, 2010). These and various other challenges encumber the supply of safe drinking water within informal settlements. For those schools that were receiving water from other sources, one must note the high relative cost of purchasing this water, a cost that is passed on to parents. This finding also implies that a significant number of children are exposed to water from unverified sources and thus the safety of their drinking water should be called into question. Borehole water should also be tested by the Ministry of Water and Irrigation to determine its quality and ensure that it is fit for human consumption. It is not clear that this testing is undertaken by the schools in question. Therefore, in at least one-third of the schools, the source of drinking water is not certified as safe and could expose learners to potential risk.

## Toilets

Sustainable Development Goal 6 outlines a series of targets that aim to have every individual accessing safe and affordable water, as well as adequate and equitable sanitation by the year 2030. Given that children often spend more time in schools than in their homes, it is imperative that all schools in Kenya aspire to the same goal. For instance, the availability of clean, safe and easily accessible toilets has been known to have an impact on equity of access, especially for girls (GPE, 2018; Girod, et al, 2017). The human right to safe water and sanitation further requires that water, sanitation and hygiene (WASH) facilities in schools are not only available and accessible but that they are also affordable, good quality,

safe and dignity-enhancing. The enjoyment of this right further requires a broader consideration of the context in which toilets are placed, the culture of users, maintenance requirements and nature of student use (Water Services Trust Fund, 2010; Coswosk et al, 2019). However, according to WaterAid, 620 million children across the world do not have access to a proper school toilet (Karim, 2018),

School sanitation in Kenya has been found to be wanting and this has had deleterious effects, especially for girls who still face significant stigma and shaming when unable to access these facilities (Hervey, 2019). WASH in Kenyan schools has so far been a largely donor supported activity, though it has been implemented via cost sharing agreements with the Ministry of Education. The Kenya Education Sector Support Programme (KESSP) was an example of one programme that would support the improvement of various WASH components in public schools. However, the programme was severely hampered by mismanagement of funds and the eventual withdrawal of donor support. Coupled with this was the influx of students into public schools following the introduction of FPE which led to the deterioration of WASH facilities. Low-fee private schools suffer a similar fate, many which already had sub-standard WASH facilities, begun to receive students who were opting out of the public education system for one reason or another thus putting pressure on existing facilities (UNICEF, 2012; WINS, 2019).

The World Health Organisation (WHO) recommends the appropriate toilet to pupil ratio as one toilet per 25 girls and one toilet or urinal per 50 boys, with boys and girls facilities kept separate. Additionally, students with disabilities are required to have their own, well equipped toilet (WHO, 2009). In Kenya the toilet-pupil ratio that has been set is 1:25 for girls and 1:30 for boys (UNICEF, 2013). However, the country is yet to meet its own target with the pupil-toilet ratio in 2014 recorded as being between 38 to 71 boys to one toilet and between 38 and 57 girls per toilet in 2014 (Kenna, 2017). Evidence also shows that girls attending private schools, especially in low resource settings, are at a greater disadvantage compared to girls attending public schools with respect to access to WASH facilities and government support for this (Girod et al, 2017). The findings in this report confirm this by showing that only 23.9% and 30.2% of the schools met the required pupil-toilet ratio for girls and boys respectively. The high toilet to pupil ratio, at 1:48 for girls and 1:51 for boys, is almost double the recommended WHO and Ministry of Education standards. This has several implications, for instance, toilets tend to be used during class recess. They would therefore be highly congested during this time, with children having to queue to use the facilities. This does not take into account that these toilets are often shared with community members and would therefore also likely have community members using them at the same time. Children may therefore either run late in returning to class or try to resist going to the bathroom to avoid having to queue for a long time. Both of these scenarios have an impact on learning outcomes. Toilets that are over-used also require greater maintenance, this in the context of schools that have little to no resources available for this (Save The Children, 2016). Congestion and constrained access is also likely to lead to a higher incidence of various diseases such as 'infectious, gastro-intestinal, neuro-cognitive and psychological diseases (Coswosk et al, 2019).

Additionally, external and shared toilets are not always close to the school which means that students have to cover a long distance to relieve themselves. For younger children this could lead to them wetting themselves during the journey to the toilets (Kimani, 2016). The children's safety is also not assured in the passage between school and toilet. Students who share communal toilets do so in a context of limited supply, where it is common for 100-200 residents to be utilising a single shared toilet. Furthermore, these toilets are often not connected to the sewer or trunk system and often are plugged or overflow which further exacerbates the problem. Exhauster trucks are also unable to empty these latrines due to inaccessible roads (Atemi, 2018). On top of these issues are the additional costs of user fees sometimes levied for accessing these toilets as well as the general safety concerns that arise when trying to access toilets in informal settlements (Winter, 2018; Save the Children, 2016). The accessibility of these external and shared toilets for students with disabilities was also

not discussed. However, persons with disabilities would likely struggle to traverse the settlement to access toilets. Additionally, sharing toilets that are not properly maintained further exposes students to a variety of diseases. These can include urinary tract infections (UTIs) and other communicable diseases such as cholera. Evidence from South Africa also suggests that the type and location of toilets has a significant bearing on the safety of children (Netshitahame, & Van Vollenhoven, 2000). The sharing and location of toilets, therefore, has significant public health and safety implications that need to be addressed urgently.

Similarly, in terms of handwashing facilities, the high pupil to tap ratio likely leads to wastage of time while using the facilities, at the expense of learning time. Moreover, a high pupil to tap ratio may point to a situation where a majority of the pupils may not be able to follow the recommended hand hygiene process as stipulated by the WHO (2009). Thus, the hygiene standards are compromised which heightens the risk of exposure to disease.

## Classrooms

The classrooms within the schools sampled were generally observed to have met the recommended pupil to classroom ratio. While these findings are encouraging, a good measure of adequacy should include measuring the classroom sizes to determine whether classrooms were congested. The recommended classroom area is 54 square meters (i.e. 6.75 meters by 8 meters). Due to resource constraints, the size of each classroom could however not be measured during the mapping exercise. However, there was general consensus around observations made by the data collection team that most classes were smaller than the recommended size and appear overcrowded despite the observed small pupil-classroom ratio (PCR).

In addition, a number of schools were found to have multiple grades sharing one classroom. The high number of classes being shared at the pre-primary level could be due to the fact that more children can be squeezed into a classroom, given the high levels of enrolment in lower grades, compared to higher grades. Schools would partition rooms with gunny sacks, or plywood. Some schools were housed in churches or social halls and therefore the one hall would be divided into sections using these materials. This is an indication of inadequate classrooms in these schools and a general indication of the pressure on space and high cost of building materials. Classroom sharing implies that some schools were engaging in multi-grade teaching. This would likely lead to interference during the teaching/learning process.

The Kenya Safety Standards Manual for Schools in Kenya (2008) requires that school infrastructure, including classrooms and playgrounds, should be “appropriate, adequate and properly located, devoid of any risks to users or to those around them” and be in compliance with the Basic Education Act (2013), as well as the Public Health Act and Ministry of Works regulations (MOE, 2008:19). The findings indicate that a considerable number of classrooms are semi-permanent in nature, constructed mainly from iron sheets (for both roof and walls) or a combination of other materials like canvas, plastic sheets or even cardboard. While these construction materials may be considered the norm in low-fee settings, they are not necessarily ideal. Professional design and construction methods are also not sought after or utilised given their cost. Therefore, the manner in which school buildings are constructed in many schools introduces safety hazards through exposed nails, unsound structures and design in a manner that is not well suited to the needs of children. For instance, how schools are constructed makes it difficult to regulate temperature, provide adequate lighting or ventilation or allow for sound proofing when situated close to noisy taverns or churches.

## Special needs integration

Most of the schools did not have provisions for children with disabilities despite them reporting to have children with special needs. This implies that the schools are not inclusive, and these learners might be facing surmountable challenges.

## School feeding

School feeding programmes have been shown to boost not only enrolment levels, but also have a positive effect on learning outcomes and other well-being indices, especially for deprived children (Sandefur & Wadhwa, 2017; Hullet et al, 2014). Kenya has undertaken two main school feeding initiatives: the Home-Grown School meals programme which was launched in 2009 and the WFP supported national school feeding programme that targeted children in marginalised areas, including low income urban settlements. The WFP supported programme was discontinued in Kenya in the year 2018 (WFP, 2018) with the government making pledges to take over the programme and feed 1.6 million children residing in arid and semi-arid areas. However, it appears that the programme, which had also been extended to public schools in urban informal settlements, will no longer target children in urban informal settlements. Therefore, within public schools, this cost would be transferred to parents. The impact of the programme's closure on enrolment and learning outcomes is yet to be measured. However, what is clear is that the school feeding programme was not extended to children attending low-fee private schools (LFPS). Parents whose children attend LFPS in low income environments have typically had to absorb the cost of feeding their children even though many of them are unable to afford this. Anecdotally, headteachers also mentioned that they would often still feed those children whose parents were unable to pay the relatively small fee charged for food daily.

Urban informal settlements are known to be acutely food insecure with children experiencing high levels of malnutrition. Some have described residents of urban informal settlements as being in a state of 'chronic crises' where food security is concerned (Kimani-Murage et al, 2014; New Humanitarian, 2012). School feeding programmes are therefore necessary. However, these programmes are resource intensive and require careful planning, taking into consideration the need for cross-sectoral funding that goes beyond just the Ministry of Education's budget. Care must also be taken to ensure that the right to food for children, especially those in marginalised areas, is not conditional on attending a public school, especially where public schools are limited in supply. As the government plans to take over the programme, it would be prudent that they communicate their plans transparently to parents. Future research in this area could also explore whether food is provided by an external vendor or prepared at school; whether vendors and cooks have the appropriate licenses; the number of children enrolled in the feeding programme; and, whether there are provisions in place for providing lunch to children who cannot afford to carry or pay for lunch or other meals.

## TSC qualifications and registration

The Teacher Service Commission (TSC) is mandated to register all qualified teachers and deploy them in the case of public schools' assignments (Laws of Kenya, 2012). All other basic education learning institutions are supposed to draw their teaching staff from the pool of trained and registered teachers. However, the APBET Guidelines relaxed this rule and provided for one-third of the teachers to be trained and registered upon the registration of the school as an APBET institution (MoEST, 2015 pp. 11). All other teachers must be undertaking recognised in-service training and the institutional management shall progressively ensure that all their teachers are registered with the TSC by the

third year of registration of the institution. The results suggest that, majority of the teachers in the APBET schools are untrained and not registered with TSC. That is, while 71% of the teachers were reported to be trained, only 35% had a PI certificate, with the majority of those reporting to be trained having an ECD qualification. Further, only 30% of the trained teachers had registered with the TSC, and they happened to be those with a PI certificate. It seems that the majority of the APBET schools prefer to employ ECD trained teachers. This may be because ECD training in most cases remains commercialised with universities and private players offering different levels of certification, unlike, entry into Primary Teacher Training College (PTTC) which is competitive and offered mainly in government owned training institutions. Thus, the majority of those who do not qualify to join PTTC may opt for ECD training. Moreover, many APBET institutions usually begin as day-care centres and pre-schools which would justify their hiring ECD-trained teachers who are also likely to demand a lower pay than those with higher qualifications.

## Curriculum

Kenya is currently implementing the Competency Based Curriculum (CBC). At present, teachers responsible for learning at pre-school and grades 1 to 3 are supposed to have undergone training on the CBC to enable them to teach these grades. All teachers in ECD centres and primary schools offering the new curriculum irrespective of school type should undergo training. The findings show that in APBET schools, 94% of the pre-primary and primary schools were offering the formal CBC curriculum. In addition, 87% of the schools reported having teachers trained in the CBC. While these findings are encouraging, learners in 13% of the schools were being taught by teachers without the prerequisite knowledge of the new curriculum.

The responsibility of training on CBC lies with the Ministry of Education and the KICD with arrangements in place to offer training to targeted teachers in public schools during the school holidays. Private schools are encouraged to make their arrangements. Anecdotal evidence suggests that among the APBET schools, CBC training is largely the responsibility of the teacher and not the school leadership. There are however a number of initiatives that are being undertaken to reach out and train teachers in these schools including by the Nairobi City County, civil society organisations and the APBET Schools Association. In addition, in Nairobi, Education Officers – formerly District Centre for Early Childhood Education (DICECE) officers – have been offering ECD training during school holidays. Initiatives by organisations to support APBET schools to meet registration guidelines also led to many teachers registering for DICECE training (certificate in most cases) between 2014 and 2016. An encouraging proportion of schools are reportedly compliant with the CBC training.

There is however a need for all-inclusive training by the government that targets teachers in both public and private schools. The financing modalities for this can be worked out with the private schools. Failure to target all teachers may create opportunities for unregulated private players to meet the demand. This may predispose the CBC to further the already existing marginalisation of APBET institutions if they do not have access to quality training by trained and qualified facilitators offered in a structured manner. The training and registration (or lack thereof) of teachers speaks to a greater problem in the management of education in Nairobi's informal settlements. This affects the quality of teaching, the safety of children, and ultimately the calibre of the constituent parts of the Kenyan labour force.

## Quality assurance

The Ministry of Education's Quality Assurance and Standards Officers (QASOs) and public health officers are mandated to facilitate compliance with standards by promoting a collegial and collective approach to quality assurance (Basic Education Act, 2013). This is important to ensure schools are safe for learners and that they also meet basic quality standards for the promotion of learning and development (Alam, 2015). In this regard, the Ministry of Education in Kenya has a dedicated department that promotes quality assurance in basic education learning facilities. One important aspect of quality assurance is to ensure compliance, especially in terms of translating policies into practice and promoting inclusive and equitable quality education. The absence of inspections can have far reaching implications including, exposing learners to the wrong content and material, unsafe environments and other issues that may arise from not observing critical guidelines, rules and regulations stipulated in policy documents. This calls for regular inspections in order to ensure compliance.

Findings from the mapping shows that majority of the schools serving the urban poor are privately owned and not registered by the relevant authorities. The findings also show that only 36% of the schools mapped have ever been inspected by quality assurance officer. This implies that two in every three APBET schools have never been visited by any quality assurance officer despite them offering formal education to vulnerable populations. Moreover, almost half of the schools reported some form of public health inspection had taken place. This demonstrates a disconnect between the quality assurance directorate at

MoE and the public health department which is mainly a function of the County government.

The heavy investment in the education sector and the commitment to promote education for all by the government of Kenya may bear little results if schools are not compliant with education policy and guidelines. Inadequate quality assurance can also lead to the further entrenchment of exclusion. It appears that APBET and low-fee private schools, that serve disadvantaged populations, are disproportionately affected in this regard. The APBET Policy (2009) was meant to streamline the operations of these schools, however the evidence gathered shows that little gains have been made so far. Moreover, there is little communication between QASOs and health inspectors. It is imperative to equip the QASO directorate both in terms of resources and personnel to conduct comprehensive quality assurance in all schools, with APBET schools prioritised. It is also important to establish an independent desk to cater for APBET schools in Nairobi, as they constitute the largest share of pre-school and primary schools in urban poor areas. In addition, the QASOs need to explore synergies and work with other relevant government ministries including health and the county government to ensure schools are assessed and are compliant.

TERM I		INNOVATOR
GRADE		INNOVATOR
DAYCARE		TR. MARY. M.
PP 1		TR. ABIGAIL.
PP 2		TR. NALIKA.
GRADE 1		TR. LEONARD
//	2	TR. DAVID. M.
//	3	TR. LILIAN.
CLASS 4		TR. MARY. A.
//	5	TR. EDWIN.
//	6	MR. ODERO.
//	7	TR. SAMSON.
//	8	MR. LOHOVE.

READING,  
SCIENCE, INSH  
& KUSOMA,  
SOCIAL &  
C.R.E.

TO ALL INVIGILATORS:  
1. VERIFY THE MARKING  
SCHEME BEFORE  
USING.  
2. YOU SHOULD BE  
THROUGH WITH THE  
MARKLISTS AND  
REPORT FORMS BY THE  
BY D/HT

# 06

## CONCLUSION AND RECOMMENDATIONS

In mapping basic learning institutions operating in the informal settlements of Nairobi City County, the assessment team drew a series of interrelated conclusions arising from the study.

1. The APBET sector in Kenya continues to play a critical role in increasing access to basic education especially in urban informal settlements but there are serious gaps regarding the standards of learning facilities.
2. An evolving understanding of how best to consider APBET schools for registration, including the operational procedures within the provisions of APBET Policy, represents a significant pathway for these institutions to access government grants. Most of these institutions lack an adequate database that would enable them to access government grants.
3. Regular structured quality assurance checks of these basic learning institutions operating in the informal settlements is imperative to monitor consistency and quality as well as determine their capacity to provide a safe, healthy and supportive environment for learners.
4. Governance and management of most of these basic learning institutions operating in the informal settlements is weak and most teachers in those institutions are untrained.
5. The fact that there's an APBET Policy in place is an added advantage however, the policy should be reviewed and aligned to the Abidjan Principles on the human rights obligations of states to provide public education and to regulate private involvement in education.

This report has highlighted some key areas for action specifically on the part of the Ministry of Education and NACONEK as well as to the civil society organisations and other partners involved in the APBET sector. The following suggestions are hereby recommended:

- **Streamlining registration processes for schools:** The registration process for APBET institutions needs to be streamlined through clear policy provisions for registration as APBET institutions. While the Education Act provides for two categories of schools (private and public), there exists the category of schools referred to as APBET that need to be registered in order to function as legal entities in Kenya.
- **Land ownership for schools:** The government through the relevant institutions concerned with land issues including Ministry of Lands, National Land Commission, and County Government of Nairobi should work towards enhancing security of tenure and land formalisation in informal settlements. This would ensure that the right to education for marginalised children in urban informal settlements is not infringed upon due to instability of land ownership for APBET institutions.
- **Constructing indices of deprivation:** The Ministry of Education should consider this approach which is similar to those that have been constructed to compare different informal settlements. This would be informed by regular mapping of schools. It would involve comparison of schools across various settlements as well as track the level of deprivation in schools when measured against the right to education and other education standards. The index could also be used to ensure that resources were being distributed equitably to address the needs of children attending schools within these settlements. The index could take into consideration lack of sanitation, type of building materials, availability of water and adequate sanitation or waste disposal among other elements as indicated by Simiyu et al, 2019.
- **Ensure effective enforcement of health and safety regulations:** Public health officers and the officials from the Ministry of Interior and Coordination of National Government should work to ensure that these schools are monitored and regulated as well as ensure that landlords and school owners establish good quality structures. This would require coordinating efforts with other government ministries, including the Ministry of Water & Irrigation, Ministry of Health, etc. to ensure

comprehensive, cost-effective, efficient mapping. Further, synergies between the Ministry of Public Works and the Ministry of Education needs to be enhanced especially in the development of standards and inspection as well as evaluation of low-cost buildings in urban informal settlements.

**- Incentives to low-fee private school owners:** With provision of discounted building materials, and zero tax rates for key educational materials used by these schools, owners of these institutions can easily facilitate school upgrading and improvements.

**- School owners and managers need to be taken through institutional governance training:** This will ensure improved governance structures are in place in these schools. Further, models for the clustering of schools to learn from duly constituted, functional BoMs and PTAs should be considered. This would entail identifying model schools within the clusters around which learning and cascading of knowledge can be done.

**- Establishing opportunities for teachers to share experiences and best practices:** This will provide avenues for them to engage in organic self-initiated peer review, etc. These opportunities can then culminate in a self-regulating platform/forum for teachers in APBET schools, which, it is anticipated, will encourage accountability and reduce the high turn-over rate.

**- Investing in quality assurance and standards:** The Ministry of Education, more specifically the Directorate of Quality Assurance and Standards, should ensure regular supervision and monitoring of teaching and learning in APBET institutions. This will ensure that the quality of teaching, learning and standards are maintained in all APBET institutions through regular assessments and sharing of assessment reports for improvement. The government through the Ministry of Education should conduct regular mapping of all schools, i.e. both public and private schools, to provide state departments concerned with better insights when planning their initiatives while ensuring that the rights of children within these areas are not violated (Orao, 2018).

**- Reinstate provision of capitation grants for learners below the age of 18 years in APBET institutions:** There's a provision in the Basic Education Regulations (2015), Part V for APBET institutions in Regulation no. 68 which states that government should provide for learners from the most vulnerable communities within urban settlements and thus require capitation grants to cater for their learning needs within APBET institutions. Further, it is recommended that government provides budgets for construction of feeder schools in informal settlements to cater for the early years from ECD to grade 3. Thereafter, the schools can be upgraded to cover all levels, while the initial learners feed into the established schools within the neighbourhoods.

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