

**EFFECT OF DEVOLUTION ON THE IMPLEMENTATION OF PRE-
PRIMARY EDUCATION: A CASE OF BUNGOMA COUNTY, KENYA.**

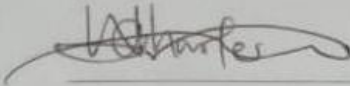
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**A RESEARCH PROJECT SUBMITTED TO THE DEPARTMENT OF
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UNIVERSITY**

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DECLARATION

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



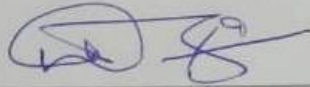
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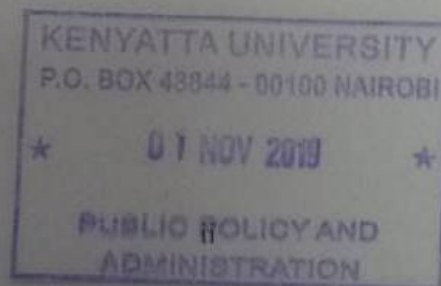
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DEDICATION

With heartfelt affection, to my parents, Mr. Francis Wanyonyi Hassan and Mrs. Priscilla Rita Wanyonyi.

Not only were you there in my life on Day One, you were also there before Day One. Since my first day on earth, you are the two people who have fought so hard, stayed up so late, given so much, guided me relentlessly, sacrificed so enormously, and prayed very consistently for me to reach to where I am today.

Your inspiration to go further and higher in my education is testament to this.

I love you both, now and forever more!

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Finally, to Jehovah *El-Shaddai* – In you I live and move and have my being (Acts 17:28).

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ABBREVIATIONS AND ACRONYMS

ACRWC	African Charter on the Rights and Welfare of Children
BOMs	Boards of Management
CAs	County Assemblies
CECM	County Executive Committee Member
CESA	Continental Education Strategy for Africa
CoG	Council of Governors
ECE	Early Childhood Education
ECED	Early Childhood Education and Development
EFA	Education for All
FDSE	Free Day Secondary Education
FPE	Free Primary Education
FY	Financial Year
MDGs	Millennium Development Goals
MoEST	Ministry of Education, Science and Technology
NGOs	Non-Governmental Organisations
OECD	Organization for Economic Cooperation and Development
SDGs	Sustainable Development Goals
SMCs	School Management Committees
TIVET	Technical, Industrial and Vocational, Education and Training
TSC	Teachers' Service Commission
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations International Children's Fund

OPERATIONAL DEFINITION OF TERMS

Devolution – The transfer of power, resources and functions to the county government that help in the implementation of pre-primary education.

Effect of devolution – This is the outcome of putting the public facilities under the purview of the county government.

Human capital development – The process of imparting knowledge, skills and competencies to employees of the County Government, which can be applied in the creation of socio-economic value to the county.

Implementation – This is the action or process of turning a stated plan into occurrences that establish new outcomes, changing the situation in the education sector.

Implementation of pre-primary education – The action of bringing positive changes that improve the status and functioning of pre-primary education by the County Government.

Legislation – These are laws that, when enacted by County Assemblies, influence the development of pre-primary education in the counties due to devolution.

Pre-primary – This is a school for children between ages of 2 and 5 or 6 years old.

Resource – Money or materials transferred from the county government to pre-primary institutions to help in the development of pre-primary education.

ABSTRACT

Pre-primary education plays a pivotal role in setting the foundation for better outcomes in post-nursery education. Globally, attention has shifted to how pre-primary education is being implemented both at the national and sub-national levels, with greater financial investments being channelled towards its improvement. In Africa, the quest for universal basic education has forced many countries to rethink how they are implementing pre-primary education, considering that basic education covers education from nursery to secondary school level. In Kenya, prior to 2010, the implementation of pre-primary education was left largely in the hands of private actors. However, the promulgation of the constitution that same year reset the button on this. In the Fourth Schedule of Kenya's Constitution, pre-primary education is listed as a function of county governments. Not only does this point to a more domesticated degree of supervision, it also flags pre-primary education as a statutory beneficiary of the funds disbursed annually to all devolved units. In spite of this, there has been a gap in empirical studies assessing how devolution, as a structural governance phenomenon, is affecting the implementation of pre-primary education. The purpose of this study was to examine the effect of devolution on the implementation of pre-primary education, with specific reference to Bungoma County, Kenya. The study had 3 objectives thus: to determine the effect of financial resource on the implementation of pre-primary education; to examine the effect of legislation on the implementation of pre-primary education; and to assess the effect of human capital development on the implementation of pre-primary education. The study utilised the Diffusion of Innovation theory. The study employed a descriptive research design. Both probability and non-probability sampling techniques were used to identify the respondents who included County Executive Committee Member (Education), County Officials in charge of education from the 9 Sub-Counties, Heads of pre-primary education institutions and the Clerk of the County Assembly. Only Questionnaires were used to collect data. Both qualitative and quantitative data was collected using both primary and secondary data collection methods. Quantitative data was analysed using both SPSS and MS Excel while qualitative data was analysed thematically. The findings were presented in line with the study objectives. The study established that Financial resource ($\beta=0.313$, $p<0.05$) has a positive and significant effect on implementation of pre-primary education. Legislation ($\beta=0.125$, $p<0.05$) has a positive and significant effect on implementation of pre-primary education. This is the case too with Human Capital Development ($\beta=0.103$, $p<0.05$) which also has positive and significant effect on implementation of pre-primary education. The study concludes that devolution has positive and significant effect on implementation of pre-primary education. The study recommends that the leadership of county governments in Kenya should improve on the allocation and management of financial resources for better implementation of pre-primary education. Additionally, all county assemblies should formulate sound laws and policies to strengthen the framework for implementation of pre-primary education. County governments in Kenya should also improve on their human capital development programs as far as the implementation of pre-primary education is concerned.

CHAPTER ONE

1.0 INTRODUCTION

1.1 Background of the Study

At the international level, the implementation of pre-primary education (or Early Childhood Education), has received solid attention, as articulated in the Sustainable Development Goals (SDGs). Among the ten goals focussed on education, one states that ‘by 2030 ensure that all girls and boys have access to quality early childhood development, care and pre-primary education so that they are ready for primary education’. The SDGs, as a global covenant, emphasize the need for concerted and domesticated efforts to achieve the stated aims.

Articles 4 and 28 of the United Nations (UN) Convention on the Rights of Children not only emphasize the right of children to quality education but also highlight the fact that it is the responsibility of governments to make the realisation of this right possible. Pre-primary education plays a critical role in setting the foundation for better outcomes in post-nursery education. It acts as an anchor upon which education in later life is built. Education being a pipeline process depends heavily on the quality of inputs at the formative stage which have an impact on the outcomes downstream (Alande, 2013).

In Europe, the implementation of pre-primary education is done through a trans-national strategy that includes all the member states of the European Union. Currently, there exists a strategic framework for European cooperation in education and training, dubbed ‘ET 2020’ which has an outline of overarching policies and targets that all the member states are expected to work towards. Every country has a leeway to contextualize the policies in a manner that corresponds to their socio-

political and cultural reality. A monitoring and evaluation process produces information at the relevant local, regional and/or national level to support continuing improvements in the quality of policy and practice (Willekens, Scheiwe & Nawrotzki, 2015).

Kaga, Bennett and Moss (2010) posit that Brazil's implementation of ECE shadows its governance structure, which is federal in nature, with 3 levels of government i.e. Federal (Union), State and Municipal. The federal level formulates the general rules and principles while both the state and municipal authorities are the ones responsible for implementation. Notwithstanding, the municipal authorities also have the leeway of moderating and customizing some of the rules and principles into policies that are more responsive to their unique situations.

Singapore's pre-primary education has gone through three main cycles: survival-driven education in the 1960s to efficiency-driven education in the 1970s to now an ability-driven one (Khoo, 2004). The main emphasis is on the quality imperative and implementation of virtually every aspect takes this into account. Pre-school education isn't compulsory and it is offered largely by private-actors with limited input from the government. Notwithstanding, the ministry of Education maintains a robust system of evaluation of all pre-school education to ensure that it meets the minimum prescribed standards as per the sector's policy guidelines (Khoo, 2010).

The Continental Education Strategy for Africa (CESA) flags pre-primary education as a service that is generally and historically neglected. As a remedy, an operational framework is currently guiding the implementation of pre-primary education, which contains outcomes in six broad areas, namely: policy advocacy and communication, quality systems and programs, equitable access to opportunities, improved

governance and accountability, research generation and dissemination and enhanced partnerships with both state and non-state actors. Further, Article 11 of the African Charter on the Rights and Welfare of Children (ACRWC) calls on all state parties to provide free and compulsory basic education, which also covers pre-primary education.

In South Africa, Hall (2013) notes that the country has an elaborate policy on Early Childhood Education and Development (ECED) that caters for the multi-sectoral approach to delivering this service. The National Integrated Early Learning and Development Standards (NELDS) and South African National Curriculum Framework for Children from Birth to Four (NCF) are the anchors for pre-primary education in the country. Since the governance architecture is tripartite, the national government plays the role of formulating the overarching policies and providing the core funding while the provincial and municipal authorities do more of the direct implementation (Giese, Budlender, Berry, Motlatla and Zide 2011). Despite this, the provincial authorities also have leverage to come up with guidelines suited to their contexts, which must be articulated in their Integrated Development Plans (IDPs).

In Tanzania, pre-primary education still has hallmarks of Julius Nyerere's proposals based on the philosophy of Education for Self-Reliance. The current policy framework, which was enacted in 1995, sets out a shared approach in implementation of pre-primary education. On the one hand, primary schools are mandated to set aside at least one classroom for pre-primary education with the support of the community. The other side obligates the government to provide teachers and other learning resources (Mtahabwa and Rao 2009). By and large, there is preference for private

early childhood education centers compared to public ones due to the higher quality of education in the former (Mwinuka, 2001).

According to Scott-Villiers (2017), most African countries with centralized systems of governance exhibit several symptoms that are associated with poor or failed governance. He further argues that one of the most serious symptoms include the inability to discern between public and private resources since most of the people in positions of leadership exploit public resources for private gain. Kanyinga (2016) asserts that lack of devolution in most African countries with centralized governments leads to limited participation by the citizenry. Most African countries, Kenya included, were affected negatively by strong and centralized governments perpetuated by the colonialists.

In Kenya, the responsibility for implementation of pre-primary education is split between the national and county governments, according to the Fourth Schedule of the country's constitution, enacted in 2010. The former (national government) has locus on development of policy while the latter (county governments) is charged with development of infrastructure, employment of care-givers and supporting institutions through provision of teaching and learning materials. This division of duties has had its own controversies, with each level of government straddling the boundary.

Previously, pre-primary education in Kenya was largely run by private individuals and institutions including churches, Non-Governmental Organisations (NGOs) and local communities (Mumanyi, 2014). However, after the promulgation of the new Constitution in 2010, this function became a statutory mandate of county governments, signalling a new direction in terms of greater investment of resources, development of a proper legal, policy and regulatory framework to govern operations

of pre-primary education, and an increased scrutiny of operations of pre-primary institutions, to ensure compliance with a minimum threshold (Cowell, Ellis, Sherry-Brennan, Strachan & Toke, 2017).

The growth of the education sector in the country has over time called for reforms in the way the sector is managed to enhance efficiency in service delivery, based on the complexity and scope of service demands (Khaunya, Wawire & Chepng'eno, 2015). The focus has been to deal with sector issues related to access, equity, quality, relevance and efficiency in the management of educational resources. In 2003, the Ministry of Education, Science and Technology (MOEST) embarked on reforms geared towards attaining standards in consonance with the Millennium Development Goals (MDGs) and Education for All (EFA). In 2005, a policy framework for the sector, the Sessional Paper No. 1 of 2005 was developed to guide these reforms (Barrett, 2015). Other legal reforms include those espoused in the Basic Education Act (2013), among others.

In 2018, MOEST rolled out the National Pre-Primary Education Policy (NPPEP), which replaced the National Early Childhood Development Policy (2008) that was not aligned to the 2010 Constitution. The NPPEP provides a frame of reference to county governments in their implementation of pre-primary education, as a balance between their responsibilities and those of the national government, as articulated in the Fourth Schedule of the 2010 Constitution.

Khan (2013) investigated the impact of devolution in education on students' achievement at secondary school level in Pakistan. The study took into account pre-devolution (1998-2003) and post devolution (2004-2009) performance results of all five districts that were sampled for the study. The results of the study showed that

devolution in education has no significant impact on students' achievement. There was no improvement in students' achievement. Rather, the students' average pass percentage decreased slightly after devolution. Even in some small districts, the results were lower than pre-devolution period.

Ngamesha (2013) investigated the effects of education decentralization on students' performance in Tanzania. The study measured aspects like full involvement of all duty bearers in taking decisions and timely empowerment of all concerned including school administrators, and deployment of qualified teachers and students' leaders at lower tiers in the implementation of the policy. A key finding was that devolution of authority to local communities is not successful unless all stakeholders internalize the objectives, benefits, and responsibilities involved. Additionally, it was established that there are inadequate measures undertaken in order to increase financial and human resources for the improvement of students' performance in the Community Secondary Schools located in the Wards. The study further indicated that there is a need for improved commitment to allocation of additional resources towards the schools, rigorous monitoring by all levels of decision making and implementation, and improved quality of teachers in order to increase access and quality of academic performance.

Bungoma County, which will be the area of study, is located on the southern slopes of Mt. Elgon, which also forms the apex of the County. It borders the Republic of Uganda to the Northwest, Trans-Nzoia County to the Northeast, Kakamega County to the East and South East, and Busia County to the West and South West. It covers an area of 3032.4 km². It is divided into nine (9) Sub-Counties and forty-five (45) County Assembly Wards. It is further divided into twenty-one (21) Divisions, eighty-

one (81) Locations and one seventy nine (179) Sub-locations. Politically, the county has nine (9) constituencies namely; Bumula, Kabuchai, Kanduyi, Kimilili, Mt Elgon, Sirisia, Tongaren, Webuye East, and Webuye West. The County is one of the forty seven (47) county governments that were established through the promulgation of the current constitution in the year 2010 (Okongo, 2012).

The population of Bungoma is estimated at 1,630,934, as projected in 2009 by Kenya National Bureau of Statistics (KNBS), of which females constitute 52% while males are 48%. The age-percentage distribution stands at; 0-14 years 45.9%, 15-64 years 51.4% and over 65 years 2.3%. The region has a population density of 453.5 people per Square Kilometer with a national percentage of 3.6%. Poverty level index stands at 53% while age dependency ratio is at 93.8%.

1.2 Statement of the Problem

Devolution has enabled the county governments to perform the functions assigned to them and impart in young people meaningful knowledge, skills and competencies that transform them into productive actors in the local, national and transnational economies (Gitonga & Keiyoro, 2017).

In the Fourth Schedule of Kenya's Constitution, pre-primary education is listed as a function of county governments. Not only does this point to a more domesticated degree of supervision, it also flags pre-primary education as a statutory beneficiary of the funds disbursed annually to all devolved units. Considering the fact that county governments have invested substantial resources in pre-primary education, it is imperative that a survey is undertaken to assess the how devolution has impacted the implementation of the pre-primary education especially in the first cycle of devolution (Odhiambo, 2014).

Several studies have been done on the effect of devolution. For instance, Sayed and Ahmed (2014) conducted a study on education decentralization in South Africa, equity and participation in the governance of schools. The study indicated that the quest for equity has been one of the major drivers of education transformation in South Africa. The study further indicated that the extent to which the policies of education decentralisation in relation to the governance of schools promotes equity. This study was conducted in South Africa with a different contextual reference. Therefore, the findings might not be applicable in the current study, whose locus is Kenya.

Muli (2014) conducted a study on the challenges of implementation of Kenya's devolution strategy. The study findings reveal that the main challenges that face the implementation of the devolution strategy include the physical and political environment, the national government and its agencies whose actions at times contradict actions taken by the county governments, inadequacy of resources both financial and human capital, and resistance from both the members of county assemblies, employees, the electorate and the business community. Notably, this study only looked at the challenges but did not look at the effects of devolution with specific reference to pre-primary education. Therefore, the findings might not be applicable in the current study.

Njuguna (2016) examined devolution and its effect on the community. The study found that the social and economic projects initiated after devolution had yielded some benefits. Devolution had led to improved accessibility to the market due to improved roads, improved availability of medicine in healthcare facilities, improved lighting in the streets, and increased accessibility to water. This study concentrated on

the effect of devolution on the community but did not mention anything on education, more specifically pre-primary education.

From the foregoing, there was need for analysis of how devolution is having a specific and direct knock-on effect, on the implementation of pre-primary education, with specific reference to a combination of devolution-related issues like legislation, financial resource and human capital development which, hitherto, no study combined as is the case in this study. Additionally, there was need to measure how devolution continues to contribute to the implementation of pre-primary education, the latter being a statutory mandate for county governments.

1.3 Objectives of the Study

These included the following:

- (i) To determine the effect of financial resource on the implementation of pre-primary education in Bungoma County, Kenya.
- (ii) To examine the effect of legislation on the implementation of pre-primary education in Bungoma County, Kenya.
- (iii) To assess the effect of human capital development on the implementation of pre-primary education in Bungoma County, Kenya.

1.4 Research Questions

These included the following:

- (i) How has financial resource had an effect on the implementation of pre-primary education in Bungoma County, Kenya?
- (ii) What is the effect of legislation on the implementation of pre-primary education in Bungoma County, Kenya?

(iii) In which ways has human capital development had an effect on the implementation of pre-primary education in Bungoma County, Kenya?

1.5 Justification and Significance of the Study

Hitherto, there is limited information and studies reviewing the effects of devolution on implementation of pre-primary education in Kenya. Therefore, this study sought to further strengthen and enrich the discourse in this area especially for those involved in policy formulation and implementation. Additionally, counties have been recipients of billions of shillings from the National Treasury since 2013/14 FY. It was important that the influence of these resources on the implementation of pre-primary education is analysed to give insights on the effect, thereof.

As regards significance, the findings of this study provide solid feedback to officials of the County Government, both in Bungoma and the other 46 counties, on ways in which devolution is having an effect on the implementation of pre-primary education and aspects of these which either need rethinking or scalability and replication. Administrators of pre-primary schools would also further deepen their understanding of the specific ways that they can lobby the county government to invest meaningfully in enhancing the quality of education at this level.

Other related stakeholders like Teachers' Service Commission (TSC), Council of Governors (CoG), County Assemblies (CAs) would also pick learning points from the findings of this research, seeing that it touches directly, on their mandate.

1.6 Scope and Limitations of the Study

This study was conducted within Bungoma County, and focused primarily on three aspects of devolution that are having an effect on the implementation of pre-primary education only. These are financial resources, legislation and human capital development.

Respondents were only drawn from three categories: One, the 868 fully established public primary schools; two, in office of the Speaker of the County Assembly; and three, in the office of the County Executive Committee Member (CECM) in charge of Education.

The data collected only focused on the stated objectives which touch on three aspects of devolution being, Legislation by the County Assembly, Financial Resources disbursed by the County Executive to the pre-primary institutions and Human Resource development programs targeting service providers to the pre-primary institutions like teachers. The researcher used questionnaires and interview guides for collecting the data.

CHAPTER TWO

2.0 LITERATURE REVIEW AND CONCEPTUAL/THEORETICAL FRAMEWORK

2.1 Review of Related Literature

This chapter presents a review of literature on the effect of devolution on the implementation of pre-primary education. Secondly the chapter presents the theoretical framework that supports the study and finally, the conceptual framework that analyses the interactions of the study's variables. The literature review is arranged in accordance with the study's objectives.

2.1.1 Financial Resource and Implementation

Resources are very useful in the management and development of activities. A number of scholars have examined the effect of resources on implementation of a given project. Potokri (2014) conducted a study evaluating the availability of financial resources and manpower development in selected monotechnic institutions in Nigeria. This research investigated manpower development and availability of financial resources in Nigerian monotechnic institutions, which are single-subject institutions of higher education that offer specialized programmes. A quantitative research design located within the positivist paradigm was adopted. Samples of 200 students and 80 members of staff were randomly selected from two public and two private monotechnic institutions. The findings showed that regardless of how well and articulate the plans are failure to avail adequate financial resources will make it difficult to attain the set goals. Manpower development, in terms of the skills and competencies of prospective graduates, is affected by the funding made available to these institutions. It was further found that the financial resources provided or

otherwise available in monotechnic institutions (whether privately or publicly owned) are inadequate. Inadequate financial resources will constrain the operations thus make it difficult to attain the set objectives.

Agbloyor, Abor, Adjasi and Yawson (2014) conducted a study on private capital flows and economic growth in Africa, within the context of the role of domestic financial markets. The findings indicated that developing countries must mobilize domestic resources for development. National budgets contain potential for savings and redistribution. Governments can make additional resources available for sustainable development by reforming their tax systems and eliminating harmful subsidies and unproductive expenses. When dictators send billions to secret bank accounts, and when wealthy citizens send their savings overseas, they drain domestic financial resources, undermining the basis for development.

Parnell and Carraher (2013) conducted a study on the role of effective financial resource utilization on strategy's impact on performance. The study employed a survey research design. Through random sampling, a sample of fifty schools was picked from a population of one hundred schools. The study findings suggest that an appropriate strategy should align to specific financial resource competencies to enhance development. The findings further point to the fact that students' general performance is a function of better utilization of appropriate equipment and other teaching tools. Scarcity of financial resources affects the quality of education because it limits that accessibility to key teaching and learning equipment to enable quality learning to take place.

Handel (2014) conducted an investigation on developing educational financial resources for young Crossrail. The study adopted a descriptive research design. Data

was collected using a questionnaire that was administered through “drop and pick” method. The data was analysed using percentages and frequencies. The findings of the study were presented in tables and charts. The findings indicate that Crossrail infrastructure can be easily adapted to meet the needs of varying class abilities and dynamics for purposes development. The availability of financial resources is a key factor to any development including implementation of projects and should be managed well by implementing important measures that will control its usage.

Musyoki and Gakuu (2018) conducted a study that sought to examine factors that influence successful implementation and completion of infrastructural projects in Embu County in Kenya. The study was modelled along three theories thus: Institutional Theory, Systems Theory and Participatory Involvement Theory. A descriptive research design was used and a population of 100 respondents was involved in the study. One key finding was that organizational resources have a positive and significant influence on the implementation of infrastructure projects at the county level.

Ager, Rukangu and Ibuathu (2015) conducted a study on the influence of financial resource on successful implementation of strategic plans in the Ministry of Land, Housing and Urban Development in Meru County, Kenya. The study utilized a descriptive research design whose import was a sample of 53 members drawn from the management teams of the lands offices located in Imenti North Sub-County. Data was collected using questionnaires. The findings confirmed that there was a significant relationship between financial resources and implementation of strategic plans within the lands sector.

Munyao (2018) investigated the relationship between financial management practices and financial sustainability of the County Government of Nakuru, Kenya. The study was grounded on two theories: The agency theory and Resource-based theory. Descriptive research design was employed for the study. Data was collected from a sample of 84 respondents drawn from amongst revenue officers, accountants, auditors and administrators. Structured questionnaires were used in data collection. One key finding was that there exists a weak, positive and non-significant relationship between budget management and financial sustainability. As a result, the study recommended that the county government needs to minimize its expenditures as a way of improving its financial sustainability.

2.1.2 Legislation and Implementation

Legislation encapsulates the process of enactment of laws and formulation of policies that provide a framework for implementation of certain actions, programs and interventions by the government.

Jones (2013) investigated the impact of legislation on the organization. Survey forms were formulated and given to the residents to fill out. Thereafter, the forms were collected and the necessary information recorded down in report form. The findings from the study concluded that legislation leads to organizational transformation since it dictates decisions and the style of management.

Ma, Cui, Song, Zhang and Huang (2015) undertook a survey on the importance of legislation. Survey forms were drafted and given to the residents for filling. There after data was collected using questionnaires and presented for analysis using the SPSS package. The analysed data was presented in the form of tables, charts and graphs. It was revealed from the study that legislation allows an advantageous

division of labour which enhances efficiency in development. Positive amendment of legislation leads to positive employment effects of growth in national output but a negative employment effect results to increase in imports. Good legislation also contributes to the organization and development of policies that guide economic growth and implementation of positive projects.

Mu, Bu and Xue (2014) investigated on environmental legislation in China concerning achievements, challenges and trends. The study adopted data analysis methods which include the qualitative and quantitative methods. Interviews and observations were used to collect data which was then analysed using descriptive and inferential statistics. The analysed data was presented using tables. From the findings, the study indicates that continuous improvements of legislation reduce environmental problems and more opportunities are created to strengthen public participation which enhances developments. Legislation strengthens management and development by enforcing effective laws which govern the performance and construction of positive projects.

Oyoo (2015) conducted a study on the effects of government legislation on the University of Nairobi's Strategy Implementation. The study was based on three theories thus: Dynamic Capabilities Theory, Stakeholder Theory and Open System Theory. A Cross-sectional survey research design was employed. Primary data was collected from a total of 50 respondents who were selected through random sampling. One key finding was that government legislation has a significant and positive influence on all the indicators of strategy.

David (1992) conducted a study on implementation of copyright laws in libraries and publishing houses in Kenya. The study also aimed at establishing the level of

awareness regarding copyright law amongst staff members in the sampled institutions. A total of 80 respondents were sampled using random sampling technique. The respondents included librarians, library users and staff members of publishing houses. The targeted the following institutions: British Council Library, American Cultural Centre Library, ICIPE Library, Kenyatta University Moi Library and Jomo Kenyatta Memorial Library University of Nairobi. Data was collected through interviews, observation methods and questionnaires. The study found that there was low awareness of copyright laws amongst the staff members of libraries and publishing houses. As a result, one of the study's recommendations was the need for deliberate training and dissemination of information on copyright laws to ensure greater compliance and observance of these laws.

2.1.3 Human Capital Development and Implementation

Human capital development is central to the performance of any organization because of the role it plays in improving the performance of employees' capabilities and output. Human capital development can range from on-the-job training (invariably referred to as apprenticeship) to tuition assistance to team-building activities like development of skills, management of projects and morale building. Development can be conducted through coaching, job training, leadership training, and many others.

Pelinescu (2015) investigated the impact of human capital on economic growth. The study involved the use of questionnaires through which both qualitative and quantitative data were collected. The findings of the study revealed that human capital plays a vital role in enhancing the growth of the economy because worker output has a direct correlation to productivity of the overall economy.

Hakooma and Seshamani (2017) conducted a study on the impact of human capital development on economic growth in Zambia. The objective of the study was to determine how human capital affects development in economic growth. Interviews were held and data was collected and recorded in form of percentages. The study findings indicated the presence of a long-run relationship between economic growth by GDP per capita and human capital, proxied by the government expenditures on health, education and secondary school enrolment. The study further revealed that human capital is the main contributor to the increase of real GDP per capita.

Lervik *et. al.* (2005) undertook a study on implementation of human resource development practices in organizations in Norway. The study sought to determine which approach, between recreation and replication, yielded the best outcomes in the process of developing a company's human resource. These two dominant dimensions were surveyed, taking into account the four stages through which human resource development usually goes through. Ultimately, they recommended that human resource development programs ought to be implemented through the recreation approach as it increases the prospects of success as a tool of enhancing the knowledge, skills and competencies of workers.

Lonska and Mietule (2015) investigated the impact of human capital development on the economic and social development of a country. The study relied heavily on secondary data, which upon collection, was analysed using ratios and percentage. Regression analysis was used to give insight into the relationship between the variables that were involved. The findings of the study demonstrated a very strong correlation between human capital development and a country's economic development. Increase in a country's economic performance also affords that country

the resources to further develop and widen her human capital pool. A skilled human capital resource also effectively implements any developmental policies in a country.

Maithya (2016) conducted a study on the influence of human resource on implementation of strategic change management practices at the University of Nairobi. The study utilized a Case Study research design. Members of the senior management at the university were interviewed and other relevant documents analysed, both of which yielded primary and secondary information. One noteworthy finding was that hindrances to human resource strategy implementation include lack of adequate resources, lack of properly skilled personnel and resistance to change. The study recommended that the university should continuously train and develop its employees for purposes of equipping them to cope with unforeseen but inevitable changes.

2.2 Summary and Gaps to be filled by the Study

Education is regarded as a pivotal component of development in any nation. Therefore, for education to be optimally facilitated, clear measures should be defined, legislatively protected from any political dictates, adequately financed by the concerned authorities and subjected to periodic technical consultative reviews, so as to ensure domestic relevance and global competitiveness. Financial resources play a vital role in development of activities including construction and equipment of schools. Resources should be managed well and used effectively as required. Policies and rules regarding the use of resources should be implemented through legislation by the concerned authorities, in this case, the County Assembly as stipulated within the devolution framework in Kenya.

From the foregoing literature review, there lacks a study that has been conducted which directly reviews the effect of devolution or decentralisation to the implementation of pre-primary education in Kenya. Certainly, this proposed study will help bridge that gap and contribute to the body of knowledge for future reference.

2.3 Theoretical Framework

2.3.1 Innovation Diffusion Theory

Innovation Diffusion theory was introduced in 1962 by Everette M. Rogers. This theory focuses mainly on bringing a clear understanding concerning how, why and at what rate innovative technologies and ideas spread in a social system. Instead of focusing on persuading individuals to change, Innovation Diffusion theory takes a contrary approach to study change as it views change to be primarily about reinvention of products and behaviours so that they can fit into the needs of individuals and groups of people. This theory further emphasizes that it is not people who change but the innovations. Diffusion itself can be defined as the process by which an innovation is communicated through certain channels over time among the members of a social system. Hence, diffusion of innovations refers to the spread of ideas and information from one place to another.

This theory is divided into four main elements which include; innovations, time, communication systems and social system. Innovation refers to implementation of new ideas and practices. Innovation includes all sets of commodities including the old and new ones which are presented as new when being used. The time aspect of innovation diffusion theory records adopter categorization and rate of adoptions till the end. Communication system refers to the channel used to share information from one medium to another. Faster communication system enables quicker diffusion of

innovations. In this case, a social system is a set of interrelated units put together to solve a problem and achieve common goals.

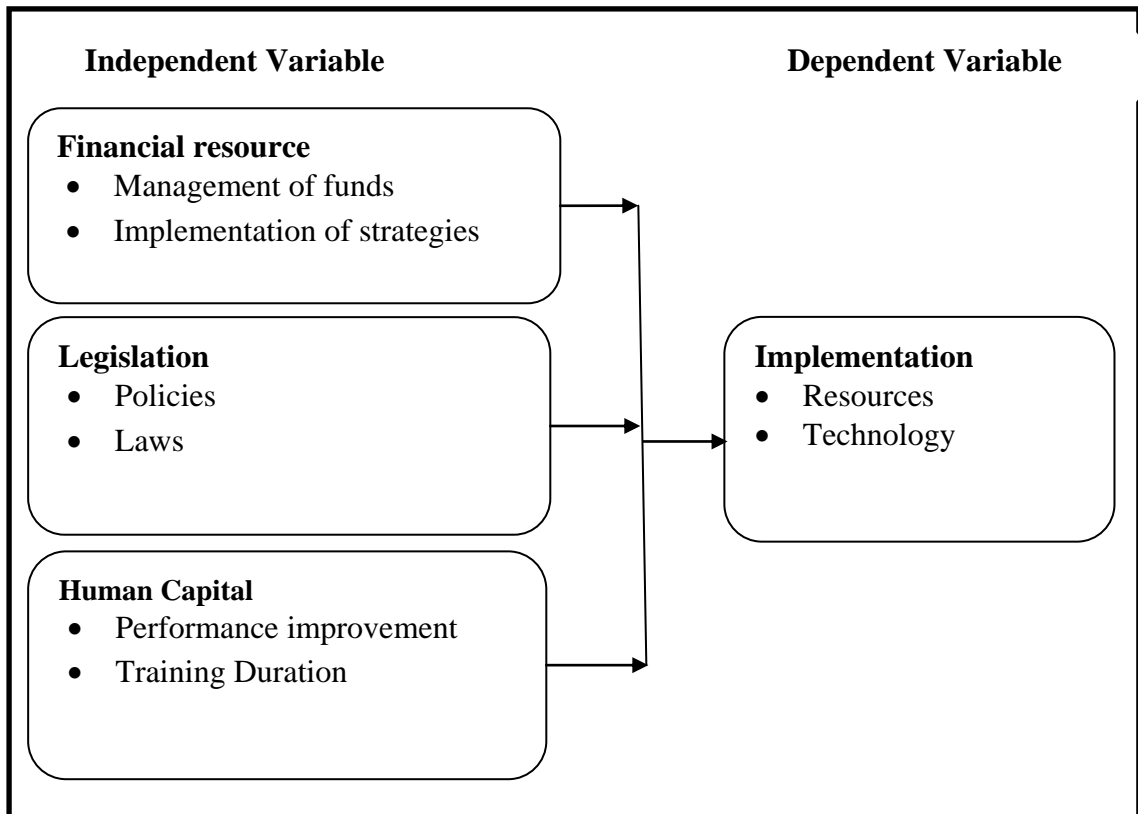
In Kenya, devolution is one of the most notable innovations in the country's governance architecture. The 2010 constitution created 47 devolved units, which, in the collective view, together with the national government, are stated in Article 6(2) as 'distinct and interdependent'. Further, according to Article 174(f), one of the objects of devolution is to 'promote social and economic development and the provision of proximate, easily accessible services throughout Kenya.' The constitution has solid guarantees for devolution in terms of legislative anchorage, minimum thresholds of financing the devolved units by Treasury and a succinct definition of the roles and responsibilities of county governments as contained in the Fourth Schedule.

Resulting from the above, devolution continues to effect a steady influence on various systems and services at the grassroots level, one of them being pre-primary education, which is the subject of this study. The pace of the change resulting from devolution varies from one county to another and from one development theme compared to another. Nonetheless, devolution remains the trigger of rural renaissance across the vast non-urban areas in Kenya.

As per this study's objectives, the three key ways to be researched regarding how devolution, as a governance innovation, influences the implementation of pre-primary education are financial resourcing, human capital and legislation.

2.4 Conceptual Framework

The figurative illustration of dependent and independent variables in the study is shown in the conceptual framework below.



Source: Author (2018)

Figure 2.1: Conceptual Framework

a) Independent variable

The independent variables of this study included; financial resources, legislation and human capital development.

b) Dependent variable

The dependent variable was implementation of Pre-Primary Education, which is further explained in terms of resources and technology.

CHAPTER THREE

3.0 METHODOLOGY

In this chapter, the researcher discusses the research design, site of the study, study population, research instruments, sample size, sampling techniques, pilot study, validity and reliability of instruments, data collection techniques, data analysis and finally data management and ethical considerations.

3.1 Research Design

The study adopted the descriptive research design which aims at examine the effect of devolution on the implementation of pre-primary education: a case of Bungoma County, Kenya. According to Creswell (2013) Descriptive Research Design is the process of collecting data to answer questions concerning the current status of the subject. This allowed the researcher to assess the variables and report what would happen and without interfering with the outcome.

3.2 Variables/Categories of Analysis

a) Independent Variables:

These are financial resource, legislation and human capital development needed in the implementation of pre-primary education.

b) Dependent Variable:

These are resources and technology which measure the implementation of pre-primary education.

3.3 Site of the Study

The researcher carried out the research study in Bungoma County. The actual places were in pre-primary schools and the County Government head offices in Bungoma

County. The county, whose capital is Bungoma town, has a population of 1,630,934 and covers an area of 2,069 km². It borders the Uganda on the Northwest, Trans Nzoia County on the Northeast, Kakamega County on the East and South East, and Busia County on the West and Southwest. Administratively, Bungoma County is divided into 9 Sub-Counties which also double up as constituencies and forty five Wards. It is further divided into 21 divisions, 81 locations and 179 sub-locations. The Sub-counties that make up Bungoma County are Mt Elgon, Bumula, Webuye West, Kanduyi, Webuye East, Sirisia, Kabuchai, Tongaren and Kimilili.

The economy of Bungoma County is mainly agricultural, centering on the sugarcane and maize industries. The area experiences high rainfall throughout the year, and is home to several large rivers, which are used for small-scale irrigation.

3.4 Study Population

The study's target population consisted of the following categories;

- i) County Executive Committee Member (CECM) in charge of Education and Vocational Training – 1
- ii) Clerk, County Assembly – 1
- iii) County Government officials in education sector – 42 (These include ECDE Directors at Sub-county and Ward levels, Quality Assurance Officers, School Inspectors among others)
- iv) Administrators of pre-primary institutions – 329 (These include head teachers of all early childhood/nursery/pre-unit centres).

From the above information, the population was made up of 373 respondents.

3.5 Sampling Techniques and Sampling Size

The methods used to sample respondents in determination of the sample size are discussed in this section.

3.5.1 Sample Size

A study sample design is a definitive plan used to gain a sample from a given population. It shows a step-by-step procedure that the researcher adopted in selecting items from the target population that will make the sample for the study (Carlsen & Glenton, 2013). The sample size of the study was 189 government officials and administrators of public pre-primary schools.

3.5.2 Sampling Procedure

The study employed both probability and non-probability sampling techniques.

The first two respondents (CECM, Education and Clerk, County Assembly) were purposively selected as respondents, based on the strategic positions they hold and the exclusive nature of the information they would avail to the researcher.

Both stratified sampling and simple random sampling techniques were used to select the respondents from the other two categories, namely County Government officials and Administrators of pre-primary centres. These officials were put in strata (9 sub-counties) and thereafter, those who were respondents were selected through simple random sampling.

A sample population of 189 was arrived at by calculating the target population of 371 (excluding the CECM, Education and Clerk, County Assembly) with a 95% confidence level and an error of 0.05 using the below formula taken from Kothari (2004).

$$n = \frac{z^2 \cdot N \cdot \hat{p}^2}{(N - 1)e^2 + z^2 \hat{p}^2}$$

$$n = \frac{1.96^2 \cdot 371 \cdot 0.5^2}{(371 - 1)0.05^2 + 1.96^2 \cdot 0.5^2}$$

$$\frac{356.3084}{92.5 + 0.9604}$$

n=189 respondents

Where; n = Size of the sample,

N = Size of the population and given as 371,

e = Acceptable error and given as 0.05,

\hat{p} = the standard deviation of the population and given as 0.5 where not known,

Z = Standard variate at a confidence level given as 1.96 at 95% confidence level

3.6 Research Instruments

Questionnaires were used to collect primary data. Questionnaires, according to Marshall, Cardon, Poddar and Fontenot (2013), constitute various questions that are arranged in a specific order, so as to obtain relevant research data. Questionnaires were used because they were effective in collection of first-hand sources of information for the study. Questionnaires were structured according to the research objectives therefore making the process of analysis easier.

3.7 Pilot Study

Questionnaires were piloted on 5 government officials and 5 administrators of pre-primary schools in Bungoma County. The results were not included in the main study. Yin (2017) states that a sample consisting of five to ten members of the population, for the purposes of piloting, is sufficient. The piloting enabled the researcher to avoid

ambiguity and ensure clarity of the instruments. The pre-testing also ensured that the researcher eliminated any weaknesses that were contained in the instruments.

3.8 Validity and Reliability

Validity is the extent to which study results obtained from data analysis actually represents the study phenomenon. In real essence, it is the degree to which instituted tests measure what they are intended to measure. Bazzi and Clemens (2013) further deduced that validity is the degree to which study sample of test items fully represent desired contents that they are designed to measure. The study adopted construct validity to determine how valid the research instruments are. In this regard, the researcher engaged the supervisor with extensive skills and experience in researcher. The supervisor reviewed each question on the questionnaire to check if it measures the underlying constructs. Questions that were perceived to be invalid were deleted from the questionnaires.

Reliability is essentially the degree to which designed research instruments measures in the same manner each and every time under the same condition with the same subjects. Yin (2017) confirms that a measure is deemed to be reliable if it provides consistent results with each repetition. The researcher adopted the internal consistency measure referred to as the Cronbach Alpha (α) in determination of reliability of the instruments. This is a co-efficient that measures internal research instruments reliability. A co-efficient value above 0.7 implied that the research instruments are reliable. The findings of reliability analysis are shown in Table 3.1 below.

Table 3.1: Reliability Results

Variable	Number of Items	Cronbach Alpha	Remark
Financial Resources	12	0.876	Reliable
Legislation	13	0.793	Reliable
Human Capital and Development	8	0.763	Reliable

Source: Research Data (2019)

3.9 Data Collection

The researcher applied for a research permit from the National Commission for Science, Technology and Innovation (NACOSTI) to conduct this research, based on receipt of a Research Authorisation Letter from the Graduate School in Kenyatta University. Once the permit was received from NACOSTI, the researcher embarked on data collection in the field.

While in the field, each questionnaire presented to respondents was accompanied by a Letter of Introduction highlighting the intention of the study and requesting for the respondent's consent. A 'drop and pick later' method was used to distribute questionnaires to respondents. The use of this method ensured that respondents are afforded adequate time to fill in questionnaires. The researcher also left his phone contact details behind to enable respondents who wanted to make follow-up inquiries while filling the questionnaires left to them. This went a long way towards improving the response rate of the study. It also ensured that respondents are not influenced in the type of responses they were giving.

3.10 Data Analysis

Data analysis is the processing of the collected data to make inferences and deductions. The collected data was entered into IBM Statistical Package for Social Sciences (SPSS) version 24. Both inferential and descriptive statistical appropriations

were used in the analysis of the findings. Descriptive statistics entailed the use of various measures of central tendencies and dispersion whereas inferential statistics involved the use of regression analysis.

The regression model adopted is:

$$Y = \beta_0 + \beta_1 X_1 + \beta_2 X_2 + \beta_3 X_3 + \varepsilon$$

Where:

Y = Implementation of Pre-Primary Education

X₁ = Financial Resource

X₂ = Legislation

X₃ = Human Capital Development

β₀ = Constant

β₁, β₂, and β₃ = Regression Coefficients

ε = Error Term

The researcher regressed implementation of pre-primary education against financial resources, legislation and human capital development. The study sought to determine the *betas* in the equation which give figures that represent changes in implementation following one unit change in each of the independent variables. Beta zero represents the minimum level of implementation of pre-primary education, when all the dependent variables are held constant at zero.

The findings of the study were presented using frequency distribution tables, pie charts and bar graphs where relevant.

3.11 Data Management and Ethical Consideration

3.11.1 Logistical Consideration

In order to make this research successful, various resources were deployed to enhance the efficiency of the whole process. This included production of questionnaires and

supporting the Research Assistants who were engaged in the collection of data from different institutions and respondents. The use of Research Assistants was particularly helpful in ensuring a speedy turn-around, considering the fairly large number of the target respondents.

3.11.2 Ethical Consideration

The researcher complied with the highest possible ethical standards of academic research work. To begin with, permission was sought from the management/authority of every institution that was visited. In instances where the head was not available for the interview, the researcher worked with the designee of the head to ensure the process moves on seamlessly. As stated earlier, consent was sought and obtained from all respondents before administration of the questionnaire. The researcher also stated in unequivocal terms that this research was for academic purpose only. Further, the researcher assured the respondents that the information provided would be handled with the highest possible standards of confidentiality. Finally, the research findings were analysed and are presented in an empirical manner, with clarity, for purposes of eliminating any ambiguity.

CHAPTER FOUR

4.0 DATA ANALYSIS AND PRESENTATION

4.1 Introduction

This chapter presents the findings from the data collected during fieldwork. Questionnaires were used in collection of both primary and secondary data, which was both quantitative and qualitative. The quantitative data was cleaned, coded and entered in SPSS for analysis. Content analysis was used to analyse the qualitative data. Both figures and tables are used to present the findings.

4.1.1 Response Rate

The study distributed 189 questionnaires to County Executive Committee Member (CECM) in charge of Education and Vocational Training, Clerk of the County Assembly, County Government officials in education (ECDE Directors at Sub-county and Ward levels, Quality Assurance Officers, School Inspectors among others) and administrators of pre-primary institutions (head teachers of all the sampled early childhood/nursery/pre-unit centres). Out of these questionnaires, 149 of them were filled up properly and returned, which was equivalent to a 78.8% response rate. This response rate is consistent with Yin (2017) who argued that excellent presentation of the findings should be supported by a response rate that is above 70%.

Table 4.1: Response Rate

	Total Issued Questionnaires	Total filled and returned Questionnaire	Response Rate
County Executive Committee Member	1	1	-
Clerk, County Assembly	1	1	-
County Government officials in education sector	39	33	-
Administrators of pre-primary institutions	148	114	-
Total	189	149	78.8%

Source: Research Data (2019)

4.2 General Information

The general information of administrators of pre-primary institutions and the County Government officials in education sector including their gender, level of education and the length of service were assessed and are as presented in the subsequent sections.

4.2.1 Gender of Respondents

The study sought to determine the gender distribution of respondents of the study as shown in Table 4.2 below.

Table 4.2: Gender of Respondents

Gender	Frequency	Percent
Male	97	66.0
Female	50	34.0
Total	147	100.0

Source: Research Data (2019)

The findings in Table 4.2 above indicate that while 66.0% of the respondents were male, 34.0% were female. This shows that all gender categories were involved in the study hence inclusive.

4.2.2 Level of Education

The study assessed the level of education of respondents as indicated in Table 4.3.

Table 4.3: Level of Education

Level of Education	Frequency	Percent
Certificate	56	38.1
Diploma	63	42.9
Degree	28	19.0
Total	147	100.0

Source: Research Data (2019)

The study found out that 42.9% of the respondents were diploma holders, 38.1% were certificate holders while 19.0% had degrees. This shows that respondents of the study were generally well educated and thus knew how to read and respond to the issues under inquiry by this study.

4.2.3 Length of Service

The number of years that respondents had worked in Bungoma County is indicated in Table 4.4.

Table 4.4: Length of Service

Length of Service	Frequency	Percent
Less than 1 year	12	8.2
2-4 years	59	40.1
More than 4 years	76	51.7
Total	147	100.0

Source: Research Data (2019)

The results in Table 4.4 indicate that 51.7% of the respondents had worked in Bungoma County for over 4 years, 40.1% for 2-4 years and 8.2% for less than 1 year. Therefore, most of the respondents had worked in the county for a longer period of time and thus they were knowledgeable. Noteworthy, the largest category (over 4

years) also shows that these respondents have been there since the first cycle of devolution in 2013.

4.3 Descriptive and Thematic Analysis

The study had three specific objectives which were; to determine the effect of financial resource on the implementation of pre-primary education in Bungoma County, Kenya, to examine the effect of legislation on the implementation of pre-primary education in Bungoma County, Kenya and to assess the effect of human capital development on the implementation of pre-primary education in Bungoma County, Kenya.

To achieve these objectives, descriptive statistics including means and standard deviations were used. Each specific objective variable had items measured on a 5-point Likert rating scale where 1 = strongly disagree and 5 = strongly agree. To interpret this Likert scale, means and standard deviations were used; where strongly disagreed (1-1.4), disagreed (1.4-2.4), neutral (2.5-3.4), agreed (3.5-4.4) and strongly agreed (4.5-5.0). The findings are shown in subsequent sections.

4.3.1 Financial Resource and Implementation of Pre-Primary Education

The first specific objective examined the influence of financial resource on the implementation of pre-primary education. The descriptive findings are shown in Table 4.5 below.

Table 4.5: Financial Resource and Implementation of Pre-Primary Education

Statements	Mean	Standard Deviation
Adequate teaching materials are availed to public pre-primary education in our County	3.84	.773
The teaching materials are availed in good time for teachers to use	3.47	1.10
The financial support availed to the County for pre-primary education is well utilized	3.59	1.02
The level of pre-primary education has improved following County government introduction in 2013	4.17	.959
Adequate financial resources have been allocated towards implementation and improvement of pre-primary education in Bungoma County	3.67	.936
The funds allocated for pre-primary education in Bungoma County are availed on time	3.57	.936
Local resources have been efficiently mobilized to promote pre-primary education	4.12	1.14
The funds allocated towards pre-primary education are well monitored in utilization	3.56	.787
Adequate incentives are availed to pre-primary education teachers to carry out their work	3.81	1.01
Adequate funds have been availed to construct the physical pre-primary education classrooms	3.64	1.13
There are adequate ECDE learning class rooms in Bungoma County	3.65	.973
Pre-primary education programs in the County are well funded	3.63	.928

Source: Research Data (2019)

From Table 4.5, most respondents agreed with a mean of 4.12 that local resources have been efficiently mobilized to promote pre-primary education and that the level of pre-primary education has improved following the introduction of devolution (county governments) in 2013 as shown by a mean of 4.17. The finding is echoed by Agbloyor et al. (2014) who conducted a study on private capital flows and economic growth in Africa, the role of domestic financial markets and indicated that developing countries must mobilize domestic resources for development. Additionally, the view that devolution of resources enhances the quality of governance in education is corroborated by a study conducted by Omari et al (2012) on resource allocation strategies.

Respondents further agreed with a mean of 3.84 that adequate teaching materials are availed to public pre-primary education in the County and that adequate incentives are availed to pre-primary education teachers to carry out their work as shown by a mean of 3.81. The finding is consistent with Potokri (2014) who conducted a study on evaluation of availability of financial resources and manpower development in selected monotechnic institutions in Nigeria and the financial resources provided or otherwise available in monotechnic (whether privately or publicly owned) are inadequate. Inadequate financial resources will constrain the operations thus make it difficult to attain the set objectives.

Respondents further agreed that with a mean of 3.67 those adequate financial resources have been allocated towards implementation and improvement of pre-primary education in Bungoma County and that there are adequate ECDE learning class rooms in Bungoma County with a mean of 3.65. According to Potokri (2014) in an evaluation of availability of financial resources and manpower development in selected monotechnic institutions in Nigeria, inadequate financial resources will constrain the operations, thus make it difficult to attain the set objectives. Similarly, Parnell and Carraher (2013) conducted a study on the role of effective financial resource utilization on a strategy's impact on performance. They established that scarcity of financial resources affects the quality of education because it limits that accessibility to key information to enable quality learning to take place.

The study established that adequate funds have been availed to construct the physical pre-primary education classrooms with a mean of 3.64 and that pre-primary education programs in the County are well funded with a mean of 3.63. Potokri (2014) established that regardless of how well and articulate the plans are, failure to avail

adequate financial resources will make it difficult to attain the set goals, manpower development, in terms of the skills and competency of prospective graduates, is affected by the funding made available to these institutions.

The findings of the study indicated that the financial support availed to the County for pre-primary education is well utilized with a mean of 3.59; the funds allocated for pre-primary education in Bungoma County are availed on time with a mean of 3.57 and that the funds allocated towards pre-primary education are well monitored in utilization as indicated by a mean of 3.56. This monitoring produces information at the relevant local, regional and national level to support continuous improvements in the quality of policy and practice (Willekens, et al., 2015). On the other hand, respondents were neutral on whether the teaching materials are availed in good time for teachers to use with a mean of 3.47.

Respondents were requested to indicate other ways that financial adequacy affected the implementation of pre-primary education in Bungoma County. From the responses, the study noted that availability of adequate finances was crucial for successful implementation of free-primary education in terms access to qualified and competent teachers. This observation is supported by Ngamesha (2013) in an investigation of the effects of education decentralization on students' performance in Tanzania. In this case, the study found out that measures for positive students' effects include, full involvement of all concerned with taking decisions and timely empowerment of all concerned including school administrators, deployment of qualified teachers and students' leaders at lower tiers in the implementation of the policy.

The County Executive Committee Member (CECM) in charge of Education, Bungoma County and the County Clerk were asked to indicate the amount of money that the county had been allocating to pre-primary education since the inception of devolution in 2013/14 Financial Year and the percentage of the total budget allocated to educational issues in the county. The findings in Table 4.6 below show the amount allocated to Pre-Primary Education, as a percentage of the total budget of the Education Department.

Table 4.6: County Allocation towards Pre-Primary Education 2016/17 to 2018/19

Financial Year (FY)	Amount allocated to Education Sector (KShs)	Allocation to Pre-Primary Education Sub-sector (KShs)	Allocation to Pre-Primary Education as a % of allocation to Education Sector
2016/7	359,022,135	143,608,854.00	40%
2017/8	772,756,061	309,102,424.40	39%
2018/9	1,329,947,273	531,978,909.20	39%
Total	2,461,725,469	984,690,188.00	

Source: Research Data (2019)

From Table 4.6 above, there has generally been a consistent increase in allocation of funds towards the pre-primary education in Bungoma County. However, this increase is in terms of absolute numbers and not the weighted percentage, which has stagnated in the region of 40%. Figure 4.1 demonstrates this phenomenon.

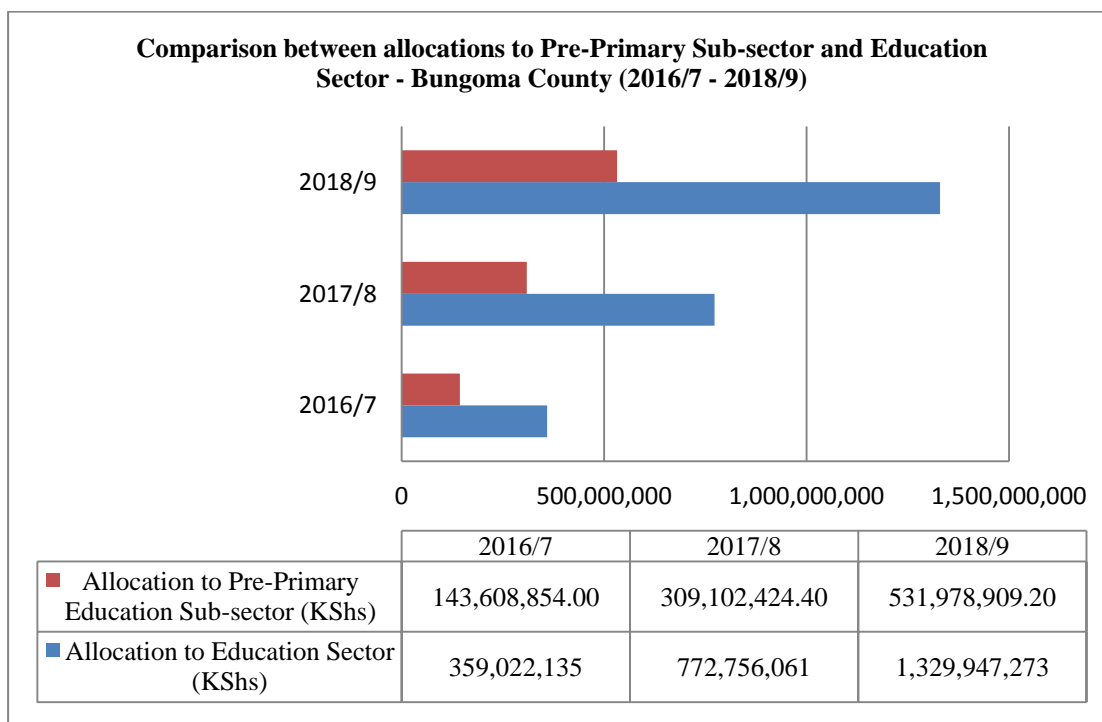


Figure 4.1: Comparison between Allocation to Pre-Primary Education and Percentage Variance

Source: Research Data (2019)

The Incheon Declaration and Framework for Action, inaugurated in 2016, to cater for the implementation of SDG 4, obligates governments to allocate at least 15 to 20 per cent of their total public expenditure to education, and 45% of the education budget to basic education, which encompasses pre-primary education. In view of this globally recommended threshold and covenant, of which Kenya is a signatory, the allocation of about 40% of Bungoma County’s education budget to pre-primary education is commendable.

The finding on the increase is in line with the findings in Table 4.5 where most respondents agreed on the statements assessing their views on financial resources. Additionally, this finding also corroborates the views of Murphy and Paulo (2007) who posit that governments usually allocate resources in line with the existing policy

objectives. The finding is also consistent with Parnell and Carraher (2013) who conducted a study on the role of effective financial resource utilization on strategy's impact on performance and established that scarcity of financial resources affects the quality of education because it limits that accessibility to key information to enable quality learning to take place.

The county officials who were interviewed indicated that up to 81% of the allocations usually go towards payment of salaries for the nearly 2,076 pre-primary teachers, who are currently serving on permanent and pensionable terms. The remaining is used for purchase of teaching and learning materials (8%), administrative functions (7%) and a paltry 4% for other auxiliary functions. These findings are demonstrated in Figure 4.2 below.

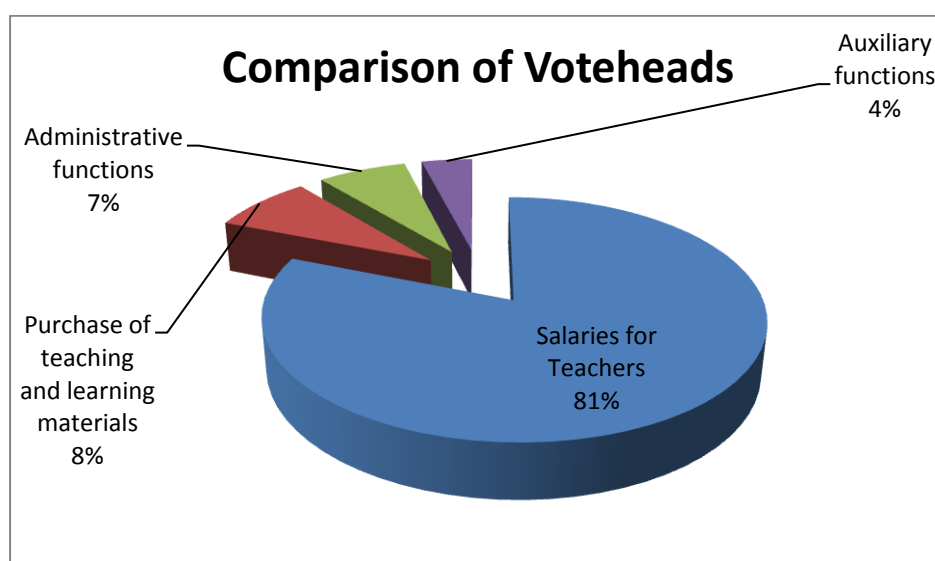


Figure 4.2: Comparison of Vote-heads

Source: Research Data (2019)

From Figure 4.2 above, it is apparent that remuneration of pre-primary teachers takes a substantial amount of the resources allocated to this sub-sector. While this addresses issues around teacher motivation and compensation, it inordinately displaces the

resources that would also be used for other critical inputs in the value chain, including construction and maintenance of school infrastructure, supporting school feeding programs, and purchase of teaching materials among others.

The study sought further to determine non-monetary resources that the county has channelled towards the implementation of pre-primary education. The respondents indicated that the main one was supply of food to schools to support the feeding program which is a critical input in the teaching of children of pre-primary age. The other non-monetary input from the county to schools was the deployment of teachers. In an assessment on the role of social networks in managing organizational talent, knowledge and employee learning, Poell and Van der Krogt (2008) underscore the critical difference that the teacher, as the most consequential human resource makes, in promoting the quality of education. In a study on the effects of education decentralization by devolution on students' performance in Tanzania, Ngamesha (2013) similarly established that the measures for positive students' effects include, full involvement of all concerned with taking decisions and timely empowerment of all concerned including school administrators, deployment of qualified teachers and students' leaders at lower tiers in the implementation of the policy.

4.3.2 Legislation and the Implementation of Pre-Primary Education

The findings on legislation and its influence on the implementation of pre-primary education are shown in Table 4.7.

Table 4.7: Legislation and the Implementation of Pre-Primary Education

Statements	Mean	Standard Deviation
Laws and Policies that ensure holistic needs of young children are met to maximise the realisation of their full potential have been developed	3.57	.971
The Laws and Policies developed aim at safeguarding the rights of children	3.70	1.02
The Laws and Policies developed aim at safeguarding the welfare of children	3.61	.932
The Laws and Policies developed have incorporated all Government ministries and other partners offering services and programs for preschool children	3.72	.947
Pre-primary education policies are child centred with a consideration that children are voiceless	3.60	.932
The Laws and Policies developed recognize parents as primary caregivers	4.08	.460
The Laws and Policies developed recognize families as primary health providers	3.70	1.02
The Laws and Policies developed strengthen the inclusion of community-based resources to supplement government input in pre-primary education services	4.13	.860
The policies developed address the issues touching on vulnerability and marginalization of children	3.48	.846
The Laws and Policies developed on early childhood eliminate discrimination of children and families on the basis of gender	3.89	.627
The Laws and Policies are geared towards children's mental capability development	4.07	1.18
The Laws and Policies promote involvement of parents in their children's learning at pre-primary school level	3.74	.964
The Laws and Policies have promoted the development of pre-primary education	4.16	.828

Source: Research Data (2019)

From Table 4.7 above, most of the respondents agreed with a mean of 4.16 that Laws and Policies have promoted the development of pre-primary education and that the policies developed strengthen the inclusion of community-based resources to supplement government input in pre-primary education services as shown by a mean of 4.13. This finding is in consonance with Mumanyi (2014) who established that

previously, pre-primary education in Kenya was largely, and in many instances, run by private individuals and institutions including churches, Non-Governmental Organisations (NGOs) and local communities. Yet, in spite of the progress made then, there is greater traction now, seeing the significant difference that input from county governments have made.

The study found out that the developed Laws and Policies recognize parents as primary caregivers with a mean of 4.08 and that the policies are geared towards children's mental capability development with a mean of 4.07. This finding is in line with Alande (2013) who argued that legislation provides a framework that helps to define laws with clear guidelines for duty bearers and accountability burdens. This results from the laws in place defining performance thresholds and accountability mechanisms. Through human capital, employees' performance is improved which improves their skill and capabilities to use resources at workplace (Alande, 2013).

The study further established that the Laws and Policies developed on pre-primary education eliminate discrimination of children and families on the basis of gender with a mean of 3.89 and that the policies promote involvement of parents in their children's learning as shown by a mean of 3.74. The finding is in consonance with the conclusion reached by Gichuba, Opatsa and Nguchu (2014) who assert that a good pre-school curriculum ought to be tailor-made to meet the needs of different types of learners. Additionally, Ngamesha (2013) who investigated the effects of education decentralization by devolution on students' performance in Tanzania and found out that measures for positive students' effects include, full involvement of all concerned with taking decisions.

The study further established that the Laws and Policies developed have incorporated all government ministries and other partners offering services and programs for infants and children with a mean of 3.72. The Laws and Policies developed aim at safeguarding the rights while at the same time recognizes families as primary care givers with means of 3.70 respectively. These rights arise from Articles 4 and 28 of the United Nations (UN) Convention on the Rights of Children which not only emphasize the right of children to a quality education but also highlight the fact that it is the responsibility of governments to make the realisation of this right possible.

The Laws and Policies developed aim at safeguarding the welfare of children with a mean of 3.61 and these policies are also centred with a consideration that children are voiceless with a mean of 3.60. Article 11 of the African Charter on the Rights and Welfare of Children (ACRWC), call on all State parties to provide free and compulsory basic education which also covers pre-primary education.

The study revealed that the Laws and Policies in place ensure holistic needs of young children are met to maximise the realisation of their full potential have been developed with a mean of 3.57. Handel (2014) conducted an investigation on developing educational financial resources for young Crossrail and established that Crossrail infrastructure can be easily adapted to meet the needs of varying class abilities and dynamics for purposes development. Respondents however were neutral on whether the policies developed addressed the issues touching on vulnerability and marginalization of children with a mean of 3.48.

The other issue the respondents flagged, regarding how the legal and policy framework had affected the quality and implementation of pre-primary education in Bungoma County, include the existence of a sound policy framework which clearly

establishes the roles and responsibilities of different stakeholders. This promotes a sector-wide synergy in implementation.

Table 4.8 below shows the findings on the specific laws and policies developed by the County Government to guide the implementation of pre-primary education.

Table 4.8: Formulated Policies

Title of Law/Policy	Year of Enactment/Implementation
Bungoma County Early Childhood Education Act, 2014	2014
The Bungoma County Education Promotion Bursary Regulations, 2014	2014
The Bungoma County Education Bursary Award Policy	2015
The Bungoma County Bursary Policy, 2014	2014

Source: Research Data (2019)

From Table 4.8 above, it can be shown that since the inception of county governments 2013, a number of Laws and Policies that undergird pre-primary education in Bungoma County have been formulated. The most critical policy in Table 4.8 is the Bungoma County Early Childhood Education Act 2014 that guides the operation of pre-primary education within the County. The Bungoma County Bursary Policy 2014, outlines the principles guiding the awarding and review of Bungoma County Education Bursaries to eligible students. The Bungoma County Education Bursary Award Policy seeks to establish Bursary Committees in every ward and ensures that bursary recipients are selected through an objective and non-discriminatory criterion.

The Bungoma County Education Promotion Bursary Regulations, 2014 seeks to provide financial and non-financial support to eligible pupils/students to enable the recipients to pursue their education without interruptions occasioned by lack of tuition and other legal educational charges and levies.

The study established that all the formulated Laws and Policies have influenced pre-primary education to a great extent. However, the Bungoma County Early Childhood Education Act, 2014, has had a huge scope of influence, comparatively, on implementation of pre-primary education in Bungoma County. According to the respondents, the influence of this Act has been to a very great extent. Specifically, this Act outlines the structures of implementation of pre-primary education to the lowest possible levels, governance and accountability guidelines of the duty bearers, mechanisms of provision of the county government's support to institutions, among others. The finding on the influence of County Government's Laws and Policies on implementation of pre-primary education is consistent with the assertions of Bradley and Migali (2012) who investigated the effect of education policy on post-school outcomes. They established that there is a positive and causal relationship between a comprehensive education policy and efficiency in implementation of the education needs, which deliver value for money to the taxpayers.

4.3.3 Human Capital and Development of Pre-Primary Education

The findings on human capital development and the implementation of pre-primary education are shown in Table 4.9 below.

Table 4.9: Human Capital and Development of Pre-Primary Education

Statements	Mean	Standard Deviation
The County has adequate well qualified teachers for the pre-primary education	3.05	1.98
The ratio of learners to teachers in the pre-primary institutions is within the recommended ratio	3.09	1.02
Pre-primary school teachers are well motivated to do their job	3.12	.761
Pre-primary teachers are accorded adequate support to perform their duties	3.73	.960
ECE materials are availed to pre-primary centres on time	3.54	.964
There are enough pre-primary school teachers in Bungoma County	2.98	1.86
Pre-primary school teachers have well-developed training programmes to enhance their skills.	3.64	1.01
The pre-primary school teachers are competitively remunerated	3.56	.785

Source: Research Data (2019)

From Table 4.9 above, there was a significant disparity among respondents on the question of whether the county has well qualified teachers for pre-primary education, based on the high standard deviation of 1.98, in spite of the mean of 3.05. This means that there was a wider sense of disagreement on this question. This is corroborated by the findings of Wangila (2012) whose survey established that a lot of ECDE teachers in Bungoma South District were going back to school to enhance their skills and attain higher qualifications.

Majority of the respondents agreed with a mean of 3.82 that pre-primary school teachers are well motivated to do their job and they are accorded adequate support to perform their duties with a mean of 3.73. According to Mtahabwa and Rao (2009), primary schools are mandated to set aside at least one classroom for pre-primary education with the support of the community. The other side obligates the government to provide teachers and other learning resources (Mtahabwa and Rao 2009).

The study established that the number of pre-primary school teachers in Bungoma County is not adequate. This was based on the views of the respondents which were computed to a significantly low mean of 2.98 and a Standard Deviation of 1.86. Egbo (2013) notes that lack of adequate teaching staff members affect the efficacy and delivery of any pre-school program.

The study found out that pre-primary school teachers have well-developed training programmes to enhance their skills with a mean of 3.64. The research established that the county has employed 2,076 pre-primary teachers on permanent and pensionable terms, with others working on contract basis. Mwenzwa (2014) states that with enough resource, the county governments are able to pay for setting up of projects in education sector such as actual expenditure of purchasing project equipment and facilities and also the hidden cost of reallocating the existing school resources, such as physical space and staffing.

The study established that the pre-primary school teachers are competitively remunerated with a mean of 3.56 and a Standard Deviation of .785. Ngamesha (2013) found out that measures for positive students' effects include deployment of qualified teachers who are paid appropriate salaries because they directly affect the quality of early childhood policies at the lowest levels.

The study also sought to establish the different types, cadres and numbers of officers deployed by the County Government to manage or facilitate pre-primary education as shown in Table 4.10 below.

Table 4.10: Different Officers Deployed by the County

Officer Cadre/Title i.e. Care Givers	Total Number	Percent
County Executive Committee Member for Education, Youth and Sports	1	0.067

Chief Officer	1	0.067
Director – Early Childhood Development Education (ECDE)	1	0.067
Assistant Directors – Early Childhood Development Education (ECDE)	2	0.1
Sub-County Directors – ECDE	9	0.4
Quality Assurance Officers	12	0.6
Teachers	2,076	98.7
Total	2,102	100

Source: Research Data (2019)

From Table 4.10, we deduce that a total of 2,102 staff members have been deployed by the County Government to support the direct implementation of pre-primary education, with teachers being the majority at 98.7%.

4.4 Inferential Analysis

In order to determine the influence of devolution on the implementation of pre-primary education, regression analysis was used. The findings on the Model Summary are shown in Table 4.11 below.

Table 4.11: Model Summary

Model	R	R Square	Adjusted R Square	Std. Error of the Estimate
1	.824 ^a	.680	.673	.50883

a. Predictors: (Constant), Human Capital Development, Legislation, Financial Resources

Source: Research Data (2019)

From the findings in Table 4.11, the value of coefficient of R is .824 representing 82.4%; this shows that there is a strong coefficient between the study variables. The value of R² is .680 which represents 68.0% indicating that there are other factors other than, Human Capital Development, Legislation, and Financial Resources that affect implementation of pre-primary education in Bungoma County, Kenya.

Analysis of Variance was conducted at 5% confidence level and a comparison made between the f-calculated and f- tabulated. Findings are in Table 4.12

Table 4.12: Analysis of Variance

	Sum of Squares	Df	Mean Square	F	Sig.
Regression	78.541	3	26.180	101.121	.000 ^b
Residual	37.023	143	.259		
Total	115.565	146			

a. Dependent Variable: Implementation of Pre-Primary Education

b. Predictors: (Constant), Human Capital Development, Legislation, Financial Resources

Source: Research Data (2019)

From the above ANOVA table, F-calculated >F- tabulated (101.121>2.668). This finding indicated that the overall regression was significant in determining the effect of devolution on the implementation of pre-primary education in Bungoma County, Kenya. Thus Human Capital Development, Legislation, Financial Resources affects implementation of pre-primary education. According to Kozak and Piepho, (2018), if the F-calculated >F- tabulated, and then the overall regressions was significant in determining the relationship between the variables.

The study used the p values to determine the significance of independent study variables. The interpretation of the p values was done at 5% level of significance as shown in Table 4.13 below.

Table 4.13: Regression Coefficients

	Unstandardized Coefficients		Standardized Coefficients	T	Sig.
	B	Standard Error	Beta		
(Constant)	15.508	.590		26.266	.000
Financial Resources	.313	.029	1.694	10.662	.000
Legislation	.125	.030	.548	4.178	.000
Human Capital Development	.103	.026	.452	3.951	.000

a. Dependent Variable: Implementation of Pre-Primary Education

Source: Research Data (2019)

On the basis of the findings in Table 4.13, the following regression equation is modelled;

$$Y = 15.508 + 0.313X_1 + 0.125X_2 + 0.103X_3$$

Where:

Y = Implementation of Pre-primary Education

X₁ = Financial Resource

X₂ = Legislation

X₃ = Human Capital Development

Thus, at 5% level of significance, the *beta* coefficient and p-value of Financial Resource ($\beta=0.313$, $p<0.05$) confirm the existence of a positive and significant effect on implementation of pre-primary éducation. The finding is supported by Handel (2014) who conducted an investigation on development of educational financial resources for young Crossrail and established that availability of financial resources is a key factor to any such development, including implementation of projects and should be managed well by instituting measures that will control pilferage and promote prudence.

Legislation ($\beta=0.125$, $p<0.05$) has a positive and significant effect on implementation of pre-primary education. This finding is in line with Jones (2013) who carried out a

study on the impact of legislation on the organizational efficiency and concluded that legislation leads to organizational transformation because it either buttresses or constrains growth. Ma et al. (2015) investigated on the importance of legislation and established that positive amendment of legislation leads to positive employment effects of growth in national output but a negative employment effect results to increase in imports and that good legislation also contributes to the organization and development of policies that guide economic growth and implementation of positive projects. In 2018, MOEST rolled out the National Pre-Primary Education Policy (NPPEP), which replaced the National Early Childhood Development Policy (2008) that was not aligned to the 2010 Constitution. The NPPEP provides a frame of reference to county governments in their implementation of pre-primary education, as a balance between their responsibilities and those of the national government, as articulated in the Forth Schedule of the 2010 Constitution.

Human Capital Development ($\beta=0.103$, $p<0.05$) has a positive and significant effect on implementation of pre-primary education. This finding is supported by Pelinescu (2015) who investigated the impact of human capital on economic growth and established that human capital plays a vital role in enhancing the growth of the economy. Similarly, Hakooma and Seshamani (2017) conducted a study on the impact of human capital development on economic growth in Zambia and established that human capital is the main contributor to the increase of real GDP per capita. At the same time, Lonska and Mietule (2015) investigated on the impact of human capital development on the economic and social development of a country and found out that human capital development is increased by national economic performance which enhances effective development policy.

CHAPTER FIVE

5.0 SUMMARY, CONCLUSION AND RECOMMENDATIONS

5.1 Introduction

The analysed findings of the study are summarized in this chapter based on the objectives and the key results obtained. The conclusion is also provided based on the summary of the key findings. The recommendations informing policy, practice and management are also presented. The areas that future studies should focus on are also clearly indicated.

5.2 Summary of the Findings

This section summarizes the findings based on the specific objectives which are; to determine the effect of financial resource on the implementation of pre-primary education in Bungoma County, Kenya, to examine the effect of legislation on the implementation of pre-primary education in Bungoma County, Kenya and to assess the effect of human capital development on the implementation of pre-primary education in Bungoma County, Kenya.

5.2.1 Financial Resource and Implementation of Pre-Primary Education

From the findings, financial resource has a positive and significant effect on implementation of pre-primary education. Most respondents agreed that local resources have been efficiently mobilized to promote pre-primary education and that the level of pre-primary education has improved following County government introduction in 2013. Respondents further agreed that adequate teaching materials are availed to pre-primary education institutions by the County Government and that adequate incentives are availed to pre-primary education teachers to carry out their work.

Respondents also agreed that the adequate financial resources have been allocated towards implementation and improvement of pre-primary education in Bungoma County and that there are adequate ECDE learning class rooms in Bungoma County. The study established that adequate funds have been availed for construction or maintenance of classrooms pre-primary education classrooms and that pre-primary education programs in the County are well funded. There has generally been an increase in allocation of funds towards the pre-primary education in Bungoma County every subsequent financial year in terms of absolute numbers, although there is stagnation in comparative weighed percentages.

5.2.2 Legislation and Implementation of Pre-Primary Education

As shown by findings, legislation has a positive and significant effect on the implementation of pre-primary education. Most of the respondents agreed that policies and guidelines have promoted the development of pre-primary education and that the policies developed strengthen the community-based involvement in the management of early childhood services. The study found out that the developed policies recognizes parents as primary caregivers and that the policies are geared towards children's mental capability development.

The most consequential legislation is the Bungoma County Early Childhood Education Act, 2014, which provides the overarching framework for management and financing of the sub-sector.

The study further established that the policies developed on early childhood eliminate discrimination of children and families on the basis of gender and that the policies promote involvement of parents in their children's learning. The study further established that the policies developed have incorporated all Government ministries

and other partners offering services and programs for infants and children. The policies developed aim at safeguarding the rights while at the same time recognizes families as primary health providers. The policies developed aim at safeguarding the welfare of children and these policies are also centred on the view that a coordinated approach is required to harmonize the management of pre-primary education across the whole county.

5.2.3 Human Capital Development and Implementation of Pre-Primary Education

From the findings, human capital development has a positive and significant effect on implementation of pre-primary education. Majority of the respondents agreed that pre-primary school teachers are well motivated to do their job and that ECD teachers are accorded adequate support to perform their duties. The study established that there were not enough teachers in Bungoma County although the County has well-developed training programmes to enhance their skills. The ECD teachers are competitively remunerated, and that teaching and learning materials are availed to pre-primary school centres on time.

The county has employed and deployed a total of 2,102 personnel, of different cadres, who directly deal with the implementation of pre-primary education.

5.3 Conclusion

5.3.1 Financial Resource and Implementation of Pre-Primary Education

Financial resource has a positive and significant effect on implementation of pre-primary education. Local resources have been efficiently mobilized to promote pre-primary education and that the level of pre-primary education has improved following County government introduction in 2013. Adequate teaching materials are availed to

pre-primary education in the County and that adequate incentives are availed to pre-primary education teachers to carry out their work. Adequate financial resources have been allocated towards implementation and improvement of pre-primary education in Bungoma County.

5.3.2 Legislation and Implementation of Pre-Primary Education

Legislation has a positive and significant effect on implementation of pre-primary education. The policies and guidelines have promoted the development of pre-primary education and that the policies developed strengthen the community-based management of early childhood services. The developed policies recognize parents as primary caregivers and that the policies are geared towards children's mental capability development. The policies developed on early childhood eliminate discrimination of children and families on the basis of gender and that the policies promote involvement of parents in their children's learning.

5.3.3 Human Capital Development and Implementation of Pre-Primary Education

Human capital development has a positive and significant effect on implementation of pre-primary education. ECD teachers are well motivated to do their job and that ECD teachers are accorded adequate support to perform their duties. There are enough ECD teachers in Bungoma County and the ECDE teachers have well-developed training programmes to enhance their skills. The ECD teachers are competitively remunerated, the County has adequate well qualified teachers for the ECD education and that ECD materials are availed to ECD centres on time. Also, the county has employed and deployed a total of 2,102 personnel, of different cadres, who directly deal with the implementation of pre-primary education.

5.4 Recommendations

5.4.1 Financial Resource and Implementation of Pre-Primary Education

Since financial resource has a positive and significant effect on implementation of pre-primary education, the study recommends that all County Governments in Kenya should improve allocations to this sub-sector, not just in absolute numbers, but in the overall percentage. Management of the allocated resources should be prudent, taking into account value for money principles in public finance to ensure the highest possible return on investment. All counties in Kenya should ensure that all the local resources have been efficiently mobilized to promote a collaborative approach that leverages on synergies between the county government and local community. Finally, the teaching materials, incentives and other financial resources for pre-primary education should be availed in time.

5.4.2 Legislation and Implementation of Pre-Primary Education

The study established that legislation has a positive and significant effect on implementation of pre-primary education. Therefore, this study recommends that all counties should formulate sound policies that promote and strengthen the implementation of pre-primary education. Besides, these policies should be reviewed continually to realign the sub-sector with any emerging realities. All counties in Kenya should formulate laws and policies that promote the development of pre-primary education and to strengthen the participation of grassroots communities for better synergy. Legislation should also continually seek to strengthen governance and accountability especially on the part of duty bearers.

5.4.3 Human Capital Development and Implementation of Pre-Primary Education

From the findings, human capital development has a positive and significant effect on implementation of pre-primary education. Based on this finding, the study recommends that the county governments in Kenya should continually improve on their human capital and development programs as far as the implementation of pre-primary education is concerned. They should institute programs that promote retooling of the personnel to ensure that they remain up to date with the professional demands of their jobs. The personnel that are employed should be qualified, competent, committed and accountable. The remuneration of these employees should be competitive as an incentive for optimal productivity.

5.5 Areas for Further Studies

The current study focused on devolution and its effect on the implementation of pre-primary education. The findings of regression analysis indicated that devolution only explains 68% change in implementation of pre-primary education. Thus, apart from devolution, there are other factors, for instance, the role of the national government and the localized, socio-cultural factors, which also have a knock-on effect on the implementation of pre-primary education. Therefore, future studies should focus on these.

In terms of geographic scope, the focus of the current study was Bungoma County, which is one among the other 46 counties. Therefore, the study recommends future studies to cover the other counties, or conduct a comparative study between two or more counties, to further enrich and deepen the dimension of this study.

This study also focused on only three elements through which devolution is having an effect on implementation of pre-primary education. These are legislation, financial resource and human capital development. Certainly, there are other elements of devolution that may be having an effect too, which ought to be investigated.

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APPENDICES

**APPENDIX 1: QUESTIONNAIRE FOR COUNTY EXECUTIVE
COMMITTEE MEMBER (CECM) IN CHARGE OF EDUCATION,
BUNGOMA COUNTY**

Introduction

I am a student at Kenyatta University conducting an academic research for a Master of Public Policy and Administration (MPPA) degree. I kindly request you to fill in the information requested as per instructions given. The information provided will be used for academic purposes only and will be treated with utmost confidentiality. Feel free to share your views and answer the questions as sincerely as possible.

Questions:

1. RESOURCES

- (a) How much money has the county government been allocating to pre-primary education since the inception of devolution in 2013/14 Financial Year? What percentage has this been of the total budget allocated to educational issues in the county?

	Financial Year (FY)	Amount allocated to Education Portfolio (KShs)	Amount allocated to Pre-Primary Education (KShs)
1	2013/4		
2	2014/5		
3	2015/6		
4	2016/7		
5	2017/8		
6	2018/9		
	Total		

- (b) Please indicate if there are other non-monetary resources that the County Government has channelled towards the implementation of pre-primary education.

2. LEGISLATION AND POLICIES

(a) Please list specific policies developed by the County Government to guide the implementation of pre-primary education.

	Policy Name/Title	Year of Enactment/Implementation
1		
2		
3		
4		
5		
6		
7		
8		
9		
10		

(b) To what extent have these policies been effective in contributing to the successful implementation of the primary sub-sector?

KEY: Use a scale of 1-5 where; 1 = To no extent at all, 2= To a small extent, 3 = Neutral, 4 = To a great extent, and 5 = To a very great extent

	Policy Title/Name	1	2	3	4	5
1						
2						
3						
4						
5						
6						
7						
8						
9						
10						

3. HUMAN RESOURCE

(a) Please specify the different types, cadres and numbers of officers deployed by the County Government to manage or facilitate pre-primary education

	Officer Cadre/Title i.e. Care Givers	Total Number
1		
2		

3		
4		
5		
6		
7		
8		
9		
10		

4. Are there any notable challenges that the County Government has faced in implementing its overall pre-primary education strategy? If YES, please specify.

5. What other future plans does the County Government have in place to further enhance the implementation of pre-primary education in this area?

*****THE END*****

**APPENDIX 2: QUESTIONNAIRE FOR CLERK OF THE COUNTY
ASSEMBLY, BUNGOMA COUNTY**

Introduction

I am a student at Kenyatta University conducting an academic research for a Master of Public Policy and Administration (MPPA) degree. I kindly request you to fill in the information requested as per instructions given. The information provided will be used for academic purposes only and will be treated with utmost confidentiality. Feel free to share your views and answer the questions as sincerely as possible.

Questions:

1. RESOURCES

(a) How much money has the Committee on Education in the County Assembly spent matters related to pre-primary education since the inception of devolution in 2013/14 Financial Year? What percentage of the total budget allocated to educational needs was this?

	Financial Year (FY)	Amount allocated to Education Portfolio (KShs)	Amount allocated to Pre-Primary Education (KShs)
1	2013/4		
2	2014/5		
3	2015/6		
4	2016/7		
5	2017/8		
6	2018/9		
	Total		

(b) Please indicate if there are other non-monetary resources that the County Assembly has channelled towards the implementation of pre-primary education.

2. LEGISLATION

(a) Please list specific **BILLS/ACTS** passed by the County Assembly to guide the implementation of pre-primary education.

	Title of Bill/Act	Year the Bill/Act was passed
1		
2		
3		
4		
5		
6		
7		
8		
9		
10		

(b) To what extent have these Acts been effective in contributing to the implementation of the primary sub-sector?

KEY: Use a scale of 1-5 where; 1 = To no extent at all, 2= To a small extent, 3 = Neutral, 4 = To a great extent, and 5 = To a very great extent

	Title/Name of Act	1	2	3	4	5
1						
2						
3						
4						
5						
6						
7						
8						
9						
10						

(c) Are there any notable challenges that the County Assembly has faced in implementing its oversight role on pre-primary education in the county? If YES, please specify.

(d) What other pending bills or issues in the Order Paper does the County Assembly have in place to further enhance the implementation of pre-primary education?

*******THE END*******

**APPENDIX 3: QUESTIONNAIRE FOR COUNTY ADMINISTRATION
STAFF EFFECT OF DEVOLUTION ON THE IMPLEMENTATION OF PRE-
PRIMARY EDUCATION: A CASE OF BUNGOMA COUNTY, KENYA**

Introduction

I am a student at Kenyatta University conducting an academic research for a Master of Public Policy and Administration (MPPA) degree. I kindly request you to fill in the information requested as per instructions given. The information provided will be used for academic purposes only and will be treated with the confidentiality it deserves. Feel free to share your views and answer the questions as sincerely as possible.

SECTION A: GENERAL INFORMATION

1. Kindly indicate your gender Male [] Female []
2. Kindly indicate your position in the Bungoma County _____
3. What is your highest level of education?
 Certificate [] Diploma [] Degree []
 Masters [] PhD [] Other []
4. How long have you served in the Bungoma County?
 Less than 1 year [] 2-4 years []
 More than 4 years []

**SECTION B: FINANCIAL RESOURCE AND IMPLEMENTATION OF PRE-
PRIMARY EDUCATION**

5. Below are several statements in regard to financial resource and implementation of pre-primary education. Kindly indicate the extent of your agreement with each of them in regard to development of pre-primary education in Bungoma County. Use a scale of 1-5 where 1 = strongly disagree, 2= disagree, 3 = Neutral, 4 = Agree, and 5 = Strongly Agree.

Statements	1	2	3	4	5
Adequate teaching materials are availed to public pre-primary education in our County					
The teaching materials are availed in good time for teachers to use					

The financial support availed to the County for pre-primary education is well utilized					
The level of pre-primary education has improved following County government introduction in 2013					
Adequate financial resources have been allocated towards implementation and improvement of pre-primary education in Bungoma County					
The funds allocated for pre-primary education in Bungoma County are availed on time					
Local resources have been efficiently mobilized to promote pre-primary education					
The funds allocated towards pre-primary education are well monitored in utilization					
Adequate incentives are availed to pre-primary education teachers to carry out their work					
Adequate funds have been availed to construct the physical pre-primary education classrooms					
There are adequate ECDE learning class rooms in Bungoma County					
Pre- primary education programs in the County are well funded					

6. In what other ways has financial adequacy affected the implementation of pre-primary education in Bungoma County, Kenya?

SECTION C: EFFECT OF LEGISLATION ON THE IMPLEMENTATION OF PRE-PRIMARY EDUCATION

7. Below are several statements in regard to legislation on the implementation of pre-primary education. Kindly indicate the extent of your agreement with each of them in regard to development of pre-primary education in Bungoma County. Use a scale of 1-5 where 1 = strongly disagree, 2= disagree, 3 = Neutral, 4 = Agree, and 5 = Strongly Agree.

Statements	1	2	3	4	5
Policies that ensure holistic needs of young children are met to maximise the realisation of their full potential have been developed					
The policies developed aim at safeguarding the rights of children					

The policies developed aim at safeguarding the welfare of children					
The policies developed have incorporated all Government ministries and other partners offering services and programs for infants and children					
Early childhood education policies are child centred with a consideration that children are voiceless					
The policies developed recognize parents as primary caregivers					
The policies developed recognize families as primary health providers					
The policies developed strengthen the community-based management of early childhood services					
The policies developed address the issues touching on vulnerability and marginalization of children					
The policies developed on early childhood eliminate discrimination of children and families on the basis of gender					
The policies are geared towards children's mental capability development					
The policies promote involvement of parents in their children's learning					
The policies and guidelines have promoted the development of pre-primary education					

8. In what other ways has the policy framework affected the quality and implementation of pre-primary education in Bungoma County?

SECTION D: HUMAN CAPITAL AND DEVELOPMENT OF PRE-PRIMARY EDUCATION

9. Below are several statements in regard to human capital development on the development of pre-primary education. Kindly indicate the extent of your agreement with each of them in regard to development of pre-primary education in Bungoma County. Use a scale of 1-5 where 1 = strongly disagree, 2= disagree, 3 = Neutral, 4 = Agree, and 5 = Strongly Agree.

Statements	1	2	3	4	5
The County has adequate well qualified teachers for the ECD education					
The ratio of learners to teachers in the ECD is within the recommended scale					
ECD teachers are well motivated to do their job					
ECD teachers are accorded adequate support to perform their duties					
ECD materials are availed to ECD centres on time					
There are enough ECD teachers in Bungoma County					
ECDE teachers have a well-developed training programme to enhance their skills.					
The ECD teacher are competitively remunerated					

**APPENDIX 4: LETTER OF INTRODUCTION FOR RESEARCHER FROM
KENYATTA UNIVERSITY**



KENYATTA UNIVERSITY
GRADUATE SCHOOL

E-mail: dean-graduate@ku.ac.ke

Website: www.ku.ac.ke

P.O. Box 43844, 00100

NAIROBI, KENYA

Tel. 8710901 Ext. 57530

Our Ref: C153/OL/CTY/32141/2016

DATE: 14th March, 2019

Director General,
National Commission for Science, Technology
and Innovation
P.O. Box 30623-00100
NAIROBI

Dear Sir/Madam,

RE: RESEARCH AUTHORIZATION FOR CHARLES WAFULA WANYONYI – REG. NO.
C153/OL/CTY/32141/2016.

I write to introduce Charles Wafula Wanyonyi who is a Postgraduate Student of this University. The student is registered for M.PPA degree programme in the Department of Public Policy and Administration.

Charles intends to conduct research for a M.PPA Project Proposal entitled, “Effect of Devolution on the Implementation of Pre-Primary Education: A Case of Bungoma County, Kenya”.

Any assistance given will be highly appreciated.

Yours faithfully,

A handwritten signature in blue ink, appearing to read 'E. Kimani', written over a circular stamp.

PROF. ELISHIBA KIMANI
AG. DEAN, GRADUATE SCHOOL

HI/Inn

APPENDIX 5: RESEARCH AUTHORISATION FROM NACOSTI



NATIONAL COMMISSION FOR SCIENCE, TECHNOLOGY AND INNOVATION

Telephone: +254-20-2213471,
2241349, 3310571, 2219420
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Email: dg@nacosti.go.ke
Website: www.nacosti.go.ke
When replying please quote

NACOSTI, Upper Kabete
Off Waiyaki Way
P.O. Box 30623-00100
NAIROBI-KENYA

Ref. No. **NACOSTI/P/19/71152/28358**

Date: **26th February, 2019**

Charles Wafula Wanyonyi
Kenyatta University
P.O. Box 43844-00100
NAIROBI

RE: RESEARCH AUTHORIZATION

Following your application for authority to carry out research on *“Effect of devolution on implementation of pre-primary education: A case of Bungoma County, Kenya”* I am pleased to inform you that you have been authorized to undertake research in **Bungoma County** for the period ending **26th February, 2020**.

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

Kindly note that, as an applicant who has been licensed under the Science, Technology and Innovation Act, 2013 to conduct research in Kenya, you shall deposit a **copy** of the final research report to the Commission within **one year** of completion. The soft copy of the same should be submitted through the Online Research Information System.

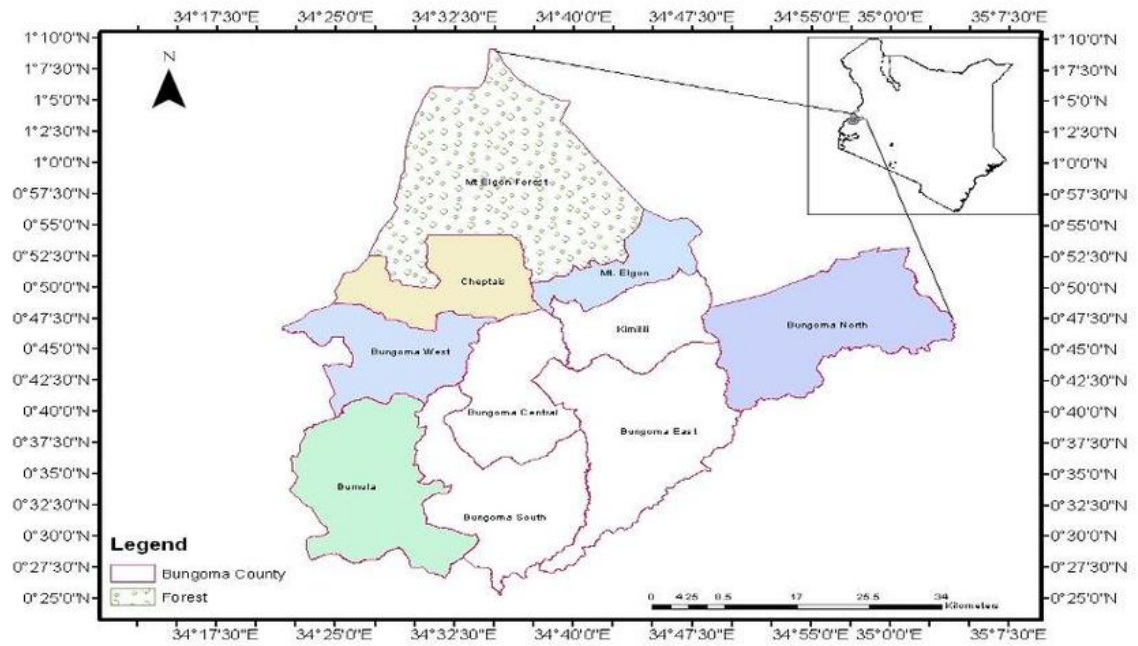
**GODFREY P. KALERWA MSc., MBA, MKIM
FOR: DIRECTOR-GENERAL/CEO**

Copy to:

The County Commissioner
Bungoma County.

The County Director of Education
Bungoma County.

APPENDIX 7: MAP OF BUNGOMA COUNTY, KENYA



Source: Wabwoba et al. (2015)