



**REPUBLIC OF KENYA**

**MINISTRY OF EDUCATION AND MINISTRY OF HIGHER EDUCATION,  
SCIENCE TECHNOLOGY**

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**SESSIONAL PAPER NO..... of 2012**

**A POLICY FRAMEWORK FOR EDUCATION AND TRAINING**

**Reforming Education and Training in Kenya.**

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## LIST OF ABBREVIATIONS AND ACRONYMS

ABE	Adult and Basic Education
ABET	Adult Basic Education and Training
ACCA	Association of Chartered Certified Accountants
ACE	Adult and Continuing Education
AIDS	Acquired Immuno-Deficiency Syndrome
APBE	Alternative Provision of Basic Education
APBET	Alternative Provision of Basic Education and Training
ASAL	Arid and Semi-Arid Lands
BOD	Board of Directors
BOG	Board of Governors
BOM	Board of Management
BOT	Board of Trustees
CAT	Competence Assessment Test
CBO	Community Based Organization
CDE	County Director of Education
CDF	Constituency Development Fund
CEB	County Education Board
CEC	County Education Committees
CEMASTEA	Centre for Mathematics Science and Technology Education in Africa
CEO	County Education Officer
CHE	Commission for Higher Education
CHE	Commission for Higher Education
CPA	Certified Public Accountant -Kenya
CPD	Continuous Professional Development
CPE	Continuous Professional Education
CPPMU	Central Planning and Project Monitoring Unit
CPS	Certified Public Secretaries
CRC	Convention on the Rights of the Child
CUE	Commission for University Education
DACE	Director of Adult & Continuing Education
DBE	Director of Basic Education
DDR	Discipline Differentiated Remuneration
DEO	District Education Officer
DFOS	Director of Field & Other Services
DGE	Director General of Education
DHRM	Director of Human Resource Management
DICECE	District Centre for Early Childhood Education
DPP&EACA	Director of Policy, Partnerships & East African Community Affairs
DQAS	Director of Quality Assurance & Standards
DSTE	Director of Secondary & Tertiary Education
DUC	Differentiated Unit Cost
DVC	Deputy Vice Chancellor
EAC	East African Community
EARCs	Education Assessment Resource Centres

ECDE	Early Childhood Development and Education
ECTS	Exemptions and Credits Transfer System
EFA	Education For All
EMIS	Education Management Information System
ERSWEC	Economic Recovery Strategy for Wealth and Employment Creation
ESQAC	Education Standards and Quality Assurance Commission
FBO	Faith Based Organization
FDSE	Free Day Secondary Education
FPE	Free Primary Education
FTSE	Full-Time Student Equivalent
GDP	Gross Domestic Product
GER	Gross Enrolment Rate
GPI	Gender Parity Index
GTT	Government Trade Test
HELB	Higher Education Loans Board
HIV	Human Immuno-Deficiency Virus
HRD	Human Resource Development
HRM	Human Resource Management
HTELB	Higher and Tertiary Education Loans Board
IAG	Industry Advisory Group
IB	International Baccalaureate
ICT	Information and Communication Technology
IGA	Income Generating Activity
IGCSE	International General Certificate of Secondary Education
ILO	International Labour Organization
INSET	In-Service Education and Training
ISCED	International Standard Classification of Education
ISO	International Organization for Standardization
IT	Information Technology
JAB	Joint Admissions Board
JKF	Jomo Kenyatta Foundation
KASNEB	Kenya Accountants and Secretaries National Examinations Board
KEAC	Kenya Education Assessment Council
KEMI	Kenya Education Management Institute
KEPSA	Kenya Private Sector Alliance
KESI	Kenya Education Staff Institute
KIE	Kenya Institute of Education
KIHBS	Kenya Integrated Household Budget Survey
KISE	Kenya Institute of Special Education
KJCSE	Kenya Junior Certificate of Secondary Education
KJVCET	Kenya Junior Vocational Certificate of Education and Training
KLB	Kenya Literature Bureau
KNALS	Kenya National Adult Literacy Survey
KNATCOM	Kenya National Commission for UNESCO
KNEC	Kenya National Examinations Council

KNOCS	Kenya National Occupational Classification Standard
KQF	Kenya Qualifications Framework
KVCET	Kenya Vocational Certificate of Education and Training
LATF	Local Authority Transfer Fund
LIWA	Linking Industry with Academia
MDGs	Millennium Development Goals
MDTI	Multi-Purpose Development Training Institute
MoE	Ministry of Education
MoH	Ministry of Health
MoHEST	Ministry of Higher Education Science and Technology
MTEF	Medium Term Expenditure Framework
MVC	Most Vulnerable Children
NACONEK	National Council for Nomadic Education in Kenya
NAS	National Assessment System
NEB	National Education Board
NER	Net Enrolment Rates
NESIP	National Education Sector Investment Programme
NFE	Non Formal Education
NFECs	Non Formal Education Centres
NFS	Non Formal Schools
NGOs	Non-Governmental Organizations
NPs	National Polytechnics
NQF	National Qualification Framework
NSA	Non-State Actor
ODE	Open and Distance Education
ODL	Open and Distance Learning
PC	Performance Contract
PCR	Primary Completion Rate
PDE	Provincial Director of Education
PPP	Public Private Partnerships
PS	Principal Secretary
PSC	Public Service Commission
PTA	Parents Teachers Association
PTR	Pupil Teacher Ratio
QAS	Quality Assurance and Standards
R&D	Research and Development
SAGAs	Semi-Autonomous Government Agencies
SCs	Student Councils
SEBF	Secondary Education Bursary Fund
SEPU	School Equipment Production Unit
SMCs	School Management Committees
SNE	Special Needs Education
SNE	Special Needs Education
TC	Technical College
TIQET	Totally Integrated Quality Education and Training

TIVET	Technical, Industrial, Vocational and Entrepreneurship Training
TPR	Teacher Pupil Ratio/Textbook Pupil Ratio
TSC	Teachers Service Commission
TTC	Teacher Training College
TTI	Technical Training Institute
TVET	Technical and Vocational Education and Training
UASU	Universities Academic Staff Union
UE	University Education
UFB	University Funding Board
UNESCO	United Nations Education Scientific and Cultural Organization
UPE	Universal Primary Education
UT	University of Technology
VC	Vice Chancellor
VTC	Vocational Training Centres
YP	Youth Polytechnics



## DEFINITIONS OF TERMS

Access:	The opportunity availed for one to enter education and training.
Accreditation:	A process of assessment and review that enables an education and training program or institution to be recognized or certified by the appointed body as meeting appropriate standards.
Admission:	The granting of opportunity for a qualified applicant to pursue education and training at a given institution and/or in a given programme.
Bachelor's Degree:	The first degree offered by a university or equivalent institution.
Differentiated Unit Cost:	The annual cost of providing a particular degree program per student. It takes into account all operational and maintenance costs, for example the staff costs, facility costs and other institutional overhead costs, but excludes capital development costs.
Discipline Differentiated Remuneration:	Academic staff remuneration that takes into account professional, labour market, and strategic focus factors for different disciplines and institutions.
Distance learning;	Mode of delivering interactive education to students who are not physically present in a traditional educational setting such as a classroom
Electronic Learning:	Also referred to as e-learning, comprises all forms of electronically supported interactive learning and teaching.
Equity:	Being fair and impartial in providing access to education and training to all.
Headteacher:	The lead administrator in an educational institution charged with the responsibility of curriculum and policy implementation, ensuring optimal utilization of educational resources, maintaining of quality and standards and promoting professional practices and synergy in the institution and the community, while executing the teaching function.
ISCO' 88 Standard;	International Standard Classification of Occupations (ISCO) is a tool for organizing jobs into a clearly defined set of groups according to the tasks and duties undertaken in the job.
Knowledge value chain:	A sequence of intellectual tasks by which knowledge workers build unique competitive advantage and/or social and environmental benefit.
Learner:	A person who is willing to gain knowledge, information, comprehension and skill by studying, practicing, or being taught

Non-Formal education	Any organized educational activity taking place outside the framework of the formal education system and targets specific groups/categories of persons with life skills, values and attitudes for personal and community development
Open Learning:	The teaching method that allows interest guided interactive and, independent learning.
Principal	The title of the head administrator of an education institution, usually a secondary school or a middle level college.
Private institution:	An institution established as either profit or non-for-profit for education and training purposes.
Public institution:	An institution wholly owned by the Government for education and training purposes.
Pupil:	A person who is a child or young person in school or in the charge of a teacher or instructor for learning purposes. The usage of the term is reserved for those who attend pre-primary and primary education.
Quality:	Degree of excellence as measured against agreed upon standards.
School	an institution where learners receive instruction and meets the basic standards stipulated in the regulations and include those offering alternative approaches of multi-grade, double-shift, mobile schooling, out of school programmes, adult and continuing education, non-formal education, distance or correspondence instruction, or accelerated learning and talent based institutions
Student:	Someone who attends an educational institution for learning purposes. The usage of the term is reserved for those who attend secondary, tertiary or university education.
Teacher	A teacher means a person who imparts knowledge, competencies, skills and attitudes to learners and has undertaken recognized pedagogical training program and attained accredited certification.
Training:	The process of acquisition of knowledge, skills, and competencies of vocational or practical skills and knowledge that relate to specific useful competencies, with a goal of improving one's capability, capacity, and performance.

## **SECTION ONE: INTRODUCTION**

### **CHAPTER ONE: BACKGROUND TO THE EDUCATION AND TRAINING SECTOR IN KENYA**

- 1.1** Education is seen as the primary means of social mobility, national cohesion and socio-economic development. Since independence the Government of Kenya has been committed to the provision of education to her citizens. Kenya like other parts of the world has experienced the impact of globalisation, increasing inter-dependence between and within states and the need for people to become responsible citizens both nationally and internationally. Similarly, trade and communications have been revolutionised, while human capital requirements, especially as a result of the ICT revolution, has experienced rapid growth. Consequently, the government has continued to reform the education and training sector to respond to these emerging challenges thus ensuring that the country's goals and aspirations are realised.
- 1.2** The Constitution of Kenya (2010) has the Bill of Rights at its core while the Kenya Vision 2030, acknowledges the need to reform the education and training to create a sector fit for purpose. This has led to the policy provisions embodied in this document which address the constitutional requirements and national aspirations as well as offer direction in modernising and re-branding the country's education and training system.
- 1.3** Kenya Vision 2030 places great emphasis on the link between education and the labour market, the need to create entrepreneurial skills and competences, and strong public and private sector partnerships. It articulates the development of a middle-income country in which all citizens will: have embraced entrepreneurship, be able to engage in lifelong learning, perform more non-routine tasks, be capable of more complex problem-solving, be able to take more decisions, understand more about what they are working on, require less supervision, assume more responsibility, and as vital tools towards these ends, have better reading, quantitative reasoning and expository skills. This has considerable importance for the kind of education and training system required to deliver the requisite skills, competencies and attitudes. As such there will be need to address issues related to quality, service delivery, curriculum, relevance, teacher development and management at all levels as well as trainers in the areas of technology and entrepreneurial skill development.
- 1.4** In order to address these issues, the government provides policy direction for reforms in education service delivery through introduction of technical, talent and academic curriculum pathways. Information Communication Technologies (ICT) will be used as a teaching-learning tool. Kenya Vision 2030 also recognises the need for a literate citizenry and sets goals for eliminating adult illiteracy while increasing learning achievements.
- 1.5** Under the Constitution, education and training in Kenya is governed and managed under a two-tier government, the National Government and the County Governments. Education and training is structured as follows; basic education, TIVET and University education. Basic education covers two years of pre-school, 8 years of primary education and 4 years of secondary education. Tertiary education comprises TIVET, teacher training and higher education. TIVET constitutes technical, vocational education and training and is offered at all

levels from basic to University education. University education is a minimum of 4 years leading to the award of a university degree.

- 1.6** The Constitution of Kenya (2010) articles 43.1f, 53.1b and 55a makes education a right of every Kenyan while the Kenya Vision 2030 underscores the importance of education in ensuring relevant human and social capital for sustainable development. In particular, the Constitution guarantees every child to free and compulsory basic education. It further provides for access to affordable tertiary education, training and skills development. The reform in education and training shifts emphasis from knowledge-reproduction to knowledge-production.

### **Basic Education**

- 1.7** According to the Bill of Rights, basic education is a fundamental human right. This implies that citizens can hold the state accountable for ensuring that every child aged 4 to 17 years is in school and receiving quality education. This is consistent with the international education commitments and other international conventions to which Kenya is a signatory. For example, the African Charter on the Human and Peoples' Rights, Article 17, provides that every individual shall have a right to education; the African Charter on the Rights and Welfare of the Child, Article 11, articulates detailed provisions on the right to free and compulsory basic education for the child and, state's obligation towards that right; while the United Nations International Convention on Social and Economic Rights, Article 13, declares the recognition of the right of all to education and the objectives thereof. The Convention on the Rights of the Child, Articles 28, 29 and 30, secure the rights of a child to free and compulsory basic education. Kenya is also a signatory to the Jomtien Protocols (1990) and the Accra Accord (2002), which established the Millennium Development Goals (MDG) and modalities for assessing progress thereof.

### **The Tertiary Sector**

- 1.8** The objective of Kenya's Vision 2030 is to make Kenya "a newly industrialising, middle-income country, providing high quality life for all its citizens, by the year 2030". In order to achieve this, Kenya will be aiming to produce goods and services of industrial nature that can be sold beyond her borders to generate real income for the country. It has however long been recognised by development economists that a country is only able to realise such progress if its economy is innovative. An *innovative economy* on the other hand is to be realised through *technological innovation*. Any country that intends to make a breakthrough in industrialisation and technological development must begin by ensuring that it has a critical mass of well qualified technologists and engineers.
- 1.9** The broad engineering profession is typically considered to be comprised of five cadres of staff, namely; *engineer, technologist, technician, crafts-people and artisan*. For the effective execution of the engineering function within an economy, it is important that each of these cadres is represented in appropriate proportions. For most developed countries the ideal ratio for the four categories of professional is 1:2:4:16.<sup>1</sup> For a typical developing country however,

it is considered that the more realistic ratios would be 1:3:12:60 which Kenya will strive to achieve by 2015.

## **The TIVET Sector**

**1.10** The TVET sub-sector in Kenya has experienced moderate growth over the last 40 years. However, the sub-sector is yet to produce adequate and skilled middle level human resource required to meet the demands for national development. The Vision 2030 has however placed special demands on TVET as the leading engine that the economy must essentially rely upon to produce adequate levels of middle level professionals that will be needed to drive the economy towards the attainment of the vision.

## **Teacher Education, Development and Management.**

**1.11** Teacher education in Kenya is provided to meet the demands of following levels: pre-primary, primary, secondary and tertiary level. The institutes offering training include: ECDE and DICECE training centres, primary teacher education colleges, diploma teacher education colleges and the universities. Pre-primary and primary teacher training courses focus on pedagogy and subject knowledge content. Secondary teacher training courses are provided in two models i.e. consecutive and concurrent models. In the consecutive model, the trainees undertake the subject area first and graduate with either Bachelor of Arts or Bachelor of Science degree and later undertake a nine month postgraduate diploma to qualify as trained teachers. In the concurrent model, the trainees study both the subject area and pedagogy at the same time and graduate with a Bachelor of Education. Both pre-primary and primary certificate and the diploma awards are examined by the Kenya National Examinations Council, while the degrees are awarded by the respective universities. The training of TIVET teachers and trainers is spread out in different institutions depending on level of training. Continuous Professional development of teachers is conducted by several players including KEMI, KISE, KIE and CEMASTE and DICECE.

## **Teacher Management**

**1.12** Teacher management is classified into three main categories: entry, maintenance and exit. The entry component includes assurance of the right persons entering the teaching service; registration and recruitment of teachers while maintenance entails deployment, remuneration, promotion, discipline and maintenance of teaching standards. On the other hand, teacher exit entails management of teachers who leave the Commission through natural attrition. The Constitution of Kenya (2010) chapter fifteen article 248 established the TSC as a constitutional commission to undertake Teacher Management. Under its Mandate, the Commission ensures the establishment and maintenance of a sufficient professional teaching force that is equitably distributed and optimally utilized in public educational institutions. The Commission is also expected to play a regulatory role in the teaching service

## **University Education**

**1.13** Kenya's future as a prosperous and internationally competitive nation will depend on her

university education system. As a nation, Kenyans will rely on this system to create a sustainable pool of highly trained human resource capital that underpins our national ambitions of being a knowledge-based economy. To realize the country's ultimate goal of a prosperous, just, cohesive and democratic nation, the Government will enable and support citizens to develop skills and apply the same, their knowledge and creativity to their best in their daily endeavours. Kenya's university education system must be focused, efficient and able to create knowledge and deliver accessible, equitable, relevant and quality training to sustain a knowledge economy that is internationally competitive.

### **Kenya Qualifications Framework**

**1.14** There are various qualifications in the labour market, by type and level, having been obtained at different times from different education systems in Kenya. There have been various curriculum and instruction designs including among others standard curriculum, broad-based curriculum and competency-based curriculum designs that have been pursued in education and training to yield the variety of qualifications in the labour market today. Thus, being guided by the principle of inclusivity, the KQF targets all academic and TVET qualifications obtained through completion of any curriculum design without discrimination on the basis of the route followed to achieve the awards.

**1.15** Programmes and entry grades are varied and include training of those even without academic achievement being set as an entry requirement. Qualifications obtained by candidates, mainly through the structured government trade test schemes also form a vital part of the KQF. For the purpose of the KQF, English is the language of assessment and certification of national qualifications at all levels and as such certificates issued locally or from foreign systems in a language other than English shall be accompanied by a competent translation in English.

**1.16** The scope of KQF encompasses qualifications for all core educational and training programmes at all levels and covers recognized certificates, diplomas, degrees and any award obtained under formal or alternative settings for the provision of basic education, training and higher education as the broad cycles of the national education and training system. It is understood that the Government will progressively work towards diversifying and formalizing education and training provision across non-formal and informal teaching and learning settings.

### **Evolution of Policy on Education and Training**

**1.17** Kenya has made great strides in education and training since 1963. This has been demonstrated by the growth of; the number of institutions, increased enrolment, increased transition rates, increased teacher numbers, enhancement of equity, gender parity, improved relevance and quality across all levels among others. These milestones are largely attributed to the implementation of recommendations of various Commissions, Committees and Taskforces on education and training. Despite these successes, the sector faces challenges arising out of demands of the 21<sup>st</sup> century, Vision 2030 and the Constitution (2010).

**1.18** The major education reports that have had a significant impact on education and training

in Kenya include the Kenya Education Commission report, 1964, which sought to reform the education system inherited from the colonial government and to make it more responsive to the needs of independent Kenya. The Report of the Presidential Working Party on the Second University in Kenya (The Mackay Report, 1981), led to the expansion of other post-secondary training institutions. In addition to the establishment of second University, it also recommended the establishment of the 8:4:4 system which removed the advanced (A) level of secondary education.

**1.19** The Report of the Presidential Working Party on Education and Manpower Training for the Next Decade and beyond (The Kamunge Report, 1988) focused on improving education financing, quality and relevance. The report had a major departure on financing of education and training in Kenya as it recommended a policy of cost sharing between government, parents and communities.

**1.20** The Koech Report, (2000) was to identify ways and means of enabling the education system to facilitate national unity, mutual social responsibility, accelerated industrial and technological development, life-long learning, and adaptation in response to changing circumstances. Although the report was not adopted due to cost implications, some recommendations such as curriculum rationalization have been implemented. The Transformation of Higher Education and Training in Kenya report (2006) and the National Strategy for University Education (2007), provided a road map on university education in Kenya.

**1.21** The Sessional Paper No. 1 of 2005 on Education, Training and Research led to reforms through a Sector Wide Approach to Planning (SWAP). Though the emphasis was on access, equity, quality, relevance and the strengthening of governance and management, the expected returns of investment in education in terms of productive and skilled manpower has not been realized to the full. In addition the Constitution of Kenya (2010) has placed demands that have implications on education and training. This has necessitated the development of this policy through an elaborate consultative stakeholder process.

### **Articles in the Constitution Relevant to Education and Training**

**1.22** The functions of Educational and training are shared between the national and county governments as contained in **Schedule 4** of the Constitution. The functions of the National Government are: education policy, standards, curriculum, examinations, granting of university charters, universities, tertiary educational institutions, institutions of research, higher learning, primary schools, special education, secondary schools, special education institutions and promotion of sports and sports education. The functions of the County Government in relation to education are: pre-primary education, village polytechnics, home-craft centres and childcare facilities.

**1.23** All the reforms contained in this Policy document are anchored in the Bill of Rights contained in the Constitution of Kenya (2010). The Constitution makes provision for the rights of Kenyan people to education.

**1.24** In particular:

**(a)** **Article 10(1)** of the Constitution states that the national values and principles of governance are binding on all State organs, State officers, public officers and all persons whenever any of them (a) applies or interprets the Constitution; (b) enacts, applies or interprets any law; or (c) makes or implements public policy decisions.

**(b)** **Article 10(2)** of the Constitution sets out the national values and principles of governance. These include *inter alia*, the sharing and devolution of power, the rule of law and the participation of the people; equity, inclusiveness, equality, human rights, non-discrimination and the protection of marginalised groups, good governance, integrity, transparency and accountability, and sustainable development.

**(c)** **Article 11(2) (b) and (c)** of the Constitution recognises the role of science and indigenous technologies in the development of the nation, and the promotion of intellectual property rights of the people of Kenya.

**(d)** **Articles 20, 35, 42, and 43** of the Constitution state clearly that every person has the right to education. If the State claims that it does not have the resources to implement the right, a court, tribunal, or other authority shall be guided by the principle that it is the responsibility of the State to show that the resources are not available to meet that constitutional right. The State will give priority to factoring in access to vulnerable groups or individuals (women, older members of society, persons with disabilities, children, youth, members of minority or marginalised communities, and members of particular ethnic, religious or cultural communities). Every citizen has the right of access to information held by the State and information held by another person and required for the exercise or protection of any right or fundamental freedom. The State shall publish and publicise important information affecting the nation.

**(e)** **Articles 53, 54, 55, 56, 57, and 59** of the Constitution have provisions on children's right to free and compulsory basic education, including quality services, and to access education institutions and facilities for persons with disabilities that are integrated into society, to the extent compatible with the interests of the person. This includes the use of Sign language, Braille or other appropriate means of communication, and access to materials and devices to overcome constraints arising from the person's disability. There are also provisions on access for youth to relevant education and training; access to employment; participation and representation of minorities and marginalised groups in governance and other spheres of life, special opportunities in educational and economic fields, and special opportunities for access to employment. The rights of minorities and marginalized groups to reasonable access to water, health services and infrastructure are also enshrined, as is that it is incumbent upon government to develop a culture of human rights, promote gender equality and equity and facilitate gender mainstreaming in national development.

**(f)** **Articles 62, 63, 66** refer to public land, which will be vested in and held by a county government in trust for the people resident in the county, and shall be administered on their behalf by the National Land Commission; unregistered community land to be held in trust by county governments on behalf of the communities for which it is held; enactment by Parliament of appropriate legislation ensuring that investments in property benefit local communities and their economies. The articles are relevant since educational infrastructure is constructed on public, and or community land.



- (g) **Articles 174, 175, 176, 189 and Schedule 4** of the Constitution have provisions on the devolution of services to county governments, ensuring equity, access, quality and special attention to the minorities and marginalised groups.
- (h) **Articles 201(a), (d), and (e), 226, and 227** have provisions on Public Finance relating to transparency, accountability, and appropriate governance of public monies.
- (i) **Chapter 13 and its articles** on the Public Service provides for the values and principles of public service.
- (j) **Article 237** accords special status to the Teachers' Service Commission (TSC).

### **Implications of the Constitution to Education and Training**

**1.25** There are three main sets of issues relating to education and training in the Constitution. These are the bill of rights, devolution and decentralization as explained in the following paragraphs.

#### **The Bill of Rights**

- (a) The Bill of Rights affirms the right of all Kenyans to education. **Article 21** recognizes the fundamental duty of the State and every state organ to observe, respect, protect, promote and fulfil the rights and fundamental freedoms.
- (b) The obligations to education include both duties and obligations, which are to be realised immediately and those which are subject to progressive realisation. The immediate obligation is to ensure free and compulsory basic education and the prohibition of discrimination in education.
- (c) While the detailed implications of this Rights Approach to free and compulsory education and related services will need to be determined, it is clear that citizens will increasingly demand their rights through a more empowered citizenry. The provisions of **Article 46 (1 a, b)** are important as they grant consumers the right to goods and services of reasonable quality. Education as a service must meet minimum quality standards, which suggest there will be an increase in pressure for improved education service delivery.

#### **Devolution to the counties**

**1.26** The Constitution of Kenya (2010) provides for devolution of services to the county governments. The constitution provides that education will continue to be primarily a national responsibility. This has important implications for National level resource distribution and the devolved decision-making.

#### **Decentralisation to the counties**

**1.27** Decentralisation of the education sector to the school level is relatively well established. The role of the provincial, district, division and zonal level education authorities, including Boards of Governors (BOGs), School Management Committees (Primary) SMCs, and Parents-Teachers Association (PTA) have been mapped onto county education service delivery systems. The national Government will be responsible for setting policy, allocating the national education budget, supervising and regulating the education system and

establishing County Education Boards (CEB).

**1.28** However, there is need to continuously rationalize additional education and training functions to be decentralized, transferred and delegated from the National to the County governments and areas of possible collaboration. This affords an opportunity to strengthen the education and training departments at the county level to assist the national line departments to better supervise, regulate, monitor, evaluate and legislate as appropriate in the education sector. The decentralized functions would require appropriate accountability measures.

### **Resource allocation**

**1.29** Much will depend on decisions regarding key human resource issues, including recruitment procedures by counties, staff salaries and allowances, and the qualification framework. It is likely that some specialist staff will continue to be recruited and employed centrally. It is envisaged that the counties will receive funding equivalent to 15% of total revenue and access to an “Equalization Fund” (Constitution, clause 204) to provide basic services. There are issues to be resolved regarding:

- (i) Assigning a given proportion of the Equalization Fund to education service delivery at county level;
- (ii) The criteria for allocating the Constituency Development Fund (CDF) if this continues to exist (under guidance from the Resource Allocation Commission);
- (iii) Policies towards user fees;
- (iv) The cost of transferred, new and proposed, functions and services.

**1.30** While it is usual practice to define functions and then determine resource needs, the current situation in Kenya has been in the reverse, with funding having been defined up-front and resourcing the exact functions of the ministries and districts determined by that. With devolution it will be necessary for Government to fully embrace programme-based, demand-driven budgeting.

### **Management**

**1.31** There are issues related to the management of the sector, especially as the Constitution makes the Teacher Services’ Commission (Teacher Management), a former Semi-Autonomous Government Agency (SAGA), a Constitutional Commission. For functional purposes, its relationship with the MoE will have to be clarified and established.

**1.32** Similarly, there are the other SAGAS with specific mandates, which will have to be reviewed in light of the Constitution, including the Kenya Institute of Education (KIE) - Curriculum Development, the Kenya Education Management Institute (KEMI) - Sector capacity building and development, the Kenya National Examination Council (KNEC) - Examinations and Certification, the Jomo Kenyatta Foundation (JKF), the Kenya Literature Bureau (KLB), the Kenya Institute of Special Education (KISE) and the Centre for Mathematics, Science and Technology in Africa (CEMASTE), School Equipment Production Unit (SEPU), Board of Adult Education (BAE).

**1.33** The Kenya National Commission (KNATCOM) for UNESCO has a unique mandate of implementing and coordinating five UNESCO programmes (Education, Culture, Natural Science, Social and Human Sciences, and Information and Communication) across twelve (12) key Government Ministries and departments. The Commission derives its mandate from *the UNESCO Constitution and Charter of the National Commissions for UNESCO*. KNATCOM for UNESCO is currently a department under the Ministry of Education and this status has affected its efficiency, effectiveness and visibility as a liaison agency between UNESCO, and State Agencies and organisations dealing with the five areas of competence. KNATCOM shall therefore be strengthened by converting it to a SAGA under the Department of Education.

### **Infrastructure**

**1.34** There are many issues relating to school infrastructure across the sector. The mainstreaming of early childhood care and education, pre-primary as part of basic education makes the need to address this, critically. While the introduction of the Counties brings new opportunities for service delivery improvements, there are potentially considerable resource implications of the devolution of functions, which will need to be considered carefully.

**1.35** All of these issues need to be seen within the context of major reforms within the education sector. *Inter alia*, these relate to embracing shared responsibility for education, introducing credible governance and anti-corruption measures, education sector policies at all education levels.

## **Growth of the Education and Training Sector**

### **Basic Education Sub-Sector in Kenya**

**1.36** In absolute terms, the education sector in Kenya has experienced massive expansion in enrolment and number of institutions over time. According to the Ministry's Education Management Information System (EMIS), the number of public and private primary schools increased from 6,058 in 1963 to 27,489 in 2010, while the number of secondary schools has increased from 151 to 7308 over the same period. Enrolment in primary education has grown from 892,000 pupils in 1963 to about 9.4 million pupils in 2010, while enrolment in secondary education has grown from around 30,000 students in 1963 to 1.7 million students in 2010. The increase has been accelerated by the introduction of Free Primary Education (FPE) and Free Day Secondary Education (FDSE) programmes in 2003 and 2008 respectively.

### **TVET Sub- Sector in Kenya**

**1.37** Formal TVET programmes in Kenya are school-based and are offered at school and technical training colleges. The Sessional Paper No. 1 of 2005 provides for the education and training of technical personnel and their progression from levels of skills and technical knowledge to the next. From the Sessional Paper No. 1 of 2005 and the TVET policy framework, technicians will mainly be produced from the technical training colleges. The duration of school-based technical and vocational education is between one and three years. Besides the technical training colleges, the current primary and secondary education

curriculum provides for vocational skills to young people in primary and secondary school schools. Some specialized vocational training programmes however also exist in various ministries and fall under the supervision of the respective sector ministries. TVET in Kenya is delivered by both government and private providers, which include for-profit and non-profit, NGOs and church-based institutions.

**1.38** The TVET sector in Kenya currently includes two (2) polytechnic university colleges, two (2) national polytechnics, one (1) technical teachers training college, twenty-six (26) technical training institutes (TTIs) and seventeen (17) institutes of technology (ITs) under the Ministry of Higher Education Science and Technology (MoHEST). In addition, the Ministry of Labour and Human Resources Development (MoLHRD) manages three (3) industrial training centres, one (1) vocational training centre, and the Kenya Textile Training Institute. There are 697 Youth Polytechnics (YPs) Currently under the Ministry of Youth Affairs and Sports (MoYAS). There are also 87 other institutions spread in 15 other Ministries and about 1,000 vocational training institutions under private, commercial, civil society and faith organizations including some company-based training.

**1.39** In 2010, 357,488 candidates sat for the Kenya Certificate of Secondary Education (KCSE) Examination. Of this number 97,137 obtained the minimum requirement for University admission at C+. The public universities in that year admitted 32,000 students while the private universities admitted another 10,000 students. In 2011 the enrolment in public TVET institutions was 60,000 with the annual intake being roughly 25,000. Other middle colleges in the public and private sectors are estimated to have admitted another 75,000 students. Thus of the 357,488 KCSE candidates in 2010 only 142,000, or 40% could find opportunities for further or higher education. The rest 215,488 or 60% have to seek room in the existing structure to undertake formal training or join the workforce. There is no doubt that this constitutes a huge loss to the national economy.

### **University Education Sector**

**1.40** Enrolment and growth in universities have been increasing since the establishment of the first Kenyan university, the University of Nairobi, in 1970. There are 7 public universities, 24 public university colleges and 26 recognized private universities. The total enrolment in public universities has increased from 3,443 students in 1970 to 159,752 students comprising of 59,665 females and 100,087 males in 2009/2010. In private universities the total enrolment for 2003/ 2004 was 9,541 students made up of 5,128 females and 4,413 males, growing to 37,179 composed of 14,462 females and 22,717 males in 2009/2010. In the 2009/10 academic year, the total number of those enrolled in public and private universities rose to 196, 931. However, despite the increase in enrolment, the transition rate from secondary level to university still remains low. Regarding gender parity, female students constituted 36.3 percent comprising of 45,193 of the total enrolled 124,563 in public universities, and 41.1 percent made up of 14,462 of the total enrolled 35,179 in private universities in 2009/10.

### **Kenya Qualifications Framework**

**1.41** There are various qualifications in the labour market, by type and level, having been obtained at different times from different education systems in Kenya. There have been

various curriculum and instruction designs including among others standard curriculum, broad-based curriculum and competency-based curriculum designs that have been pursued in education and training to yield the variety of qualifications in the labour market today. Thus, being guided by the principle of inclusivity, the KQF targets all academic and TVET qualifications obtained through completion of any curriculum design without discrimination on the basis of the route followed to achieve the awards.

**1.42** Programmes and entry grades are varied and include training of those even without academic achievement being set as an entry requirement. Qualifications obtained by candidates, mainly through the structured government trade test schemes also form a vital part of the KQF. For the purpose of the KQF, English is the language of assessment and certification of national qualifications at all levels and as such certificates issued locally or from foreign systems in a language other than English shall be accompanied by a competent translation in English.

**1.43** The scope of KQF encompasses qualifications for all core educational and training programmes at all levels and covers recognized certificates, diplomas, degrees and any award obtained under formal or alternative settings for the provision of basic education, training and higher education as the broad cycles of the national education and training system. It is understood that the Government will progressively work towards diversifying and formalizing education and training provision across non-formal and informal teaching and learning settings.

# **CHAPTER TWO: PHILOSOPHY, VISION, MISSION MANDATE AND GOALS OF EDUCATION SECTOR**

## **Introduction**

- 2.1** An appropriate education system of a country is founded on a philosophy, vision and mission, which target goals pursued through clearly stated objectives. This chapter spells out the philosophy, vision, mission, goals and policy targets of the Kenyan Education system.

## **Philosophy of Education**

- 2.2** The Department of Education is guided by the National Philosophy, which places education at the centre-stage of the country's human and economic development strategies. It focuses on the acquisition of knowledge and skills as well as provision of lifelong learning. Education in Kenya shall focus on the development of individual potential in a holistic and integrated manner, while producing individuals who are intellectually, emotionally and physically balanced. The provision of a holistic, quality education and training that promotes the cognitive, psychomotor and affective domains of learners will be a priority. As such it will instil values such as patriotism, equality, honesty, humility, mutual respect, and high moral standards.

## **Vision**

- 2.3** Education service provision aims at providing globally competitive, quality education, training and research. To achieve this, the Ministry has endorsed Vision 2030 and shall focus education and training towards achieving the goals of the Vision and the provisions of the Constitution of Kenya.
- 2.4** Kenya Vision 2030 articulates the development of a middle income country in which all citizens will have embraced entrepreneurship, be able to engage in lifelong learning, learn new things quickly, perform more non-routine tasks, be capable of more complex problem-solving, willing and able to take more decisions, understand more about what they are working on, require less supervision, assume more responsibility, and as vital tools towards these ends, have better reading, quantitative, reasoning and expository skills.

## **Mission**

- 2.5** The mission of the Government of Kenya is to create an education and training environment that equips learners with desired values, attitudes, knowledge, skills and competencies, particularly in technology, innovation and entrepreneurship, while also enabling all citizens to develop to their full capacity, live and work in dignity, enhance the quality of their lives, and make informed personal, social and political decisions as citizens of the Republic of Kenya.

## **Mandate**

- 2.6** The mandate of the Education Sector is to provide relevant and quality education that is accessible to all Kenyans in line with the Constitution of Kenya (2010) and Kenya Vision

2030. In so doing to propose strategies to make education in Kenya inclusive, competitive regionally and internationally; while at the same time addressing wastage and inefficiency; improving financial management and accountability, and providing an effective education service. The Department of Education shall provide services that promote:

- (a) Economic development; by ensuring that all learners acquire the requisite knowledge, skills and competences to make them productive citizens.
- (b) Social development; by ensuring that all learners are aware of fundamental human rights and obligations, and national values and aspirations, and have the capacity to play a full part in the nation's social and cultural development at a local and national level.
- (c) Political development; by ensuring that all learners have the capacity to play a role in the political life of Kenya at local, national and international level, while upholding the rule of law and respect for others. In addition, education will play a role in expanding democratic space and fostering political participation values.

### **Guiding Principles**

**2.7** The service will be guided by the following principles. It will:

- (i) Affirm and enhance patriotism, national unity, mutual social responsibility and the ethical and moral foundation of our society.
- (ii) Provide education that has open door and alternative systems of entry to ensure opportunities for continuous learning;
- (iii) Emphasize quality; equity, access and relevance in education services;
- (iv) Prioritize science, technology and innovation;
- (v) Focus on entrepreneurship, agricultural and industrial development;
- (vi) Identify and nurture learners' talents and gifts.

## **National Goals of Education and Training**

**2.8** The following are the national Goals of Education of Department of education:

- (i) Foster nationalism, patriotism and promote national unity.
- (ii) Promote the socio-economic, technological and industrial skills for the country's development.
- (iii) Promote individual development and self-fulfilment.
- (iv) Promote sound moral and religious values.
- (v) Promote social equality and responsibility.
- (vi) Promote respect for and development of Kenya's rich and varied cultures.
- (vii) Promote international consciousness and foster positive attitudes towards other nations.
- (viii) Promote positive attitudes towards good health and environmental protection.

**2.9** Further, to be internationally competitive and economically viable, the Republic of Kenya requires an education system that will produce citizens who are able to engage in lifelong learning, learn new things quickly, perform more non-routine tasks, capable of more complex problem-solving, take more decisions, understand more about what they are working on, require less supervision, assume more responsibility, and as vital tools to these ends, have better reading, quantitative, reasoning and expository skills.

**2.10** National and County Education Boards shall encourage the use of the two official languages Kiswahili and English both in- and out-of-school as provided for in the Constitution of Kenya (2010). The language of the catchment area (Mother Tongue) shall be used for child care, pre-primary education and in the education of Lower Primary children (0-8 years). Sign language, Braille or other appropriate means of communication shall also be used in the delivery of education to learners with special needs. It is important that whenever possible learners are not confined in their local areas for the purpose of national integration. For schools located in metropolitan areas such, Kiswahili shall be adopted as a language of the catchment area.

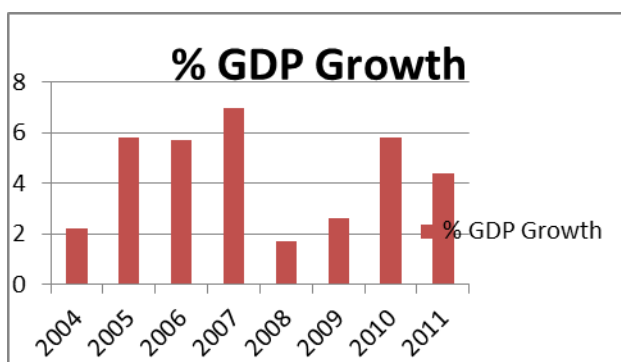
**2.11** Kenya's diversity in culture and ethnic heritage is best demonstrated by her wealth of over 42 indigenous tribes. It is through education and training that integration of Kenya's tribes can be enriched. Education has to continue to encourage non-formal curricula activities such as music, dance, games, and debating among our schools across counties. In this way, schools will be transformed into channels of cultural integration. The MoE shall ensure that local cultural traditions and the celebration thereof, form part of the life of every school.



## CHAPTER THREE: MACROECONOMIC CONTEXT

- 3.1** The development of education and training sector depends to a great extent on economic growth. Macroeconomic performance and demographic dynamics are major factors influencing the development of education and training sector of any country. Sustainable economic growth and development generally facilitates the sustainable provision of education, whereas large regional inequalities and low economic performance constrain it. Both population growth and the dynamics of the labour market impact significantly on the demand for schooling, while improved access to quality schooling and training is fundamental to human and economic development, and the elimination of poverty. The Kenya Vision 2030 recognises human resource development as a key enabler for an industrialising economy and identifies quality education and training as key to the development of the much needed skilled human Capital.
- 3.2** The Kenyan economy grew at 5.1% in 2004, 7.0% in 2007 but experienced a major decline to 1.5% in 2008 before rising sharply to 5.6% in 2010. This is as shown in figure 3. In spite of the erratic performance of the economy; the government has continued to allocate a substantial amount of its revenue (6.5% of the GDP) which translates to about 27% of the total government spending to the education sector. This has been accompanied by major reforms in this sector including the introduction of FPE and FDSE. The reforms have resulted in increased access to primary and secondary education. Equally, TVET and University sector have recorded phenomenal growth over the last 10 years.

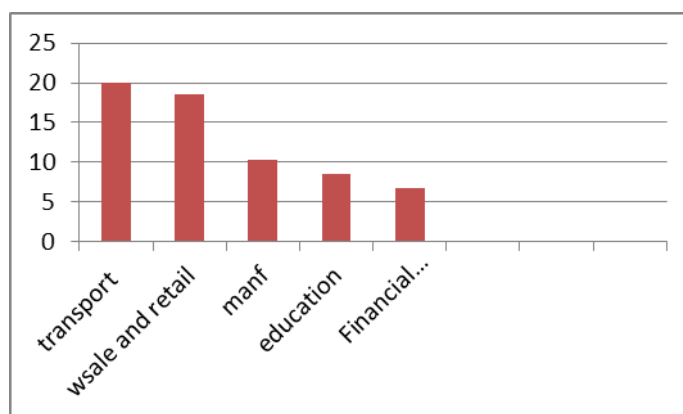
Figure 3.1: Gross Domestic Product: 2004-2011



Source: Economic surveys 2004-2011

- 3.3** The growth in the economy has been due to a number of factors. Figure 3.2 shows the main sectors contributing to GDP growth from 2007-2011. From figure 3.2, transport and communications contributed 20%, Wholesale & Retail Trade 18.5%, Manufacturing 10.3 %, education 8.5% and Financial Intermediation 6.8%. Education is one of the major sectors of the economy and continued investments in the sector would contribute more to growth of the country and effectively raising the standards of living.

Figure 3.2: Main Sectors Contributing to GDP Growth, 2007-2011



Source: Economic Survey, 2011

**3.4** The macroeconomic environment has faced a number of challenges including high inflation and the weakening shilling as well as high population growth rates. Unemployment levels are also relatively high; the working-age population (persons aged 15-64 years) in Kenya is estimated at 19.8 million persons with a labour force participation rate (the ratio of total labour force to the working-age population) of 73%. Youth (persons aged 15-24) unemployment rate (25%) is relatively high when compared with the overall unemployment rate of 12.7%. Prospects of wage employment in the formal sector are limited with about 80% of the workforce working in the informal and non-wage employment sector. Further, although the country created about 500,000 jobs during the Economic Recovery Strategy for Wealth and Employment Creation (ERSWEC) time frame (2003-2007), more than 80% of these jobs are in the informal sector. The formal (public and private sectors) accounted for about 20% of wage employment. If additional labour force has to contribute to economic development, then education and training must be geared towards relevant skills and self-employment. This calls for radical changes in education sector. Such changes would include reforms in curriculum, teacher education, training and management. This also requires additional investment in infrastructure and equipment.

**3.5** The education sector in Kenya has experienced massive expansion in enrolment and number of institutions over time. Table 3.1 shows the performance of selected indicators in education and training. The number of public and private primary schools increased from 6,058 in 1963 to 27,489 in 2010, while the number of secondary schools has increased from 151 to 7308 over the same period. Enrolment in primary education has grown from 892,000 pupils in 1963 to about 9.4 million pupils in 2010, while enrolment in secondary education has grown from around 30,000 students in 1963 to 1.8 million students in 2011. The increase has been accelerated by the introduction of Free Primary Education (FPE) and Free Day Secondary Education (FDSE) programmes in 2003 and 2008 respectively. At the TIVET level enrolments stood at 82,843 in 2010. Enrolment into the university sub sector stood at 180,978 in 2010.

Table 3.1 Selected Indicators in Education and Training

<b>Indicator</b>	<b>2010</b>	<b>2011</b>	<b>% change</b>
No. of Primary schools	27489	28567	0.039
No. of Sec schools	7268	7297	0.004
Total enrolment in Primary	9.38m	9.86m	0.051
Total enrolment in Sec	1.65m	1.77m	0.073
Gross enrol. rate boys	1.098	1.148	0.05
Gross enrol rate girls	1.099	1.151	0.052
No. of Pry school teachers	173388	174267	0.005
No. of Sec. sch. teachers	53047	56735	0.07
Pupil/teacher ratio (pub Pry)	54:1	57:1	
Student/teacher ratio pub Sec	31.1	31.1	
Enrolment in university	177618	198260	0.116
Enrolment in TVET    82,843			

Source: Economic survey, 2011

### **Pre-Primary Education**

**3.6** Access and participation at the Pre-Primary level are still low with a NER of 42% in 2009 and 50% in 2010. This means that 58% and 50% of the school-age going pupils were not in school in 2009 and 2010 respectively. Furthermore, only 60% of the counties had a NER above the national figure of 42% with the lowest values observed in North Eastern. Low access levels can be explained by the fact that pre-primary education was not mainstreamed in the education system in Kenya, in spite of being critical in laying the foundation for performance in the subsequent levels of education.

### **Primary Education**

**3.7** The national Gross Enrolment Ratio (GER) at primary level increased from 91.2% (92.7 and 89.7% for boys and girls respectively) in 1999 to 109.8% (109.8% and 109.9% for boys and girls respectively) in 2010. The NER increased from 68.8% (for boys and girls) in 1999 to

91.6% (94.1% and 89.0 % for boys and girls respectively) in 2007 to 92.5 % (94.6% and 90.5% for boys and girls respectively) in 2008 and further to 92.9% (93.6% and 92.1% for boys and girls respectively) in 2009. However, in 2010 the NER dipped slightly to 91.4% (90.6% and 92.3% for boys and girls respectively). Despite this impressive performance, there still exists gender and regional disparities in access and participation in primary education level.

**3.8** Within the context of Education for All (EFA) and the Millennium Development Goals (MDGs), it is the Government's policy to enhance gender equity. The gender disparity in enrolment has been improving steadily and the disparity is relatively small with a gender parity index of 0.94 constant between the years 2007 and 2008 and growing to 0.98 in 2009 at primary level. Special consideration will have to be given to the marginalised/vulnerable learners in ASALs, hard-to-reach areas and urban slums.

**3.9** Analysis at the regional level shows unsatisfactory primary school enrolment levels in most ASAL counties. Garissa and Turkana have especially low NERs of 34% and 25% respectively against a national average of 92.9%. In general, the primary school NER for boys was higher to that of girls in most Counties except in some Counties in Central and Eastern Regions. The number of primary school teachers increased from 170,059 to 171,301 in 2009 and 184,873 in 2010, allowing for a PTR of 41:1, although within this there are regional disparities.

**3.10** The Textbook-Pupil Ratio (TPR) for lower primary has improved from one textbook for more than 10 pupils before 2003 to 1:3 by 2007, reaching 1:2 in 2008 and 2009. For upper primary TPR has improved from 1:2 in 2007 to almost 1:1 in 2008 and 2009 for the majority of schools. However, these have weakened sharply since 2009, and small schools with low enrolment do not benefit from economies of scale, and have ratios far higher than the national average.

**3.11** Completion Rates are presently at 76.8% (79.2% boys and 74.4% girls) in 2010, although having declined from the previous year, 83.2% (88.3% and 78.2 % for boys and girls respectively) in 2009. Transition rates from primary to secondary increased marginally from 59.6 % (56.5 % for male and 63.2 % for female) in 2007 to 64.1 % (61.3 % for male and 67.3 % for female) in 2008, further increasing to 66.9 % (64.1 % for male and 69.1 % for female) in 2009 and to 72% in 2010.

## **Secondary Education**

**3.12** The importance of secondary education globally has grown considerably especially in developing countries with the success of Universal Primary Education (UPE). Expansion of secondary education in Kenya has resulted from support for basic education over the past decade by government, development partners, and private providers. A review of secondary education development in Kenya indicates that the number of secondary schools increased from 2,678 in 1990 to 3,999 (11.3% private) enrolling 870,000 students in 2003, and 4,215 (13% private) schools enrolling 1.03 million students (10% in private schools) in 2006 and 1.77 million in 2011 (8% private).

**3.13** The number of schools (public and private) further increased from a total of 6,566 secondary schools in 2008 to 7,308 in 2010 against 27,489 primary schools in 2010, having increased from 26,206 in 2008. Enrolment grew from 1.18 million students in 2007 (639,393 boys and 540,874 girls) to 1,328,964 (735,680 boys and 593,284 girls) students in 2008 and further to 1,701,501 (914,971 boys and 786,530 girls) students in 2010. The GER for secondary increased from 27.3 % (28.8% for boys and 25.7% for girls) in 1999 to 47.8 % (50.9 for boys and 46.3 for girls) in 2010. The NER recorded an increase from 28.9 % (29.8 % for male and 27.9 % for female) in 2008 to 32 % (34.5% for boys and 29.6% for girls) in 2010 having progressively improved from 13.7% (13.5 for male and 13.9 for female) in 1999. The gender disparity index as at 2009 stood at 0.96% up from 0.75 in 1990. Data shows that Counties in Central and North Eastern regions had the highest and lowest NERs, respectively. A low NER of 3.5% for secondary education was recorded in Turkana County and a high of 50% in Kiambu County against the national average of 24.2%.

### **Special Needs Education**

**3.14** According to the school mapping data set of 2008, there are 3,464 special needs institutions (38.2% ECDE, 3.4% APBE, 54.1% primary and 4.3% secondary) in the country with 2,713 integrated institutions and 751 special schools. Eastern province recorded the most number of Special Needs Education (SNE) units with 734, while North Eastern had the lowest with 56. Among these, there were 10 public secondary schools for learners with hearing impairments, 3 for learners with physical handicaps, and 4 for learners with visual impairments, making a total of 17 secondary schools for learners with disabilities throughout Kenya. These figures show that access and participation of children with special needs is relatively low across the country. Generally, access and participation of pupils with special needs is low and their needs are not being specifically addressed, especially children with behavioural difficulties and those with various forms of learning difficulties and attention deficit, gifted and talented. The emphasis on academic performance and examinations creates an unfavourable learning environment for children with special needs and disabilities and even moderate learning difficulties. This poses a challenge to the integration and inclusion of children with such disabilities in regular schools. The absence of reliable data on children with special needs across all levels of education and inadequate funding constrains effective special education service delivery and planning.

### **Alternative Provision to Basic Education**

**3.15** Alternative provision to Basic Education (APBE) formerly referred to as Non Formal Education play a critical role in increasing access to basic education especially in informal settlements and marginalized areas. These regions have low participation rates in formal primary education schools. In most instances APBE centres and schools follow a formal curriculum, although greater flexibility exists with regard to standards of learning facilities and the wearing of uniforms. In 2010, there were 392 registered APBE Institutions in the country with the majority in the Nairobi region.

## **Adult and Continuing Education**

- 3.16** The provision of Adult and Continuing Education (ACE) throughout Kenya has been constrained because the department of adult education has been located in various ministries since 1966, and has not been adequately funded. Meeting the goal of adult education requires structural and curriculum reform to raise levels of literacy and fit it to the aspirations of the Constitution of Kenya (2010) and the Kenya Vision 2030.
- 3.17** The Kenya National Adult Literacy Survey (KNALS, 2007), revealed that only 61.5% of the adult population has attained minimum literacy level, leaving 38.5% (7.8 million) adults illiterate. It also revealed that only 29.6% of the Kenyan adult population has attained desired literacy competences. About 29.9% of the youth aged 15 to 19 years and 49% of adults aged 45 to 49 years are illiterate. The survey further revealed high regional and gender disparities in literacy achievement, with Nairobi recording a high of 87.1% and North Eastern province recording the lowest at 8%. The Medium-Term Plan for Kenya Vision 2030 recognizes the need to have literate citizens and sets the target of increasing the adult literacy rate from the current 61.5% to 80% by 2012 and hence the need for expanding provision of adult education across counties and also make it more relevant to the needs of learners.

## **Technical Industrial Vocational and Entrepreneurship Training**

- 3.18** The TIVET level enrolments have grown from 71,167 (36,541 male and 34,626 female) in 2006 to 82,843 (43,070 male and 39,773 female) in 2010. In line with the government policy of upgrading existing middle level institutions, two national polytechnics (Kenya Polytechnic and Mombasa Polytechnic) were upgraded into university colleges in 2008. There are 2 national polytechnics, namely Eldoret and Kisumu. In addition, there were 25 technical training institutes and 14 institutes of technology as well as 817 youth polytechnics and one TIVET teacher training college. In addition, the registered private TVET institutions are 706. The TIVET sub-sector has been under resourced and requires considerable investment to improve infrastructure and equipment, including ICT.

## **Teacher Education**

- 3.19** Teacher Education and Development has evolved over the years with specific institutions offering teacher education programs at certificate, diploma and degree levels. There are 22 Public Primary Teacher Training Colleges and 97 private primary Teachers Training Colleges producing an average of 11,500 P1 teachers yearly within a two year program. The Diploma public Teacher Training Colleges trains 1,340 per year within a three year Teacher Education program. The Early Childhood Development and Education teachers are trained mainly through an in service programs at certificates and diploma levels. Most training is conducted in education institutions during school holidays.
- 3.20** On an annual basis, 10,000 teachers are trained at certificate level while 12,000 are trained at diploma level, both courses take two years and the only difference is the entry qualification of the trainees. There exist pathways for vertical progression. Kenya Institute of Special Education (KISE) trains 240 certificate and 1800 diploma teachers in SNE annually. Similarly universities offer teacher training at ECDE and SNE at various levels. Universities,

both public and private offer education degree programs in various disciplines through various modes such as distance education, school based and regular programmes producing graduate teachers in Science and Art. Despite the fact that the services of these teachers are required, the specialized teacher management Agency, TSC is not able to absorb all trained teachers due to budgetary constraints and skills mismatch.

### **University Education**

**3.21** Growth has also been witnessed in the university sub-sector. Enrolment has grown from 112,229 (68,345 male and 43,884 female) in 2006 to 180,978 (111,050 male and 69,928 female) in 2010. In 2012, there were a total of 33 universities (7 public and 26 private) and 24 university constituent colleges. These higher education institutions are unevenly distributed across the country, with Nairobi province having the highest number of public and private universities, while Northern Kenya has the least. The shortage of places to meet growing numbers of students exiting secondary education, and inadequate funding of higher education are key issues facing the sub-sector. In 2010, the transition from secondary to university education still remained low at 6.5%.

### **Private Sector Provision of Education**

**3.22** A feature of the past 10 years has been the increasing levels of private provision of education across all levels. In 2008, there were 924,192 primary school children representing 10.8% of total primary education enrolled in private schools while 171,097 secondary school children representing 12.31% of total enrolment were in private secondary schools. However, growth in numbers of private secondary schools has been restricted largely by the high cost of establishing such facilities as science and computer laboratories, the lack of access to adequate land and financing and more generally through the limited incentives for potential entrepreneurs. The Government acknowledges the need to create incentives to encourage private sector investment in education. Sessional Paper No 1 of 2005, on a policy framework for education training and research and this Policy framework gives guidelines, including the need to address issues related to land, taxation and incentives.

### **Role of Education and Training in the Realization of Vision 2030**

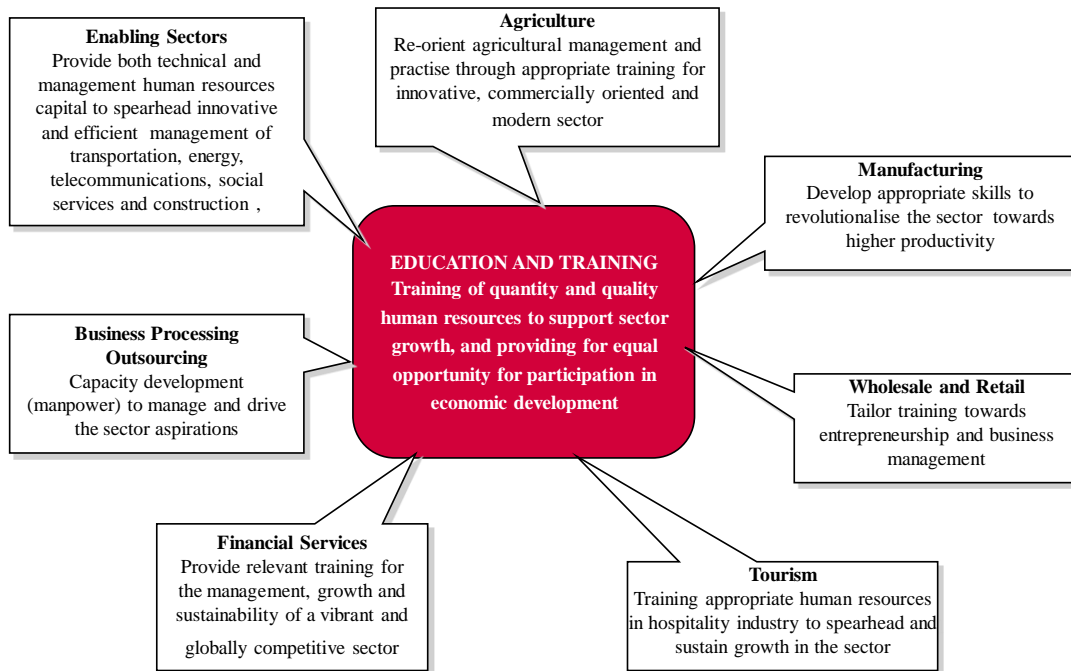
**3.23** The main issues facing the education sector have been challenges of access, equity, quality, relevance and efficiency in the management of educational resources. In addition, there is limited capacity to cater for the growing demand for access to university and TVET education; mismatch between skills acquired by graduates and the demands of industry; rigid admission criteria that restricts credit transfers between universities, and graduates from other post-secondary institutions; and gender and regional disparities. The Government has embarked on a series of reforms to address these challenges and meet the demands of the Kenya Vision 2030.

**3.24** It is important to implement sustainable micro and macro-economic policies that aim at elimination of poverty, stimulate growth of the economy and ensure resource redistribution.

High-performance enterprises that demand high skilled labour while creating quality employment opportunities to absorb graduates from formal and technical education and training programmes are essential. It is necessary to create a sustained economic growth trend devoid of political and economic shocks that promote industrialization and sustained development. There is need to also create a conducive environment for high technology adaptation and innovation; and address education objectives on improving access, participation and progression while eliminating inequalities; ensuring relevance and efficiency and effectiveness in education service delivery.

**3.25** The vision for the education and training sector is to provide a globally competitive quality education, training and research for sustainable development. Therefore, education and training will play a key role in the attainment of Vision 2030. Apart from reducing illiteracy, the sector trains and provides human resources; an ingredient in the economic, social and political development of any society. Under the Vision 2030, education and training will provide required knowledge, skills and attitudes necessary to drive the initiatives set in the pillars. On the economic pillar, education and training will play a fundamental role in the training of adequate and highly skilled human capital to support the sector growth. The linkage between the education and training sector and the economic pillar target sectors is as shown in Figure 3.2.

Figure 3.2: Linkage Between Education and Training to the Vision 2030 Economic Pillar

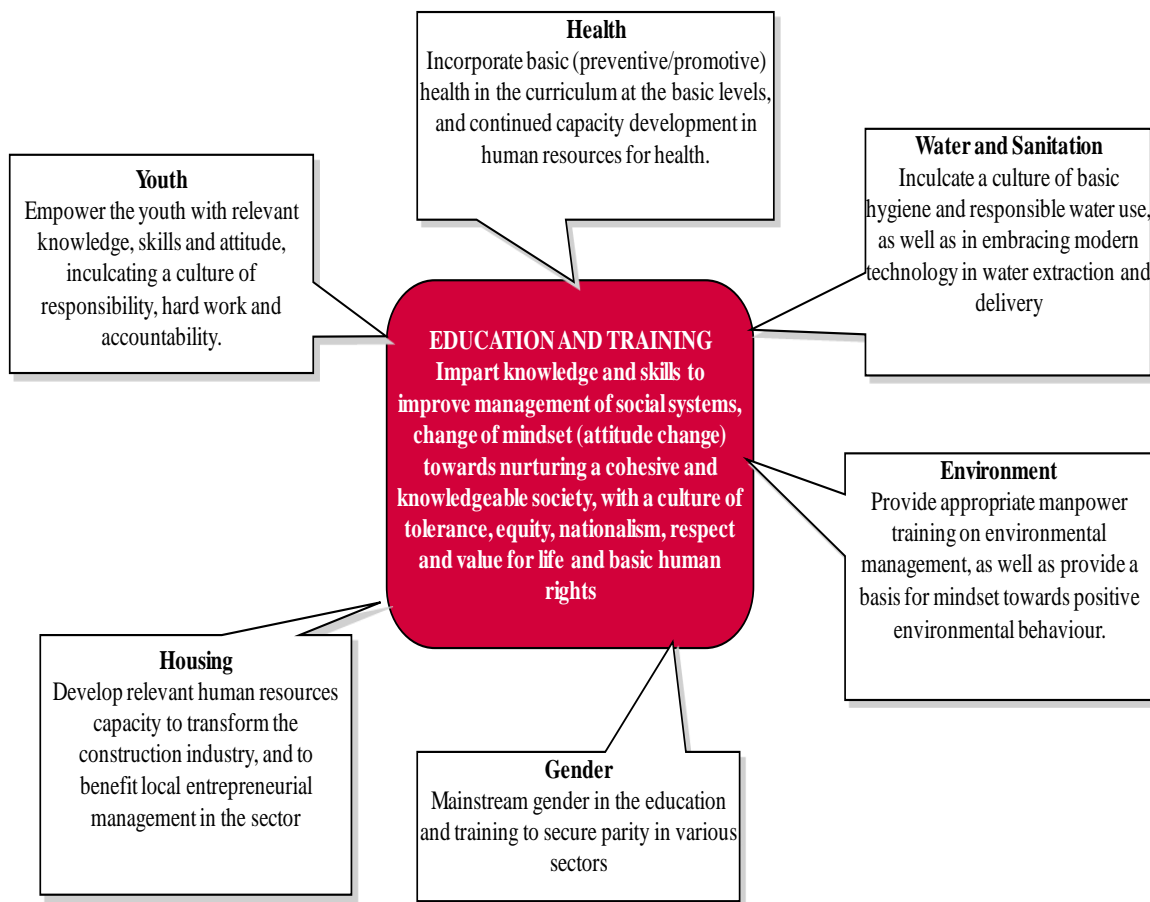


Source: Vision 2030 – The National Economic and Social Council of Kenya



**3.26** In order to achieve Vision 2030, an underlying challenge is the attitudinal mind-set change needed to create and sustain a responsible and a cohesive society. As the country recasts and develops the various social systems, education and training will be challenged to impart knowledge and skills to improve management of social systems, change of mind-set (attitude change) towards nurturing a cohesive and knowledgeable society, with a culture of national values and value for life and basic human rights. At the same time, this society will embrace Science, Technology and Innovation (ST&I), conserve, sustain and exploit our environment for sustainable development and above all, a society that exploits opportunities and takes responsibility. Figures 3.3 and 3.4 show the direct requirements on education and training sector in spearheading growth and development of the social and political pillars.

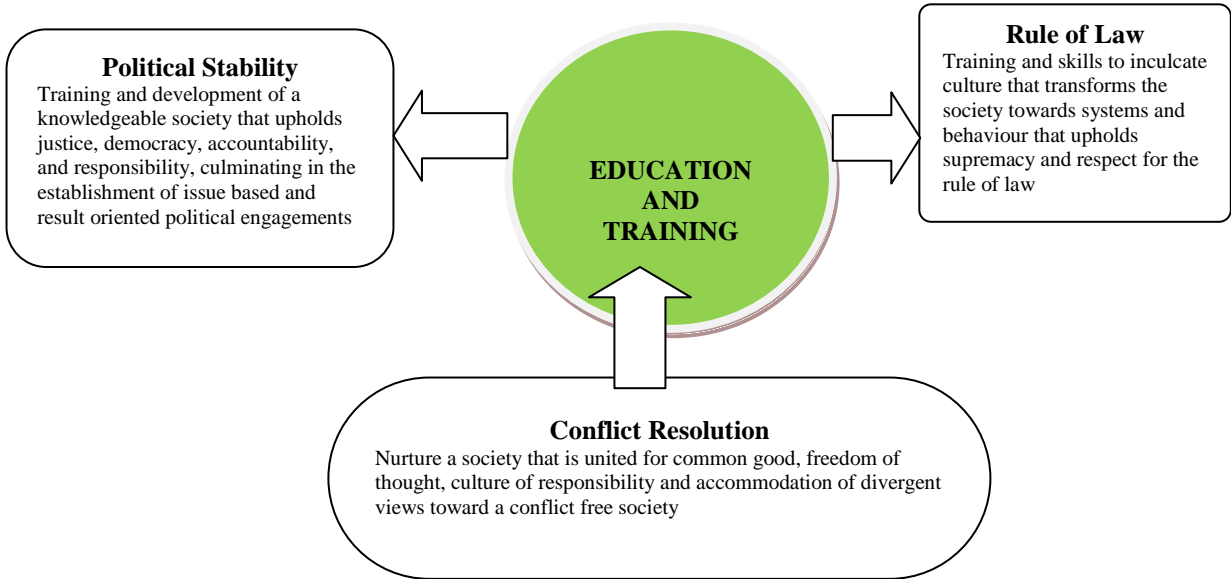
Figure 3.3: Linkage between Education and Training and Social Pillar



Source: Vision 2030 – The National Economic and Social Council of Kenya

**3.27** The realization of Vision 2030 will be achieved through the provision of an all-inclusive quality education that is accessible and relevant because quality education and training contributes to economic growth and creates employment opportunities. Therefore, in-order to achieve the desired economic growth, social development and political maturity, high priority will be placed on development of human capital through education and training by promoting and sustaining basic and higher education, technical and vocational training with an emphasis on ST&I.

Figure 3.4: Linkage between Education and Training and Political Pillar



## **SECTION TWO: BASIC EDUCATION AND TRAINING**

### **CHAPTER FOUR: ENHANCING ACCESS, EQUITY, QUALITY AND RELEVANCE**

#### **Introduction**

**4.1** Basic education refers to the whole range of educational activities taking place in formal, non-formal and informal settings. It comprises pre-primary, primary and secondary levels. According to the Bill of Rights, basic education is a fundamental human right and it is free and compulsory. This implies that citizens can hold the state accountable for ensuring that every child below the age of 18 years has access to quality basic education. This section also discusses Adult and Continuing Education (ACE), Special Needs Education (SNE), Alternative Provision of Basic Education (APBE), Expanding Education Opportunities in ASAL and Teacher Education, Development and Management.

#### **Vision**

**4.2** Provision of quality basic education and training for all.

#### **Mission**

**4.3** Provide, promote and coordinate accessible quality lifelong education and training for Kenya's sustainable development, responsible citizenry and determine the future of the nation.

#### **Guiding principles**

**4.4** The principles of basic education are

- a) All children, youth and adults have a right to education.
- b) Responsive education service delivery efforts are made to support learners with special needs including those in marginalised and most vulnerable.
- c) In collaboration with stakeholders, meet the basic needs of food, clothing, shelter, health and psycho-socio wellbeing for vulnerable learners to effectively participate in education process.
- d) Provide alternative education to augment existing efforts in providing formal education to those currently excluded.
- e) All learners to have access to a safe, friendly and protective learning environment.
- f) The education provided to all children shall be free and compulsory.
- g) The education provided shall be relevant and of quality in order to enhance abilities for productive gain and sustainable livelihoods.

- h) Recognition of education as a basic human right and the Kenya government commitment to EFA, MDGs and vision 2030.
- i) Major focus is “service delivery” of good quality education which is sensible to the needs of mobile, SNE and other vulnerable learners and their families.
- j) Equitable access to services that meet the needs of individual learners with special needs and disabilities within diverse learning environments.
- k) Learner-centred curriculum and responsive learning systems and materials.

### **Goals of Basic Education**

**4.5** The goals of basic education are;

- (i) Ensure provision of free and compulsory basic education to all children of school going age;
- (ii) Ensure access, equity and quality across all levels of Basic Education by 2020;
- (iii) Eliminate gender and regional disparities in Basic Education by 2017;
- (iv) Improve the quality of education and training so that Kenya’s measurable learning outcomes in literacy, numeracy, scientific and communication skills are in the upper quartile on recognised international standardized tests by 2017;
- (v) Equip schools to ensure that all pre-primary, primary and secondary schools meet minimum quality standards of teaching and learning by 2017;
- (vi) Revise teachers’ conditions of service, institute performance contracts for all teachers by 2013;
- (vii) Strengthen school inspection to ensure quality education service delivery at the classroom and school level;
- (viii) Review and develop guidelines for the establishment, registration and operation of pre-primary education centres including specifications on physical facilities, equipment, materials, and qualifications of personnel required to operate them by 2015;
- (ix) Require all Primary Schools to have a functioning pre-primary section, with admission not subjected to entry interviews or examinations by 2015;
- (x) Create the conditions necessary to ensure that effective teaching of science, technology and ICT takes place in all schools by 2015;
- (xi) Ensure that the design, implementation, assessment of the system of education is aligned to the Constitution of Kenya (2010) and the national development goals, including the Kenya Vision 2030;
- (xii) Ensure that KIE review the teacher-training curriculum by September 2014;
- (xiii) Ensure that KIE review Basic Education Curriculum by December 2014;

- (xiv) In partnership with TSC, orient teachers to the new curriculum by 2014 and implement a continuing teacher professional development programme;
- (xv) Strengthen the provision and resourcing of co-curricular activities;
- (xvi) Strengthen the quality management capacities amongst education managers and other personnel involved in education at all levels including BOM by December 2013 and
- (xvii) Develop a national education qualification framework by 2014.

#### **4.6 Objectives of Pre-primary education**

The objectives of pre-primary education are to:

- (i) Provide education geared towards development of the child's mental and physical capabilities.
- (ii) Enable the child enjoy living and learning through play.
- (iii) Develop the child's self-awareness, self-esteem and self-confidence.
- (iv) Enable the child develop understanding and appreciation of his/her culture and environment.
- (v) Foster the child's exploratory skills, creativity, self-expression and discovery.
- (vi) Identify the child with special needs and align him/her with existing services.
- (vii) Enable the child build good habits and acquire acceptable values and behaviour for effective living as an individual and member of society.
- (viii) Foster the spiritual and moral growth of the child.
- (ix) Improve the status of the child's health, care and nutritional needs, and link him/her with health promotion services.
- (x) Enrich the child's experience to enable him/her cope better with primary school life.
- (xi) Develop the child's aesthetic and artistic skills.

#### **4.7 Objectives of Primary Education**

The objectives of primary education are to:

- (i) Acquire literacy, numeracy, creativity and communication skills;
- (ii) Enjoy learning and develop desire to continue learning;
- (iii) Develop ability for critical thinking and logical judgement;
- (iv) Appreciate and respect the dignity of work;
- (v) Prepare pupils for global citizenship;
- (vi) Develop desirable social standards, morals and religious values;
- (vii) Develop into self-disciplined, physically fit and healthy person;
- (viii) Develop aesthetic values and appreciate own and other people's cultures;

- (ix) Develop awareness and appreciation of the environment;
- (x) Develop awareness of and appreciation for other nations and international community;
- (xi) Instil respect for self and others, love for own country and the need for harmonious co-existence;
- (xii) Identify and develop talent;
- (xiii) Promote social responsibility and make proper use of leisure time
- (xiv) Develop awareness and appreciation of the role of technology in national development.

#### **4.8 Objectives of Secondary Education**

The objectives of secondary education are to:

- (i) Acquire necessary knowledge, skills and attitudes for the development of the self and the nation.
- (ii) Promote love for and loyalty to the nation.
- (iii) Promote harmonious co-existence among the peoples of Kenya.
- (iv) Develop mentally, socially, morally, physically and spiritually
- (v) Enhance understanding and respect for own and other people's cultures and their place in contemporary society.
- (vi) Prepare students for global citizenship;
- (vii) Enhance understanding and appreciation of inter-relationships among nations.
- (viii) Promote positive environmental and health practices.
- (ix) Build a firm foundation for further education and training.
- (x) Develop ability for enquiry, critical thinking and rational judgement.
- (xi) Develop into a responsible and socially well-adjusted person.
- (xii) Promote acceptance of and respect for all persons.
- (xiii) Enhance enjoyment in learning.
- (xiv) Identify individual talents and develop them.
- (xv) Build a foundation for technological and industrial development.
- (xvi) Develop into self-disciplined individual who appreciates work and manages time properly.

#### **4.9 Objectives of Adult and Continuing Education**

The objectives of Adult and Continuing Education are to:

- (i) Eradicate illiteracy among youth and adults;
- (ii) Prepare learners for global citizenship;
- (iii) Sustain and promote multiple literacy through post-literacy and continuing education programmes;
- (iv) Provide education to out-of-school youth and adults through alternative approaches;
- (v) Promote acquisition of relevant knowledge, skills and attitudes among adults in order to facilitate adaptation to new technologies and production skills;
- (vi) Promote self-confidence, values and positive behaviour;
- (vii) Expand access, increase participation and retention in adult and continuing education and life-long learning and;
- (viii) Train local manpower for rural development through participatory, integrated development approach using multi-purpose development training institutes.

#### **4.10 Objectives of Special Needs Education**

The objectives of special needs education are to:

- (i) Increase access to education for children with special needs education /disabilities;
- (ii) Enhance retention;
- (iii) Improve quality and relevance of education;
- (iv) Strengthen early identification, intervention, assessment, referral placement and follow up services and ;
- (v) Ensure equal opportunities and gender parity in the provision of education to children with special needs education.

#### **4.11 Objectives of alternative provision of basic education**

The objectives of alternative provision of basic education are to:

- (i) Acquire literacy, numeracy, creativity, manipulative and communication skills;
- (ii) Develop appreciation of inter-dependence and ability to utilize senses for self-reliance;
- (iii) Develop into self-disciplined, physically fit and healthy person;
- (iv) Develop ability for critical thinking and logical judgement;
- (v) Acquire diversity of meaningful and enjoyable experiences to motivate the learner to continue learning;
- (vi) Appreciate and respect the dignity of work and facilitate self-employment;

- (vii) Acquire suitable foundation for the world of work in the context of economic and human resource needs of the nation;
- (viii) Develop awareness and appreciation of the role of technology in national development;
- (ix) Develop a desirable and adoptive attitude to life, based on social, moral and spiritual values;
- (x) Develop skills on environmental protection and sustainable use for individual, national and international development.
- (xi) Foster patriotism and develop awareness and appreciation for other nations and international community;
- (xii) Prepare learners for global citizenship;
- (xiii) Appreciate own and other people's cultural heritage;
- (xiv) Develop aesthetic values;
- (xv) Use leisure time responsibly and;
- (xvi) Develop individual talents and abilities.

#### **4.12 Objectives of primary teacher education**

The following are the objectives of primary teacher education:

- (i) To develop the basic theoretical and practical knowledge about the teaching profession, so that the teacher's attitude and abilities can be turned towards professional commitment and competence.
- (ii) To develop in the teacher the ability to communicate effectively.
- (iii) Bearing in mind the child as the centre of learning, teacher education will prepare a teacher who can:
  - a) Provide suitable learning opportunities.
  - b) Develop the child's communicative skills
  - c) Develop the individual child's potential abilities to their maximum through a variety of creative learning experiences.
  - d) Develop the child's sense of citizenship.
  - e) Develop the child's ability in critical and imaginative thinking in problem solving and self-expression.
  - f) Develop positive attitude to the moral and religious values of his /her community.
- (iv) To create a national consciousness for educational excellence in every teacher
- (v) To provide opportunities to develop special interests, skills and initiative on the part of the teacher.
- (vi) To develop the ability to adapt to change or new situation.
- (vii) To develop an awareness, appreciation and ability to utilize innovation. in the field of education
- (viii) To develop an awareness of principles that underline good human relationship and use of these principles in dealing with the children and community



- (ix) To promote national unity, national development and social equality.
- (x) To foster in the teacher an appreciation and respect for Kenya's rich and varied cultural heritage.

#### **Status of access, equity, quality and relevance in basic education**

**4.13** According to the Constitution, there will be adequate participation and representation of minorities and marginalised groups in all spheres of life. This marks a distinct shift to a Rights Based agenda from the hitherto supply side policy and, as such, has fundamental importance to the way in which education services are provided and to the structure of the education system. The Government recognizes that education and training of all Kenyans is fundamental to the success of the *Kenya Vision 2030*.

**4.14** In order to realize the national development goals, relevant and quality education and training is required to meet the human development needs of a rapidly changing and a more diverse economy. Despite the progress made over the last decade in education, the sector continues to face major challenges especially in enhancing access, retention, quality completion rates and gender parity in marginalized regions and pockets of poverty in rural and urban areas.

#### **Pre-primary**

**4.15** The provision of Pre-Primary Education (Early Childhood Care and Education) involves households, community and Government efforts in the holistic development of children in the 0-5 year old age range. Access, equity and quality of education services in this sub-sector, are constrained by various factors which include: insufficient number of trained teachers and care givers, inadequate number of pre-primary and day care centres, limited availability of teaching and learning and play materials, limited community participation, low morale of teaching staff due to poor remuneration, poor enforcement of standards of pre-primary institutions, inadequate nutrition and health support services. It is important to note that the government has been providing community support grants to support instructional materials, infrastructure development and top up salaries for teachers in selected public Pre-Primary schools. However, these grants have not been adequate.

**4.16** To address these challenges, the Government will adopt the following policies:

- (i) Provide free and compulsory Pre-Primary Education for all 4 to 5 year olds in Kenya,
- (ii) Provide health and nutritional support for 0-5 year olds attending day care centres and schools.

**4.17** To implement the above policies, the Government will employ the following strategies:

- (i) Review and implement the National ECD policy framework and National Service standard guidelines, strategic development and implementation plan;

- (ii) Review quality standards and develop a Pre-Primary performance framework;
- (iii) Ensure that all primary schools have a functional Pre-Primary unit;
- (iv) Create funding modalities for Pre-Primary to include start-up grants, capitation grants, instructional materials, school meals (feeding), maintenance and the development of infrastructure;
- (v) Mobilise resources and engage stakeholders;
- (v) Develop a mechanism for early detection of children with special needs including the gifted and talented;
- (vi) Develop and implement appropriate Pre-Primary programmes for all children with special needs, including the vulnerable and disadvantaged groups;
- (xi) Develop modalities to ensure synergies are created between Counties and service providers under delegated authority for Pre-Primary Education;
- (xii) Encourage service providers to synergise delivery models and techniques;
- (xiii) Establish strategic partnerships with service providers to ensure provision of adequate health and nutrition support services for children between ages 0-5 years;
- (xiv) Enforce article 53 of the constitution act and ensure free and compulsory basic education for all children;
- (xv) Require the efficient utilisation of all learning and teaching resources, especially as regards teacher deployment, management and development, and the introduction of Continuous Professional Development (CPD) for teachers.
- (xvi) Monitor and ensure automatic transition from Pre-Primary to primary education across the country;
  - (xvii) Establish clear quality criteria for registration of public and private Pre-Primary Centres and;
  - (xviii) Create awareness of the importance of Pre-Primary education in the society.
  - (xix) Enhance community support grants to support pre-primary teachers remuneration in the transition period

## **Primary Education**

**4.18** Kenya is a signatory to the Jomtien Agreement (1990) and Dakar Framework for Action (2000) with a commitment to achieve the EFA and Millennium Development Goals (MDGs) by 2015 respectively. The Government's commitment to provide formal education is best evidenced by the considerable investments made in education. The Government has already adopted the principle of Child-Friendly Schools and ensures that schools do not discriminate any child based on gender, ethnicity, social class or level of ability; ensures equality of learning for all children. It further accepts that schools will respect diversity.

**4.19** In 2003, the Government introduced Free Primary Education which has enhanced access to education for both boys and girls. However, acquisition of learning outcomes in literacy, numeracy and essential life skills are still low. The primary sub-sector has continued to experience many challenges which include: high pupil-teacher ratio, overcrowded classrooms, occasional teacher and pupil absenteeism, high drop-out rates, high repetition rates, increased number of orphans due to diseases such as HIV and AIDS, inadequate infrastructure, weak governance and financial management, inequitable deployment and

weak management of teachers, and gender and regional disparities. The most pronounced disparities exist in arid, semi-arid areas and pockets of poverty in rural and urban areas.

**4.20** It is notable that in some schools, parents have employed untrained teachers to ameliorate the shortage of teachers negatively affecting the quality of teaching and learning. There are other challenges in providing an education which takes account of spiritual, social, security, moral and cultural practices that impede access, equity and relevance.

**4.21** To address these challenges, the Government will adopt the following policies:

- (i) Provide free and compulsory primary education.
- (ii) Implement automatic transition and transfer between grades and across levels of basic education.

**4.22** To implement these policies, the Government will employ the following strategies:

- (i) Require all primary schools to be Child-Friendly;
- (ii) Accelerate the employment of teachers to meet the acceptable teacher-pupil ratio;
- (iii) Address the issue of pupil and teacher absenteeism and lateness;
- (iv) Adopt a holistic approach to ensure the provision of water and sanitation in schools, immunization and regular de-worming of all school going children including at school level, feeding and registration of births at school level;
- (v) Require the efficient utilisation of all learning and teaching resources;
- (vi) Ensure equitable deployment of teachers and introduce Continuous Professional Development (CPD);
- (vii) Review and implement Minimum Quality Standards (MQS);
- (viii) Review and implement the policy of inclusive education for pupils with special needs;
- (ix) Develop a framework for opening of new schools and the expansion of the existing ones to be in tandem with the budgetary provision for teachers and infrastructure.
- (x) Review, adopt and implement:
  - a. The Policy Framework for Nomadic Education in Kenya of 2010
  - b. The National Adult and Continuing Education Policy of 2010.
  - c. The National Special Needs Education Policy Framework of 2009.
  - d. The policy for Alternative Provision of Basic Education and Training (APBET) of 2009.
  - e. The School Health and Nutrition Policy of 2011.
  - f. The Gender Policy in Education of 2007.
  - g. The Education Sector Policy on HIV and AIDs of 2004.
  - h. National ICT Strategy for Education and Training 2006
  - i. Teacher Proficiency Course (TPC) policy

- (xi) Enforce the Children Act of 2001, Cap 586 and Sexual offences Act of 2006 and sensitise communities on the same;
- (xii) Require schools and communities to identify excluded children and to ensure their enrolment.
- (xiii) Ensure the implementation of an all-inclusive education policy by removing all barriers to disadvantaged, hard-to-reach and vulnerable groups;
- (xiv) Expand the school meals (feeding) programme, and encourage communities to provide the midday meal in marginalised, hard-to-reach and vulnerable groups;
- (xv) Expand, equip and strengthen mobile schools and low cost boarding primary schools where day schools are inappropriate, to improve access and retention in Arid and Semi-Arid Lands (ASALs), marginalised, hard-to-reach and vulnerable groups.
- (xvi) Embrace alternative modes of curriculum delivery where appropriate
- (xvii) Integrate the *Madrassa/Duksi* system into the formal education system in predominantly Muslim areas to improve access and retention.
- (xviii) Sensitize parents on the need to enrol and retain all children in schools and make school environment gender sensitive.
- (xix) Ensure gender parity in education;
- (xx) Conduct a needs assessment to provide data for implementing alternative modes of delivering education, including home schooling;
- (xxi) Establish the National Council for Nomadic Education in Kenya (NACONEK);
- (xxii) Provide adequate housing for teaching staff in the marginalised and hard to reach areas;
- (xxiii) Sensitize parents, stakeholders and communities to discourage socio-cultural practices that prohibit effective participation of girls and boys in primary school education and enforce legislation against the violation of the Children's Rights;
- (xxiv) Develop and implement a strategy for identification and development of the gifted and talented;
- (xxv) Develop the capacity and effectiveness of teachers, education administrators, education managers and other stakeholders;
- (xxvi) Institutionalize result based performance management for all teachers including the introduction of performance contracts;
- (xxvii) Revise the curriculum to make it competency based and integrate ICT in the education system;
- (xxviii) Strengthen affirmative action to address the needs of the marginalized, gender, minorities, special needs and those in difficult circumstances;
- (xxix) Mobilise adequate resources for the construction and rehabilitation of schools and provide equipment to needy areas, especially in ASALs and urban slums to attain equity;
- (xxx) Develop linkages between basic education and TVET sector through enhancement of aspects of technical and vocational education and
- (xxxi) Enforce Article 53 of the constitution to ensure free and compulsory basic education for all children.

## **Secondary Education**

- 4.23** The Government is already implementing measures to improve access and quality in secondary education through the implementation of Free Day Secondary Education (FDSE). This has led to increased enrolment from 1.03 million students in 2006 to over 1.9 million students by 2012, with an increase in the transition rate from 60% in 2006 to over 74% in 2012. In addition to these measures, the MoE, through Kenya Education Management Institute (KEMI), continues to strengthen the capacities of secondary school managers. Under targeted programmes, the Government is constructing/rehabilitating schools and improving the provision of teaching and learning materials. There are only 17 public secondary schools that integrate special needs education within their formal programmes that are inadequate.
- 4.24** Expanding provision for all in the secondary education sub-sector is a major challenge because of limited facilities. In addition, opportunity and other costs, the imposition of levies and other fees by schools, the perceived lack of relevance of the curriculum and the mismatch between what is taught and the needs of the world of work. This situation does not motivate parents to keep their children in school and students to remain in school. An unfriendly environment in some schools, teacher absenteeism and lateness, especially in rural areas, poverty at the household level, negative effects of the HIV and AIDS pandemic and rising repetition rates, all drive learners away from secondary schooling.
- 4.25** An inequitable distribution of teachers, teaching and learning resources exists between National, Provincial and District categories of secondary schools, with National schools receiving the highest priority, followed by provincial schools. As a result, the trend in performance in national examinations in National and Provincial Schools is better than district schools. The Government is progressively addressing the issue of equitable utilization of teachers across all education institutions. In addition, the government is currently upgrading top performing provincial schools to national status in all the 47 counties to increase equity and access to quality education and promote national integration.
- 4.26** Youth in Arid and Semi-Arid lands, marginalised, and hard to reach areas and informal settlements are further disadvantaged by the limited number of schools and school places available, the costs thereof, and the perceived inappropriateness of the curriculum. Regional disparities present a major challenge in making quality secondary education affordable in all parts of the country.
- 4.27** The MoE also acknowledges the need to reform the secondary school curriculum with the emphasis shifting from knowledge reproduction to knowledge production and, to make ICT central to it. Learners exiting secondary schools have limited skills and abilities to join the world of work, trade or to join middle and tertiary level.
- 4.28** In order to address these challenges, the Government will adopt the following policy:  
Provide free and compulsory secondary education to all children.
- 4.29** To implement the policy, the Government will employ the following strategies:

- (i) Re-categorise schools and ensure they meet minimum standards;
- (ii) Develop effective monitoring and accountability mechanisms to enhance spending effectiveness;
- (iii) Ensure establishment of a minimum of 3 streams in each secondary school;
- (iv) Align the establishment of secondary schools with budgetary allocations for teacher requirement and infrastructure.
- (v) Regularly review staffing norms to enhance appropriate teacher development and utilization of teachers;
- (vi) Strengthen affirmative action to address the needs of the marginalized, gender, minorities, special needs and those in difficult circumstances;
- (vii) Revise the curriculum to make it competency based and integrate ICT in the education system;
- (viii) Through County Education Boards, regularly review and rationalise fees and levies in secondary schools in order to reduce the cost burden on parents and communities;
- (ix) Establish and expand the provision of targeted low cost boarding schools for persons with severe disabilities, those living in ASALs, children living under difficult circumstances, and children at risk;
- (x) Mobilise adequate resources for the construction and rehabilitation of schools and provide equipment to deserving areas, especially ASALs and urban slums;
- (xi) Develop mechanisms to ensure the re-entry of girls who drop out of school due to pregnancy and early or forced marriage;
- (xii) Sensitise parents, stakeholders and communities to discard socio-cultural practices that prohibit effective participation of girls and boys in secondary school education, and enforce legislation against the violation of the Children's Rights;
- (xiii) Develop and implement a strategy for the identification, development and appropriate placement of gifted, talented and vocationally orientated pupils;
- (xiv) Develop professional assessment programmes to identify children with special talents and abilities and support by offering them specialised teaching and training;
- (xv) Employ alternative modes of curriculum delivery where appropriate;
- (xvi) Require efficient teacher deployment management and development;
- (xvii) Require the efficient utilisation of all learning and teaching resources, especially as regards teacher deployment, management and development, and the introduction of Continuous Professional Development (CPD) for teachers;
- (xviii) Fully integrate secondary education as part of basic education;

- (xix) Introduce automatic progression between grades and automatic transfer between levels of Basic Education;
- (xx) Ensure inclusive education for learners with special needs and disabilities;
- (xxi) Adopt and implement the national gender policy;
  - (xxii) Introduce the school meals programme and encourage communities to provide the midday meal in marginalised, hard-to-reach and vulnerable groups;
- (xxiii) Develop linkages between basic education and TVET sector including establishment of specialised institutions; and
- (xxiv) Enforce article 53 of the constitution to ensure free and compulsory basic education for all children.

### **Special Needs Education**

**4.30** Special Needs Education (SNE) requires appropriate adaptations to curricula, teaching methods, educational resources, medium of communication and the learning environment in order to cater for individual differences in learning. Special Needs Education is important for human capital development as it prepares those who would otherwise be dependents to be self-reliant. Traditionally, SNE has been provided in special schools, integrated schools and in special units attached to regular schools. Provision of educational services has often been skewed towards four traditional categories, that is hearing impairment, visual impairment, mentally handicapped and physical handicap leaving out all other areas. Areas left out included learners with Autism, Gifted and Talented, Emotional and Behavioural Difficulties, Deafblind and other specific learning disabilities. More recently, provision has been extended to such children in regular schools through the policy of inclusivity.

**4.31** The main challenges relating to access and equity in the provision of education and training to children with special needs include: cultural prejudice and negative attitude, the slow implementation of guidelines on SNE policy and inclusive education, inadequate data on the number of children with special needs, inadequate tools and skills for assessing and identifying learners with special needs, inadequate funding, inadequate facilities and teachers.

**4.32** In order to address these challenges, the government will adopt the following policies:

- (i) Provide quality education to all learners with special learning needs.
- (ii) Review and revitalize programs to promote inclusive education in all institutions.

**4.33** To implement these policies, the Government will employ the following strategies:

- (i) Implement affirmative action to enable gifted and talented learners, learners with special needs and disabilities in basic education.

- (ii) Restructure Kenya Institute of Special Education (KISE) and enhance its capacity to enable it to play a more effective role in the training of teachers and other personnel working for and with learners with special needs and disabilities.
- (iii) Review the SNE curriculum at KISE to also offer degree courses for teachers and introduce tailored courses for Head teachers and educational managers to support inclusive education.
- (iv) Mobilise funding for Special Needs Education and other support for research in the field of special needs education;
- (v) Develop and standardize diagnostic assessment tools to facilitate the early identification, assessment and placement of learners with special needs;
- (vi) Implement inclusive education programmes in pre-service and in-service teacher training.
- (vii) Strengthen and enhance funding for Education Assessment Resource Centres at County level.
- (xi) Mobilise funds to ensure that all schools adapt ICT facilities to support the learning of learners with special needs and disabilities.
- (xii) Adopt a multi-sectoral approach to support health services.
- (viii) Enhance capacity building for EARCs staff.
- (ix) Strengthen the multi-disciplinary approach in assessment of learners with special needs and disabilities.
- (x) Enforce Article 53 of the constitution to ensure free and compulsory basic education for all children.
- (xi) Establish pilot special needs schools, integrated programmes and inclusive schools as centres of excellence at county level.
- (xii) Establish a national centre to coordinate acquisition and production and repair of specialized and assistive devices
- (xiii) Integrate special needs education programmes in all learning and training institutions and ensure that the institutions are responsive to the education of learners with special needs and disability
- (xiv) Revise the curriculum to make it competency based and integrate ICT in the education system;
- (xv) Enhance development of specialised curriculum for learners with special needs

### **Adult and Continuing Education and Alternative Provision of Basic Education**

**4.34** The Government recognises the important role played by Adult and Continuing Education (ACE) as a vehicle for transformation and empowerment of individuals. ACE and (APBE) offer opportunities for those outside the formal school system to benefit from education. For this reason, ACE and APBE programmes are consciously designed to meet specific learning needs. Despite the importance of adult education, the Kenya National Adult Literacy Survey (KNALS, 2007) has revealed that only 61.5% of the adult population and out of school youth above the age of 15 years had attained minimum literacy level, leaving 38.5% (7.8 million) adults illiterate. It also revealed that only 29.6% of the Kenyan adult population had attained desired mastery literacy competency. About 29.9% of the youth aged 15 to 19 years and 49% of adults aged 45 to 49 years were illiterate. The survey further



revealed high regional and gender disparities in literacy achievements with Nairobi recording the highest at 87.1% and North Eastern province recording the lowest at 8%. The Medium Term Plan for Kenya's Vision 2030 recognizes the need to have literate citizens and sets a target of increasing the adult literacy rate from the current 61.5% to 80% by 2012.

**4.35** Challenges that have affected Adult and Continuing Education programmes over the years include inadequate trained literacy and adult education teachers, a high turnover of staff and volunteer teachers, limited resource allocations and inappropriate infrastructure, lack of capitation grants for instructional materials, school going children attending adult classes, gender imbalance, negative attitudes and perceptions towards adult learning, inadequate teachers and learning centres, poor definition of literacy . Although the Government established the Directorate of Adult and Continuing Education to coordinate the relevant programmes, it has not been adequately resourced. As a result, access to ACE and APBE programmes are low while gender disparities are high. ACE and APBE is affected by a negative image. The lack of teaching and learning materials, the application of appropriate quality assurance mechanisms, and without co-ordinated service delivery, leaves the sub-sector in need of major reform and resourcing. A further issue concerns the transition of adult learners from primary to secondary education and the appropriateness of the curriculum.

**4.36** In order to address these challenges, the Government shall adopt the following policy:  
Provide quality ACE and APBE services, programmes, and opportunities for life-long learning.

**4.37** To implement the above policy, the Government will employ the following strategies:

- (i) Define ACE, APBE, NFS, informal education and determine the respective roles, responsibilities and inter-connections.
- (ii) Develop an ACE and APBE strategic and implementation plan with sustainable funding, including an analysis of cost-sharing options.
- (iii) Review Adult Basic Education and Training (ABET) curriculum.
- (iv) Review and implement ACE and APBE policy.
  - a) Implement National Qualification Framework (NQF) with clear linkages to the formal education and training system
  - b) Harmonise all legal provisions dealing with ACE and APBE.
- (vi) Establish and implement programmes to work with other private sector partners and NGOs to mobilise funds to develop and implement targeted ACE and APBE programmes.
- (vii) Establish ways to enable open access retraining.
- (viii) Strengthen research, monitoring and evaluation of ACE and APBE programmes.
- (ix) Strengthen quality assurance in all ACE and APBE institutions.
- (x) Enhance the capacity of ACE and APBE trainers.

- (xi) Establish at least one secondary school for every Constituency and a learning centre near every primary school.
- (xii) Establish learning resource centres for Life-long learning in every constituency.
- (xiii) Establish an Adult Literacy Centre near every primary school and or an FBO institution. Enhance funding for ACE programs.
- (xiv) Enhance mechanisms for recognition of prior learning and development of lifelong learning.
- (xv) Provide capitation for APBE learners who are below 18 years.
- (xvi) Enhance the image of ACE programmes.
- (xvii) Rebrand ACE programme.
- (xviii) Revise the curriculum and make ICT central
- (xix) Harmonise all education providers of Alternative provision of basic education to avoid duplication of services and provide better coordination and synergies all the players in alternative provision of basic education centres education.
- (xx) Review the registration guidelines for alternative provision of basic education schools
- (xxi) Use ICT and ODL to enhance access and participation.
- (xxii) Mainstream alternative provision of basic education centres education into formal education through provision of low cost boarding schools Establish social support systems e.g. cash transfer and school feeding to support the Most Vulnerable Children (MVC).
- (xxiii) Streamline and strengthen governance and management of alternative provision of basic education centres to enhance transparency and accountability.

## **CHAPTER FIVE: EDUCATION FOR MARGINALISED, HARD-TO-REACH AND VULNERABLE GROUPS**

**5.1** The Government has endeavoured to promote access, equity and transition in education and training through the introduction of Free Primary Education (2003) and Free Day Secondary in (2008). The MOE together with other stakeholders has implemented various programmes with varying degrees of success to support the Most Vulnerable Children (MVC), girls, and women in the Arid and Semi-Arid lands, urban slums.

**5.2** Despite the gains in access and equity since the launch of FPE and FDSE there are still remain pockets within Kenyan communities which have remained unreached for a host of reasons; economic, cultural, social, geographical, environmental, and political. These groups are diversified and have different educational needs. As a result, different strategies are required to address issues affecting them.

**5.3** In general, marginalized, hard-to-reach and vulnerable groups are characterized by not having a clear institutional framework to oversee the development and implementation of policies and strategies developed by the State, They live in both high and low population concentrations, while in addition pastoralists, for example, have religious obligations which require children to attend Madrassa/Duqsi schools in addition to whatever formal education arrangements are provided by the state. The schools complement formal schools especially in terms of social and cultural learning and the teaching of children to read. High levels of poverty and lack of monetary resources generally exist. In addition, challenges of learning institutions being far apart or overcrowded, insecurity, inadequate teaching and learning resources, poor infrastructure persist. In nomadic areas, few teachers have a nomadic background while stigmatization can occur on grounds of special needs, cultural and other practices such as FGM and early marriages. Boarding schools are perceived to be culturally unresponsive to nomadic pastoralist children creating the fear of alienation of children from their communities' way of life.

**5.4** The informal settlements are not served by formal schools because they are not planned. Children from the informal settlements are unable to access the formal schools outside the settlements because of long distances and insecurity. Therefore, informal schools have been established within the settlements for the school going age children. The constitution provides for free and compulsory basic education for all children and hence all children should access high quality education. The challenge is therefore establishment of formal schools for children from the informal settlements.

**5.5** In order to address the challenges, the government will adopt the following policy:  
Make provision for equitable, quality education to Marginalized, hard-to-reach and vulnerable Groups

**5.6** To achieve the above policy, the government will adopt the following strategies:

- (i) Operationalize the Policy Framework for Nomadic Education in Kenya to address the challenges of the provision of education and fast track the establishment of the National Council for Nomadic Education.

- (ii) Integrate Madrassa/Duksi into the formal education system to improve access and retention in predominantly Muslim areas.
- (iii) Give incentives such as conditional cash transfers to encourage enrolment and retention in marginalised, hard to reach areas and vulnerable groups.
- (iv) Expand and finance feeder, mobile and low cost boarding primary schools.
- (v) Equip the resource learning centres.
- (vi) Establish Pre-Primary in ASAL, hard to reach and vulnerable areas, allocate capitation and development grants in line with basic education sub-sector funding.
- (vii) Develop a coherent education strategy and implementation plan to address the needs of marginalised, hard-to-reach and vulnerable Groups.
- (viii) Adopt a holistic approach to pastoralist education.
- (viii) Provide flexible mode of curriculum delivery.
- (ix) Establish rescue centres to cater for vulnerable learners.
- (x) Sensitize communities on the importance of education.
- (xi) Where appropriate, boost wireless transmission to increase radio coverage and reception and develop relevant radio content for marginalised children.
- (xii) Adopt a holistic approach to ensuring the provision of proper water and sanitation in schools, immunization and regular de-worming of all school going children at school level, supplementary feeding and registration of births at school level.
- (xiii) Enhance provision of capitation/development grants to all Non-Formal Education Centres/Schools and Adult learning Centres to ensure availability of funds for tuition and relevant instructional materials.
- (xiv) Work with other providers of not-for-profit Non-Formal Education Centres/Schools that meet set guidelines to be able to address issues of accommodation, infrastructure, staffing, HIV/AIDS, water, sanitation, health and nutrition.
- (xv) Promote Open Distance Learning [ODL] using local radio stations and mobile telephony to enhance access.
  - (xvi) Increase number of Mobile Schools linked to mother schools and other social services.
  - (xvii) Review and operationalize the Alternative Provision of Basic Education and Training Policy.
  - (xviii) Obtain data on the number of un-enrolled children in urban informal settlements.
  - (xix) Prioritize the introduction of capitation/development grants to all Non-Formal Education Centres/Schools to ensure availability of funds for tuition and relevant instructional materials.

- (xx) Work with other providers of Non-Formal education to be able to address issues of accommodation, infrastructure, staffing, HIV and AIDS, water, sanitation, health and nutrition.
- (xxi) Harmonize all players (private and public) in the APBE subsector with a view to formalizing their existence.
- (xxii) Make it easier for schools to register with the MOE by reviewing requirements for the APBE schools, such as land ownership.
- (xxiii) Develop learning resource materials to support APBE schools.
- (xxiv) Expand physical facilities in nearby public schools and introduce a double shift system to accommodate more students.

## **CHAPTER SIX: CURRICULUM AND ASSESSMENT**

### **Relevance of the Curriculum**

- 6.1** The National Goals of Education embodied in Vision 2030 focus on enlarging learners' knowledge, experiences and imaginative understanding as well as developing an awareness of moral values and capacity for life-long learning. At the heart of this vision is a curriculum which will provide knowledge, skills, competencies and values to enable learners to move seamlessly from the education system into the world of work, with further academic, technical and vocational education adding value to what has been acquired through the education system.
- 6.2** The current primary and secondary school curriculum was reviewed in 2002, followed in 2004 by a review of the primary teacher education curriculum and the diploma teacher education curriculum in 2007. More recently in 2008, Kenya Vision 2030 established clear priorities for the curriculum, while the Constitution of Kenya (2010) and on-going changes in the broader economic environment following the signing of the East African protocol impact directly on the shape and priorities of the curriculum. Youth polytechnic curriculum was developed in 2007.
- 6.3** Vision 2030 calls for a curriculum, which accommodates individual and corporate social responsibility, and moral and ethical values. It also calls for the development of technical and entrepreneurial skills, competencies, skills and talents. The content of basic education, therefore, shall need to be designed to equip all learners with relevant knowledge, skills, competencies and values, enabling learners to develop to their full capacity, enhance the quality of their lives, able to make informed decisions and predisposed to engage in life-long learning. Aligning the curriculum to address the aspirations of Vision 2030, the Constitution and the East African Community protocol is a national priority.
- 6.4** The summative evaluation of primary and secondary school curricula identified gaps in the current curricula. While the content of the curriculum addresses patriotism and national unity, it is argued that inculcating these values has been less successful because carrier subjects like history and government and religious studies are optional subjects at the secondary level. Further, much of the primary and secondary school curriculum content relegates practical skills necessary for economic development to non-examinable subjects. The acquisition of requisite practical, technological and entrepreneurial skills is not addressed and has created a situation where the study of practical and vocationally orientated subjects is regarded as the least desirable option to learners. The current curriculum has been objective but not competence based, does not give weight to values, attitudes and patriotism. Cognitive domain has been over emphasised at the expense of affective and psychomotor domains. Some aspects of curriculum are not being implemented especially if not examined e.g. Physical Education and life skills, Inadequate ICT skills in teaching and learning, traditional method of teaching-only teachers being source of knowledge instead of involving learners, inadequate teaching and learning materials, curriculum support materials poorly distributed and not readily available in school, poor planning of human resource resulting to teacher shortages in some subjects.

## **Curriculum content**

**6.5** In addressing the need to construct a balanced education curriculum aligned to delivering the aspirations of Vision 2030 and the development of teachers with a different mind-set, the Government shall focus on core educational outcomes, based on content of the subject being taught, and on developing a repertoire of skills and competencies required by all learners and teachers. These include:

- (i) Literacy, numeracy, and enquiry skills (the ability to read, write, compute, research and process information), and the teaching thereof;
- (ii) Thinking skills (the ability to comprehend, synthesise, evaluate and apply information), and the teaching thereof;
- (iii) Communication skills (the ability to communicate verbally, in sign language, and in writing; to talk, listen and act on directions), and the teaching thereof;
- (iv) Observation and investigative skills (the ability to find and record information, observe, review and assess), and the teaching thereof;
- (v) Application and transferable skills (the ability to make and create things, demonstrate and use skills and competencies in more than one context), and the teaching thereof;
- (vi) Social and ethical skills (the ability to understand, empathise, respond appropriately and to make wise ethical decisions), and the teaching thereof;
- (vii) Entrepreneurial skills (the ability to take independent and productive action based on an ability to review and evaluate that action), and the teaching thereof.
- (viii) Talent potential development at all levels.

**6.6** In order to make the curriculum specifically relevant to Vision 2030; emphasis shall be focused on technology, innovation and entrepreneurship, talent development, and the need for schooling to be more closely related to the world of work. Because technology relies heavily on the use of ICT, the provision of ICT facilities across the education sector shall be a Government spending priority.

**6.7** East African Community (EAC) member countries (Tanzania, Uganda and Rwanda) have adopted competency based curriculum and assessment. The examination oriented Kenyan curriculum shall be revised, and competencies and skills, will be assessed. The introduction of standardised assessment testing across the Basic Education cycle will address this need. Further, at present, technical subjects are offered in limited number of secondary schools only, and as a result, few students are exposed to them early enough.

**6.8** To address these challenges the Government will implement the following policy;

Reform curricula in line with relevant provisions of the Constitution 2010, aspirations of Kenya Vision 2030, the East African Community protocol, International Standards and the needs of the society.

**6.9** In order to address this policy, the Government will employ the following strategies:

- (i) Restructure the Curriculum Development Centre and re-align it to reflect its specific functions;

- (ii) Undertake a major curriculum reform and the assessment thereof for basic education in order to align it with the Constitution and to ensure that the goals and aspirations of Kenya Vision 2030 are met by embedding ICT within it.
- (iii) Develop a repertoire of skills and competencies necessary to inform a globally competitive economy.
- (iv) Develop a progressive assessment framework which identifies the knowledge, skills and competencies that will be assessed at basic and tertiary education levels.
- (v) Ensure provision of quality learning and teaching materials
- (vi) Mobilise and secure funding for expansion in ICT provision across the sector.
- (vii) Strengthen school based quality assurance mechanisms for effective delivery of the curriculum.
- (viii) Provide curriculum that integrates science technology and innovativeness on the part of the learner
- (ix) Mobilise resources for construction of education resource centre
- (x) Undertake curriculum review to provide linkages with TVET and Higher Learning Institutions
- (xi) Harmonise school curriculum content with teacher training curriculum
- (xii) Require that learners acquire relevant skills, knowledge and attitudes
- (xiii) Ensure development of the curriculum that will enable the learner to maintain, improve and sustain the environment.
- (xiv) Integrate principles of good governance and national values in the curriculum
- (xv) Ensure that entrepreneurship, environmental and life skills education is embedded on the curriculum across all levels.
- (xvi) Review curriculum for APBE curriculum to include life skills, generic skills and entrepreneurship
- (xvii) Develop an assessment framework for the APBE curriculum to ensure accreditation and linkages with formal curriculum and NQF
- (xviii) apportioning a percentage of national curriculum to meet regional needs  
ensure that these skills and competencies are developed in an incremental way across all subjects, including co-curriculum activities that take into consideration the age of the learner
- (xix) Encourage teaching of foreign languages for global competitiveness

### **Assessment and Examinations**

**6.10** The delivery of the curriculum is assessed through school based and end of school cycle. The school based examinations are both diagnostic and for placement to determine progression from one level to another. The national examinations at the end of cycle



examinations are uniform throughout the country and are used to determine transition to next level

**6.11** The current summative assessment at the end of primary and secondary cycle does not adequately measure learners' abilities while school based assessment is not standardised. In essence, the current system of summative assessment at the end of the various cycles together with the limited availability of student places at secondary and higher education level dictates the teaching/learning process towards examinations as opposed to assessment of attainment of skills and competences. Assessment must inform teaching and learning processes that are in tandem with Vision 2030 and to enhance learner achievement, skills and competences. Further school level KNEC examinations are uniform throughout Kenya irrespective of region or the cultural /urban divide

**6.12** To address the above challenges in assessment and examinations, the Government will implement the following policy:

standardise assessment of core learning outcomes, transferable skills and subject related knowledge.

**6.13** In order to implement this policy the Government will adopt the following strategies:

- (i) Restructure The Kenya National Examinations Council (KNEC) to respond to emerging global assessment trends.
- (ii) Develop standardised competency based assessment tests items (Competence Assessment Tests (CATs), to assess core competency areas, and to align each to all specific levels within the Basic and tertiary Education cycle.
- (iii) Require basic and training education institutions to introduce regular cumulative assessment using the Competence Assessment Test items (CATs).
- (iv) Require the assessment to be centred on developing innovation creativity and entrepreneurial minds for self-reliance.
- (v) Promote recognition of national examination and competency based assessment internationally based on NQF.

### **Standards and Quality Assurance (QAS)**

**6.14** At present, the Ministry of Education has a Directorate of Quality Assurance and Standards (QAS) mandated by the Education Act of the Laws of Kenya Cap 211 to undertake issues of quality and standards through independent assessment/ inspection. The Directorate's functions include establishing, maintaining, improving quality and standards in all basic education institutions whether public or private other than Universities. However, the directorate suffers from inadequate funding to conduct its work, it is understaffed, and personnel require capacity building to effectively meet the challenge of decentralisation. Further, the directorate does not have the authority to take action against underperforming schools and individuals, or indeed to hold the Ministry of Education to account for failing to resource its work satisfactorily.

**6.15** Developing and maintaining standards in education and promoting quality education remains a major challenge across education systems throughout the world. Quality in Education is the degree to which education can be said to be of high standard, satisfies basic learning needs, and enriches the lives of learners and their overall experience of living. There is a strong link between the quality of provision and retention rates. If parents and learners do not perceive the value of going to school and staying in school, they will leave. It is known that if learners understand and clearly perceive the link between schooling and obtaining a job, the incentive to remain in school increases.

**6.16** This poses challenges of how to develop and maintain the quality education standards, ensure effective supervision curriculum delivery, inadequate human and financial resources to ensure maintenance of standards, linkage between recommendations of quality assurance department and teacher management department.

**6.17** Given the heavy investment in education (6.4% of GDP), it is a matter of considerable concern to the taxpayer that it is not getting value for money from the education sector. While enrolment rates at primary and secondary levels have increased, learning outcomes have not done so. One reason, among others, is that the application of measures for quality assurance and standards are not functioning adequately. Minimum quality standards are not being achieved, nor are schools being regularly inspected and teachers, schools and the institutions managing them being held to account.

**6.18** To address these challenges the Government will implement the following policy:

- (i) Establish a central system for accreditation and quality assurance in basic education.
- (ii) Support research system for education and training.

**6.19** To implement the above policies the government will employ the following strategies:

- (i) Provide for the establishment of an education standards quality assurance and accreditation commission ;
- (ii) Ensure that ESQAC is enshrined in law;
- (iii) Review the minimum for basic education and training requirements standards;
- (iv) Ensure maintenance and improvement of standards quality and relevance in all aspects of basic education and training;
- (v) Require basic education and training institutions to undertake action research;
- (vi) Enhances school based quality assurance capacities;
- (vii) Ensure the dissemination of research findings in education and training to inform; education policy making and program implementation;
- (viii) Decentralize the Directorate of Quality Assurance services and;
- (ix) Strengthen quality assurance mechanisms in APBE Centres

### **Mentoring, Moulding and Nurturing of National Values**

**6.20** The constitution 2010 prescribes the national values that need to be inculcated into all Kenyans. Education is an enabler towards this. Majority of today's learners are faced with numerous personal challenges that require them to make life-defining decisions often early on in their lives. Increasingly younger people have to handle issues dealing with sexuality,

peer pressure, drug and substance abuse, harmful traditional practices and negative media influences. At the same time, they have to make sense of broader political and social changes. Providing young people with support and guidance to assist them to manage these issues effectively forms a critical part of education. The government accepts that the family and parent community have a major role to play in this regard, but nonetheless argues that education is required to provide guidance and support through the provision of life skills programmes.

**6.21** In spite of pockets of good practice in some schools and institutions, guidance, counselling and mentoring services currently do not exist in sufficient depth, nor is it provided in a comprehensive or coherent manner. Specifically, it does not address in a holistic way career/business guidance, personal development and educational mentoring. Teachers generally lack the skills necessary to provide this support, and there is lack of clarity on how parents and teachers and others can work together to provide life skills support and training, and advice on entry into the world of work. The Government through the Ministry of Education offers education guidance and counselling services dealing with children with learning difficulties and maladjustment. It also manages Special Schools for children with severe learning difficulties in conformity with the national special education needs policy. Pockets of good practice exist, but identification of children and provision generally is unsatisfactory. The present Special Education Needs policy includes provision for the inclusion of learners with mild learning disorders in main stream schools, for which few teachers have the capacity to identify and manage this group of learners.

**6.22** Other challenges faced by the government include the absence of valid data, a clear understanding of the extent of these challenges, inadequate funding for the ministry's Guidance and Counselling Unit, and an overall lack of capacity in the nation's schools to provide both general guidance and counselling support and mentoring to all learners.

**6.23** To address these challenges, the Government will implement the following policy:

Mainstream guidance, counselling, moulding, nurturing and mentoring in Education and training institutions

**6.24** In order to address the above policy, the Government will employ the following strategies:

- (i) Continue to implement commitment to the UN Convention on the Rights of the Child (CRC) (1989) and Convention of the Rights of Persons with Disability (2006).
- (ii) Restructure provision of Guidance, Counselling, Moulding and Mentoring to ensure effectiveness across education institutions.
- (iii) Require schools and teacher training institutions to implement the guidance, counselling, moulding and mentoring policies, and provide materials in support of this.
- (iv) Develop with sponsors, parents and faith groups, rules, guidelines and operational principles defining their partnership in this area.

- (v) Develop guidelines and establish implementation mechanisms for peer mentoring.
- (vi) Mobilise sustainable funding for the provision of these services.
- (ii) introduce mentoring and moulding programmes in education institutions with a view to inculcating national values in order to promote national unity and cohesiveness.

# **CHAPTER SEVEN: INFORMATION AND COMMUNICATION TECHNOLOGY, OPEN AND DISTANCE LEARNING IN EDUCATION AND TRAINING**

## **Information and Communication Technology**

- 7.1** The Government recognizes that an ICT literate workforce is the foundation on which Kenya can acquire the status of a knowledge economy by the 2030. Against this background, the Government shall make education the natural platform for equipping the nation with ICT skills in order to create dynamic and sustainable economic growth. To this end, the Ministry has continued to supply ICT equipment, content and training of teachers on ICT.
- 7.2** ICT in the education sector can broadly be categorized in two ways:
- (i) E-Government which aims at mainstreaming ICT in all government operations and service delivery such as Education Management Information Systems (EMIS) and Educational Financial Management and Information Systems (EFMIS). These aim at facilitating education managers and administrators with accurate and timely data for better and informed decision-making and financial management.
  - (ii) Interactive e-learning which aims at mainstreaming ICT as a tool for teaching and learning.
- 7.3** We live in a digital age and internationally it is acknowledged that without both the infrastructure to support it to exist and the human resource capacity to make it work the Kenyan economy will not function effectively or be internationally competitive. No economy can survive without investment in ICT, and already in Kenya such areas as banking, communications, tourism, and industry are almost totally dependent upon it. Social services too are increasingly dependent on reliable IT systems and persons with IT skills and capacities. Human capacity has to be developed, and the Government recognises that this begins at school level.
- 7.4** ICT is a major vehicle for teaching and learning from the earliest years. It is at a very young age that learners begin to acquire digital skills which they increasingly use to explore and exploit the world of information and to craft that into knowledge. ICT facilitates the opportunity for more student centred teaching, more self-learning and more peer teaching. It also provides greater opportunity for teacher-to-teacher, and student-to-student communication and collaboration and access to the worldwide web and the learning resources contained thereon.
- 7.5** The challenges facing ICT in education sector include access, funding, inadequate ICT facilities, high cost of development of interactive e-learning content, ICT not embraced as medium of instruction and management tool, inadequate capacity for teachers, absence of ICT Curriculum at ECD and primary levels, dynamic nature of ICT technology, inadequate capacity for maintaining ICT equipment, inadequate use of ICT by the Ministry of Education, and inadequate capacity to monitor utilisation of ICT in schools
- 7.6** A key issue affecting ICT provision especially in rural areas is the limited access to electricity and where this exists, frequent power disruptions. Further, high costs of Internet provision and other costs associated with ICT; equipment, infrastructure and support costs are obstacles to rolling out a national ICT programme in the medium term.

**7.7** With devolution this becomes a necessity without which joined up management will be impossible. Consequently, government will prioritise the provision of equipment and training across all County and sub-county offices to ensure results-based financing and real time information sharing, a credible, reliable EMIS and FMIS system shall be created by 2015.

**7.8** To address the above challenges, the government will adopt the following policies

- (i) ICT in education in all respects shall be a national development.
- (ii) Promote ICT as a tool for management, teaching, learning and research in education and training.

**7.9** To address the above policies, the Government shall:

- (i) Require that all teachers and education managers are ICT literate by 2015. Require that e-curriculum is in place by 2015.
- (ii) Ensure the acquisition of ICT competencies to pre-service teacher trainees.
- (iii) Review and implement ICT policy, plans and initiatives.
- (iv) Develop national three year ICT Education and Training Strategic Plan line with MTEF.
- (v) Develop a statement of minimum quality standards and specifications for ICT.
- (vi) Collaborate with other stakeholders to review the national telecommunication policy to obtain preferential treatment for education and training institutions.
- (vii) Mobilise funding for the expansion of national connectivity, on-line facilities, equipment and capacity building.
- (viii) Integrate ICT into every aspect of education and training across the sector, including the management thereof.
- (ix) Establish a National *ICT in Education Centre (ICTEC)* with a board representing County and professional interests to drive forward ICT development across the education sector.
- (x) Establish partnerships for the development of ICT platforms and digital content in all subjects across the education and training.
- (xi) Establish ICT controls and security measures for all levels of the education sector.
- (xii) Develop a national capacity for curricula design in all education and training to facilitate the use of ICT in service delivery. Keep pace with dynamics of development in ICT.
- (xiii) Ensure continuous capacity building of teachers and education officers in ICT.
- (xiv) collaborate with relevant ministries to ensure that all learning institutions, schools (primary and secondary) have access to electricity, are connected to the worldwide web and provided with ICT equipment by 2020.

- (xv) integrate ICT into its own financial and information management systems across the education sector

### **Open and Distance Learning (ODL)**

**7.10** ODL approaches to education focus on expanding access, quality and equity to education, and as such can address the demands on education of the Constitution (2010) and the aspirations of Vision 2030. The philosophy of Open, Distance Learning (ODL) is characterized by the removal of barriers to accessing education. Learners can study what they want, when they want, where they want and at whatever age they may wish to do so. ODL systems typically use technology to mediate learning; for example, printed study materials, audio, computers, TV, mobile and wire telephones and the web. ODL can give learners access to education that they would not otherwise have had for various reasons.

**7.11** In Kenya the marginalised and hard-to-hard to reach people live far away from educational institutions. The working class are unable to leave their work places during working hours to attend formal classes. Migration, mobile working or nomadic lifestyles are obstacles to learning in the traditional sense. Poor transport systems, limited places in the mainstream education sector restrict people's access to education. This makes ODL an attractive alternative. Currently, ODL learning approaches are being used in Kenya to train teachers and other professionals at relevant institutions

**7.12** Although there is a mention of Open and Distance Learning in Sessional Paper no. 1 of 2005, the government lacks a policy on ODL. There is also a total absence of ODL approaches in primary and secondary education in Kenya, especially in areas where physical, socioeconomic and time factors hinder the delivery and access of education in the traditional way. Some parts of the country are not covered by mainstream electronic media because of the absence of infrastructure, thereby raising further issues of ensuring equity of access. There is little awareness among education recipients and providers of the value of ODL, or of its viability in delivering quality education. The education media at KIE is currently not fully operationalized to meet the challenge of education broadcasting needs in ODL in spite of the investment that has been made in it because of the limited digital TV broadcast coverage.

**7.13** To address these challenges, the Government will implement the following policy

Adopt distance and open learning approaches including home learning across all levels of education in Kenya.

**7.14** To implement this policy the government will employ the following strategies:

- (i) Develop and implement an overall ODL policy, including incorporating a legal framework;
- (ii) Mainstream ODL in the education system in Kenya.
- (iii) Initiate the development of ODL approaches to meet the educational needs of e-Learners, Online learners and Distance learning students at all levels of education, and in ASAL areas, pastoral communities, marginalized groups, special needs education and non -formal education
- (iv) Develop a regulatory and legal framework for all institutions to enable them to establish open learning opportunities.
- (v) Establish partnerships with ODL providers at national and international levels.

- (vi) Provide capacity for teacher's education managers Evaluate the outcomes of the actions to determine efficacy and effectiveness of ODL especially e-Learning programmes.
- (vii) Establish an ODL broadcasting station, possibly at the proposed ICTEC for the purpose of transmitting ODL programmes to all areas of the country.
- (viii) Design a framework that will ensure affordable allocation of airtime for the promotion of ODL programmes.
- (ix) Enhance development and dissemination of educational content through education channel at curriculum development centre. Fully equip the proposed ODL satellite centres with the necessary resources and other ICT facilities.
- (x) Mobilise funds for the launching of the educational broadcasting services with outreach to all areas of the country.
- (xi) Disseminate ODL as alternative mode of delivery of wide range of courses in all public/private universities and middle level colleges.



# **CHAPTER EIGHT: GOVERNANCE AND MANAGEMENT OF EDUCATION AND TRAINING**

## **Governance of the Education Sector**

- 8.1** Governance is the process of providing policy leadership, oversight and strategic guidance on the management of resources and the delivery of services as well as the formulation and implementation of sound policies and regulations. The Constitution of Kenya (2010) has given the issue of governance in the provision of public services considerable significance.
- 8.2** The Education Act Cap 211 (revised 1980) gave the Minister for Education considerable discretionary power in the management and governance of the education sector. In almost all public education and training institutions, the Minister has power to appoint the members of the respective governing and advisory boards. . Although this Act also gave the Minister powers to appoint an advisory body to help in management of education, this has not been done. These powers in management and governance of education have been addressed in the proposed new Education Bill 2012.
- 8.3** Presently, overall policy leadership is vested on the government through the twin Ministries of Education and that of Higher Education, Science and Technology. These ministries are headed by separate Ministers with each having parallel accounting officers (the Permanent Secretary) and a range of directorates. Under the PS Ministry of Education, there is an Education Secretary heading the technical work of the Ministry, working with and overseeing six directorates (DACE, DBE, DQAS, DSTE, DFOS, and DPP&EAC). With the changing title of Minister to Cabinet Secretary, PS to Principal Secretary, there may be need to change the title of Education Secretary.
- 8.4** Education in the Provinces has been managed by the PDEs and assisted by DEOs in the districts. Management primary education in seven municipalities is under Ministry of Local Government. However, the management of special education and secondary education within the Municipalities is under the Ministry of Education.
- 8.5** A challenge of the present governance structures is inefficiency in the management of resources and utilisation. Funds disbursed directly to institutions and those managed by MoE offices are at times not properly utilized for intended purposes. Other challenges include weak accountability, inefficient monitoring and tracking systems coupled with an over-centralized, hierarchical and bureaucratic decision-making system, which encourages mismanagement.
- 8.6** Lack of harmonisation of institutional and identification codes between the MoE and its SAGAs cause a challenge in terms of accountability and reliability of data. Unreliable data has rendered the Educational Management Information System (EMIS) functionally ineffective. In the absence of legal provisions guarding against misinformation or non-cooperation of required data, heads of units and institutions provide inaccurate data to suit their unique circumstances.
- 8.7** There is conflict over the role of Sponsors and the Ministry of Education with regard to ownership, management and appointment of head teachers and teachers of faith-based sponsored institutions.
- 8.8** Institutional governance organs such as the BoGs, PTAs and School management committees have insufficient authority to enable the efficient management of institutions. Although

Parents' Teachers' Associations (PTAs) contribute to the management of schools, they are not provided for in the legislation.

**8.9** Under the Constitution of Kenya (2010), 47 Counties have been created together with 290 constituencies. Reconfiguring governance at the national, county, constituency and institutional level is now mandatory. Whereas the Constitution requires devolution in the management of education, policy-making will remain a Ministry headquarters responsibility. Implementation of education services will be separated, with local management bodies being given the powers to act within the Constitution.

**8.10** To address these challenges the Government will implement the following policies:

- (i) Provide for establishment of a National Education Board (NEB) whose role will be to advise the Cabinet Secretary on all matters concerning education in the country.
- (ii) Provide for establishment of County Education Boards (CEBs) whose role will be to manage education at the County levels.
- (iii) Establish a system of tracking learners from pre-primary level through basic level of education.

**8.11** To implement the above policies the Government will employ the following strategies;

- (i) Develop an education sector strategy with short, medium and long-term objectives to direct the development of education.
- (ii) Delegate the delivery of basic education to the County Education Boards (CEBs).
- (iii) Rationalise staffing at the headquarters and the field.
- (iv) Establish the position of Director General of Education and training (DGE) responsible for the implementation of education across the sector.
- (v) Rationalise and refocus the Semi-Autonomous Governments Agencies (SAGAs) responsible for the development and management of various aspects of Education and Training.
- (vi) Establish County Education Boards (CEBs) and define their roles, responsibilities composition and functions.
- (vii) Define the roles and responsibilities, functions and membership of County Education Boards (CEBs).
- (viii) Establish the post of County Directors of Education (CDEs).
- (ix) Recognise and strengthen the role of Parents' Teachers' Associations (PTA), teacher professional bodies such as the Kenya Heads Associations in the legal provisions.
- (x) Establish and strengthen the Education Office at the county and sub – county levels.
- (xi) Establish a Board of Management (BoM) and Parents' Teachers' Association (PTA) at institutional level.
- (xii) Establish Governing Councils for Teacher Training institutions.

- (xiii) Establish and strengthen Student Councils (SCs) for educational and training institutions with effective representation.
- (xiv) Develop codes of conduct and regulations for BoMs, PTAs, CEBs and SCs and, sponsors and establish clear roles and responsibilities.
- (xv) Institutionalise financial tracking and auditing in education and training including management of instructional materials.
- (xvi) Develop regulations which hold management bodies individually and collectively liable for any loss, misuse or embezzlement of funds under their dockets.
- (xvii) Ensure accountability and transparency in education and training institutions.
- (xviii) In collaboration with relevant stakeholders, develop schemes of service for non- teaching and support staff.
- (xix) Institutionalize the Education Management Information Systems within the headquarters and County Offices.
- (xx) Strengthen the finance and internal unit and systems.
- (xxi) Institutionalise EMIS and IFMIS and any other e-governance systems in headquarters and counties.
- (xxii) Develop capacity for all relevant education staff in EMIS and IFMIS and any other e-governance systems.
- (xxiii) Use birth certificate numbers in learning institutions as form of identification for admission, capitation and tracking cohorts.

## **Management of the Education Sector**

**8.12** Basic Education in Kenya is managed by the Ministry of Education and its Constitutional and statutory institutions. The sector faces challenges in management performance, governance, financial management, high staff turnover, quality of education, and infrastructural gap in a number of education and training institutions.

**8.13** Issues exist over the capacity of provincial and district auditors to undertake the work required, and while procedures and rules governing the financial management of institutions exist, they are not being effectively applied. This is because audit functions are under-provided at school, district and provincial levels.

**8.14** Training and capacity development for School Management Committees, heads of institutions and Boards of Governors in financial management, procurement and governance is inadequate. Other gaps include coordination of different players, mapping and planning, shortage of teachers leading to poor institutional management and short tenure of office of SMCs leading to high turnover.

**8.15** To address these challenges, the Government will implement the following policy:  
Reform governance management and capacity development across the basic education sector.

**8.16** To implement this policy the Government will employ the following strategies:

- (i) Review and revise all governance, management, and capacity development structures across the sector and linkages between them to ensure they are fit for purpose.
- (ii) Review and revise all conditions of service, terms of reference, deployment criteria and procedures.
- (iii) Operationalize a performance contract system across basic education sector
- (iv) Review and define the role of sponsors, investors and financiers across the education sector.
- (v) Provide for appropriate community representation in the management and governance of education institutions.
- (vi) Increase the number of county level auditors so that schools are audited at least once a year.
- (vii) Licence Professional auditors to support institutional audit
- (viii) Ensure that final audit reports are accessible to relevant stakeholders to access the right information.
- (ix) Establish and implement minimum qualifications and competences for all levels of management in the sector;
- (x) Establish and implement open and competitive processes for the identification of and appointment of institutional managers;
- (xi) Clearly delineate roles, responsibilities and expectations of stakeholders at institutional level, with attendant reporting lines and accountability structures;
- (xii) Develop a system of capacity building that provides regular in-service training with successful completion thereof having a bearing on promotion.
- (xiii) Establish a system that incorporates effective participation of learners, parents and teachers in the day to day management of institutions.
- (xiv) Review and implement disciplinary procedures for dealing with the misappropriation of public resources.

## **Human Resource Development and Management**

**8.17** Human capital is one of the most critical resources needed for socio-economic development of an organization or nation. Successful nations and individual organizations invest heavily on human resource capacity development. Therefore, a critical mass of educated people who are equipped with appropriate knowledge, skills and attitudes is required in order to achieve the country's political, economic and social goals that are articulated in Kenya Vision 2030. For these aspirations to be achieved there is need for the Ministry of Education to be an efficient and effective organization This requires enhanced capacity by way of informed and pro-active leadership; clear management goals, targets and structures; development and implementation of a staff development policy and an effective system of staff appraisal. Where this does not exist, it will have to be developed.

**8.18** In order to remain relevant, the department of education and the organizations in the basic education sector will require highly skilled and motivated personnel. This will be achieved through prioritizing funding for Human Resource Development (HRD), a failure to develop a clearly articulated institutional staff development plan and, more specifically, for

being slow to address staffing and equipment needs. Apart from existence of staffing vacancies in most cadres, there is also inefficient staff management and utilization.

**8.19** The new governance configuration outlined in the Constitution of Kenya (2010) requires adequate decentralized structures. A gap between competencies and the responsibilities of education staff exists in relation to assignments undertaken. The basis for deploying officers is seldom adhered to. There is a high turnover of staff especially at mid-to-higher job levels resulting in cases of officers having stagnated in one job group indefinitely within the Ministry.

**8.20** The absence of systematic deployment together with low staffing levels has led to officers undertaking work outside their areas of expertise. This has made it extremely difficult for MoE to achieve expected performance levels, while high staff turn-over has led to low staff morale as staff focus on resolving most urgent and immediate activities and failing to think strategically. A system of formal staff capacity building has been slow to develop.

**8.21** At institutional level, apart from inadequate of capacity and the absence of policy guidelines to assist members of the BOGs and SMCs, there is no provision for training these officials. In certain technical areas, especially ICT, inadequate capacity and allied resource gaps are such that it affects productivity. This has serious implications for the overall quality of service delivery.

**8.22** Devolution under the Constitution will mean that staff will be rationalized with some being deployed to the counties. For both those who remain in headquarters and those devolved, capacity building will be required to enable them to meet new roles and responsibilities.

**8.23** To address these challenges, the government will implement the following policies:

- (i) Institutionalise strategic and transformative leadership in the Department of Education
- (ii) Make Human Resource Development central to the MoE's activities.

**8.24** To implement the above policies, government will employ the following strategies:

- (i) Establish a data base of the authorized /approved staff establishment levels for basic education sector.
- (ii) Create a list of all vacancy levels taking into account the requirement of article 232(i)(h) and (i) of the constitution 2010.
- (iii) Establish clear staffing norms taking cognizance of the current devolution and all emerging issues, and recruit sufficient and qualified personnel for the education and training sector at all levels.
- (iv) Develop and institute an effective HRM policy throughout the Department of Education, which ensures that officers enjoy an acceptable work-life balance.
- (v) Decentralize the appointment of Board of Managers (BOMs) to the counties.

- (vi) Implement a policy of individual performance contracting linked to annual appraisal and performance pay.
- (vii) Provide continuous capacity development for educational managers.
- (viii) Review the structure and scheme of service for education officers and quality assurance and standards to align with new establishment .

## **CHAPTER NINE: TEACHER EDUCATION AND DEVELOPMENT**

- 9.1** Teachers are an important resource in the teaching and learning process and their training and continuous professional development is pivotal to achieving the vision and aspirations of the country. Teachers are categorized into professional teachers and untrained teachers.
- 9.2** A teacher refers to a person who imparts knowledge, competencies, skills and attitudes to learners and has undertaken a recognized pedagogical training program and attained accredited certification. In a general sense, teachers can be categorized as trained or untrained teacher. A trained teacher is a person who meets the prescribed admission criteria to training, as provided for in the regulations, and has gone through a recognized and accredited training program, and attained accredited certification. An untrained teacher refers to a person who is engaged as a teacher and meets the prescribed admission criteria as provided for in the regulations and has the subject mastery for the purposes of becoming a teacher but has not undertaken pedagogical training program.
- 9.3** The objectives of teacher education programmes aim at developing communication skills, professional attitudes and values that equip teacher with the knowledge and ability to identify and develop the educational needs of the child.
- 9.4** Teacher education in Kenya is provided to meet the demands of the following levels of schooling: pre-primary, primary, secondary and tertiary. The institutions offering training include: ECDE centres, primary teacher education colleges, diploma teacher education colleges and universities. Pre-primary and primary teacher training courses focus on pedagogy and subject knowledge content. Secondary teacher training courses is provided in two models i.e. consecutive and concurrent models. In the consecutive model, the trainees undertake the subject area first and graduate with either Bachelor of Arts or Bachelor of Science degree and later undertake a nine month postgraduate diploma to make them trained teachers. In the concurrent model, the trainees study both the subject area and pedagogy at the same time and graduate with a Bachelor of Education. Both pre-primary and primary certificate and the diploma awards are examined by the Kenya National Examinations Council, while the degrees are awarded by the respective universities.
- 9.5** Secondary teacher courses concentrate on pedagogy and subject knowledge in two subject areas. In addition students are required to follow courses in theories of education. The balance of time allocated to theory and practice is a matter of debate, with the argument now moving towards a greater emphasis on teaching and teaching methods, leaving the more theoretical aspects of education to be addressed in post-graduate programmes. In TVET based subjects at secondary school level, professional teachers are trained at the Kenya Technical Teachers College and Moi University.
- 9.6** Many scholars have pointed to the questionable impact of much teacher training, arguing that working habits acquired by persons who become teachers in the early stages of their own schooling tend to stay with learners to some degree throughout their learning or teaching careers. The hardest element to change and the major challenge facing the profession concerns the changing instructional practices towards greater collaborative relationships between teachers and learners. Teaching and learning are what ultimately make a difference in the mind of the learner, and thus affect knowledge, skills, attitudes and the capacity of

young people to contribute to contemporary issues. Therefore, action needs to be taken to improve teaching and learning processes in Kenyan schools so as to develop an appropriately skilled human resource for the country.

**9.7** The general consensus is that Teacher Education in Kenya has not kept pace with developments that have occurred throughout most developed countries. The policy framework for teacher education needs strengthening. In the face of resource constraints, there are neither policies for the recruitment and career development of teacher educators as a specialized cadre within the teaching profession, nor is there a clear career and professional route to becoming a teacher educator.

**9.8** Currently, the minimum entry grade to pre-primary teacher education is D+ for certificate and C Plain for diploma, special needs education is 'C plain' for certificate and diploma, primary teacher training colleges is 'C' plain at KCSE, while students entering teacher training at universities is C+ and above .

### **Pre-school teacher education**

**9.9** The pre-school teacher education sector is faced with the following challenges:

- (i) The sub sector has diverse employers and the majority are not well remunerated resulting in high attrition rates and low morale;
- (ii) There is lack of recognition of the pre-school teachers by the TSC for the purpose of registration;
- (iii) Majority of teacher trainers in the teacher training institutions do not have teacher education training qualification;
- (iv) The initial teacher education curriculum for ECDE requires constant review to conform to current demands;
- (v) There are no proper procedures as at now for administering teacher education at the ECDE level in the country;
- (vi) There is a discrepancy between theory and practice in pre-primary teacher education. In theory, the curriculum trains teachers to cater for the total development of the child's personality. In practice, however, teachers are put under pressure to provide the child with the academic headstart needed for primary school learning;
- (vii) There is no clear career and professional route to becoming an ECDE teacher educator;
- (viii) Teacher educators receive no Continuing Professional Development at the ECDE level;
- (ix) Performance contracting has not been fully embraced in the pre-primary schools and
- (x) There is weak institutional based quality assurance.

### **Primary school teacher education**

**9.10** The primary school teacher education sector is faced with the following challenges:

- (i) There is no curriculum for teacher trainers for primary teacher training colleges.
- (ii) Majority of staff in the teacher training institutions do not have recent and relevant primary school teaching experience to keep them in sync with current practise.
- (iii)The initial teacher education curriculum primary school teachers require constant review to conform to classroom changing demands.



- (iv) There is no clear policy framework for teacher education at the primary level.
- (v) There is uncoordinated INSET training by stakeholders that is not linked to teachers' career development.
- (vi) There is an apparent emphasis by teachers to link INSET and career progression at the expense of professional development
- (vii) There is no clear career and professional route to becoming a teacher educator at the teacher training institutions.
- (viii) Although there have been changes in teacher training towards specialization, the bulk of primary school teachers are trained to teach all the subjects offered at primary school curriculum.
- (ix) There is a disconnect between the primary teacher training and pre-primary level and hence the problem of poor transition in lower primary.
- (x) The balance of time allocated to theory and practice is currently a matter of concern with the argument now moving towards a greater emphasis on teaching and teaching methods, leaving the more theoretical aspects of education to be addressed in post-graduate study.
- (xi) Due to the upgrading of some TTCs by tertiary institutions, this has led to loss of the initial mandate and decrease in access to teacher education.
- (xii) Teachers and teacher educators receive no induction or Continuing Professional Development. Indeed, there is lack of a coordinated Continuous Professional Development of teachers and teacher educators.
- (xiii) Recruitment of teacher educators in TTCs is on deployment basis and not on an established standard that evaluates their teacher educator training, specific classroom experience, competence and evidence of the capacity to train others.
- (xiv) The time allocated for pre-service is not sufficient for delivery of the specified curriculum content effectively.
- (xv) Arising from financial constraints, there is understaffing in primary schools.
- (xvi) Performance contracting has not been fully embraced in the primary schools.
- (xvii) There is weak institutional based quality assurance.

## **Secondary school teacher education**

**9.11** The secondary school teacher education sector is faced with the following challenges:

- (i) A number of the lecturers at the universities offering teacher training do not have teachers Trainer Education qualification and fewer have recent and relevant secondary school teaching experience. There is no proper preparation or training for teacher educators.
- (ii) The teacher education curricula at the university are not based on well researched needs assessment; hence do not address the teacher needs at secondary level.
- (iii) The concepts of initial and INSET in teaching profession are not well defined and teachers' career development.
- (iv) Due to the autonomy of the various university senates, there is no harmonization of the teaching profession, leading to differences in output of graduates in curriculum, teaching practice and delivery methods.

- (v) Under the centralized nature of admission to university by the Joint Admissions Board (JAB), majority of those who undertake university courses did not select it as a first priority and may not have passion for the teaching profession.
- (vi) The balance of time allocated to theory and practice is currently a matter of concern with the argument now moving towards a greater emphasis on teaching and teaching methods, leaving the more theoretical aspects of education to be addressed in post-graduate study.
- (vii) Teacher educators receive no Continuing Professional Development to enable them keep abreast with the dynamic changes in the sector.
- (viii) Performance contracting has not been fully embraced in secondary schools.
- (ix) There is weak institutional based quality assurance.
- (x) There is a weak link between teacher training colleges and higher education institutions, especially universities who train them.

### **Special Needs**

**9.12** The special needs teacher education sector is faced with the following challenges

- (i) Teacher educators have the subject matter but are not grounded in andragogy to train special needs teachers who are already in service.
- (ii) There is only one in-service training institute in the country based at the Kenya Institute of Special Education.
- (iii) The teachers who undertake the SNE training programme may not have the passion to handle children with special needs.

**9.13** To address the above challenges on teacher development, the government will adopt the following policies:

- (i) Establish teacher education and development standards, based on acceptable principles that will ensure optimal delivery of competency based education for the benefit of the learners.
- (ii) Modernize pre-service and in-service teacher training.

### **Strategies for Policy Implementation:**

**9.14** To implement and address these policies, the Government shall employ the following strategies:

- (i) Develop a well-defined criteria for employment of teacher educators and teachers.
- (ii) Introduce compulsory internships for teacher trainees for a specified period before registration.
- (iii) Develop a mechanism for attracting the best brains into the teaching profession to inject innovativeness in the teaching sector.

- (iv) Harmonize teacher training within the education training sector.
- (v) Develop mechanisms for rebranding the teaching profession.
- (vi) Develop a standard for appointment and deployment of teachers and teacher educators.
- (vii) Reform the teacher education curriculum to reflect the aspirations of constitution, and Vision 2030 with a shift to competency based approach.
- (viii) Upgrade the capacity of the existing teacher educators to meet the required standard
- (ix) Recognize the capacity and competencies acquired by teachers through continuous professional development.
- (x) Prepare at institutional level, an action plan for re-training, which updates teachers and provides regular re-training.
- (xi) Harmonize the teaching practice period for all teacher training institutions of the same level.
- (xii) Expand access in TVET teacher training especially at graduate level.
- (xiii) Rebrand special needs education to address the emerging issues.
- (xiv) Expand access to special needs education training through decentralization of training institutions to the counties.
- (xv) Develop a comprehensive policy on teacher education and development.
- (xvi) Undertake an in-depth study of teacher education focusing on improving the quality of teachers and teacher educators.
- (xvii) Develop and implement a comprehensive teacher education, management and professional development policy.
- (xviii) Review the scheme for all teachers and teacher trainers to develop their own personal CPD plan on a three year basis, and to monitor their performance and achievement on the basis of these plans.
- (xix) Make ICT a priority area for CPD for all teachers.
- (xx) Require all aspirant head teachers to have successfully completed an educational institutional leadership course in an institution recognized by the employer.
- (xxi) Build the capacity of teachers in developing and using school based assessment of learning achievements.

# CHAPTER TEN: TEACHER MANAGEMENT

## Introduction

- 10.1** Teacher management is classified into three main categories that is entry, maintenance and exit. The entry component includes assurance of the right persons entering the teaching service, registration and recruitment of teachers while maintenance entails deployment, remuneration, promotion, discipline and maintenance of teaching standards. Teacher exit entails management of teachers who leave the Commission. The Teachers Service Commission (TSC) was established in 1967 by an Act of Parliament, Cap. 212 of the Laws of Kenya. The Commission is charged with the responsibility of managing teachers in public education institutions, excluding universities. The Commission was established to bring all teachers under one employer with harmonized terms and conditions of service. Prior to TSC's establishment, different bodies including; Religious Organizations, Local Authorities, District Education Boards (DEBs) and the Central Government, employed teachers.
- 10.2** The Constitution of Kenya (2010) chapter fifteen article 248 established the TSC as a constitutional commission to undertake Teacher Management the following functions: to register trained teachers; to recruit and employ registered teachers; to assign teachers employed by the Commission for service in any public school or institution; to promote and transfer teachers; to exercise disciplinary control over teachers; to terminate the employment of teachers; to review the standards of education and training of persons entering the teaching service; review the demand for and the supply of teachers and advise the national government on matters relating to the teaching profession.
- 10.3** Under its Mandate, the Commission ensures the establishment and maintenance of a sufficient professional teaching force that is equitably distributed and optimally utilized in public education and training institutions. The Commission is also expected to play a regulatory role in the teaching service.

## Objectives:

- 10.4** The objectives of teacher management are as follows
- (i) Improve teacher registration and records management system;
  - (ii) Provide and maintain a sufficient and qualified teaching force for public education institutions;
  - (iii) Attain national equity in teacher distribution and optimal utilization;
  - (iv) Enhance efficiency in the management of public education institutions;
  - (v) Expand opportunities for career growth and progression for teachers;
  - (vi) Maintain discipline and integrity in the teaching service;
  - (vii) Enhance professionalism and quality standards in the teaching service;
  - (viii) Enhance efficiency and effectiveness in the management of the payroll and;

- (ix) Increase customer satisfaction.

### **Challenges in Teacher Management**

**10.5** The teaching profession has been experiencing a number of challenges. The management of teachers is faced with challenges in registration, recruitment, deployment of teacher and institutional administrators, promotion, capacity building, financing, discipline, maintenance of teaching standards and employee separation.

### **Teacher Registration**

**10.6** Teacher registration entails the verification of the qualifications and background information of the applicants. A qualified teacher is subsequently issued with a Teacher Registration certificate. This service area is constrained by inefficiencies in the registration process. Whereas there exists a legal provision regarding the registration of teachers, there is no proper mechanism to ensure that all persons involved in teaching are registered. This has led to a large number of persons who provide services as teachers remaining unregistered.

**10.7** To address this challenge of teacher registration the government will implement the following policy:

Register all trained teachers.

**10.8** To implement this policy the government will implement the following strategies:

- i. Enforce teacher registration as per Section 23 (2) of the TSC Act;
- ii. Establish online teacher registration and;
- iii. Register teachers as they graduate from teacher training institutions.

### **Recruitment**

**10.9** The overall goal of the Teachers Service Commission is to establish and maintain a sufficient and professional teaching service for public education institutions in the country. In this regard the Commission strives to live up to the aspirations of its vision and mission in pursuit of quality service to teachers and public education institutions. This recruitment is demand- driven, whereby vacancies are advertised in print media and prospective candidates apply to schools/districts of their choice.

**10.10** Although there is a surplus of trained teachers in many disciplines, there exist teacher shortages in public education institutions owing to financial constraints. This hampers the provision of quality education. The challenge to provide adequate teachers is exacerbated by the implementation of the Free Primary Education (FPE) and Free Day Secondary Education (FDSE) initiatives. This has resulted in an upsurge in enrolment at the primary and secondary school levels with obvious requirements for additional teachers.

**10.11** Moreover, establishment of new schools under CDF and LATF outstrips teacher recruitment. The country is also facing a shortage of teachers in specific subject

combinations in the Humanities, Kiswahili, Physics and Computer Studies. The challenge of shortage teachers in some specialized subjects is occasioned by the movement of the teachers to better paying jobs. Further, poor performance of sciences in secondary schools limits the numbers available for training.

**10.12** Weak linkages and inadequate collaboration with post-secondary teacher training institutions also lead to ineffective strategies in mapping out teachers' needs in the country. This has constrained effective delivery of the curriculum and consequently led to the poor performance by students studying these subjects.

**10.13** To address the challenge of teacher recruitment the government will adopt the following policies.

- i. Provide and maintain sufficient professional teaching force for all public basic education and tertiary educational institutions.
- ii. Establish and maintain a Teacher Management Information System.
- iii. Maintain a 5 years '*stay policy*' for all teachers on first appointment.
- iv. For teachers in hard to reach areas maintain and review incentives periodically.

**10.14** To implement these policies the government will adopt the following strategies:

- i. Create linkages with post-secondary teacher training institutions on matching supply of teachers of all subjects
- ii. Institutionalize alternative modes of curriculum delivery and explore new ones.
- iii. Recruit adequate number of teachers for all public educational institutions.

### **Teacher Deployment**

**10.15** This is the process of assigning teachers duties in stations where their services are required through postings, transfers, recruitment and placement of institutional administrators. Deployment of teachers aims at ensuring equitable distribution and optimal utilization of teachers; and providing qualified and competent managers to public education institutions.

**10.16** The main challenges in teacher deployment include:-

- (i) Stakeholders interference when carrying out teacher balancing and rationalization and resistance of transfers by teachers due to medical reasons including HIV AIDS and other terminal diseases, alcohol and substance abuse, marriage grounds and insecurity. There are also factors related to inequitable distribution of teachers, and influx of teachers in schools in urban regions, availability of infrastructure and differential house allowance.
- (ii) Teachers of optional subjects such as Home Science, French, German and Business Studies are under-utilized due to the low enrolment in the subjects. Similarly, teachers of Craft and Certificate TVET qualification holders are underutilized due to the higher qualifications required in educational and training institutions.

**10.17** To address these challenges the government will adopt the following policy:

Attain National Equity in teacher distribution and utilization.

**10.18** To implement this policy the government will adopt the following strategies:

- i. Conduct continuous teacher rationalization to attain equity and optimum utilization;
- ii. Develop mechanisms for sharing underutilized optional subject teachers between schools in same localities;
- iii. Rationalize the introduction of optional subjects in school curricula to ensure that optional subjects offered have adequate number of students;
- iv. Set minimum enrolment for new schools to qualify for TSC teachers with a view to ensuring optimal utilization of teachers;
- v. Establish mechanisms for attracting and retaining teachers in the teaching service;
- vi. Implement the reviewed staffing norms of 2005 and carry out periodic reviews of the norms for effective teacher utilization and;
- vii. Harmonize house allowance to create a level ground for all teachers.

### **Deployment of Institutional Administrators**

**10.19** Institutional Administrators here refers to Principals, Deputy Principals and Heads of Departments, Registrars and Deans. Heads of Institutions play a central leadership role in the management and development of education institutions. An institution “stands or falls by its head”. It is, therefore, important to identify and deploy competent administrators to enhance good performance in basic education and training institutions. The deployment of institutional administrators of primary and post primary institutions is guided by existing policies.

**10.20** In an effort to enhance professionalism in the selection and deployment of institutional administrators, the TSC has developed a criterion in which such teachers are identified through interviews. The main challenge in deployment of institutional administrators is stakeholders interference based on faith, nepotism and vested interest.

**10.21** Similarly, limited competence and capacity in managerial skills for educational administrators has led to under-performance since most heads are appointed without any post-basic training in management.

**10.22** To address these challenges, the government will adopt the following policy:

Enhance the efficiency and effectiveness of management of all public educational institutions through training of institutional administrators on governance.

**10.23** To implement this policy the government will implement the following strategies:

- i. Deploy institutional administrators based on merit and as per policy.
- ii. Provide pre and post deployment governance training to all institutional administrators

### **Teacher Promotion**

**10.24** Promotion of teachers is based on three (3) different Schemes of Service, namely, the Scheme of Service for Graduate Teachers; the Scheme of Service for Non- Graduate

Teachers and the Scheme of Service for Technical Teachers and Lecturers. Promotion of teachers is done through competitive selection and Teacher Proficiency Course (TPC).

**10.25** The main challenges in teacher promotion include:-

- i. Limited posts provided for in the budgets and hence only small percentage of those deserving can be promoted each year;
- ii. Allocations for the Teacher Proficiency Courses (TPCs) for the Non-Graduate Teachers are confined to 2.5 % per annum. This is not adequate in view of the large non graduate teachers managed by the Commission;

**10.26** To address these challenges, the government will adopt the following policy.

Expand opportunities for career growth and progression for teachers.

**10.27** To implement this policy the government will adopt the following strategies:

- i. Avail adequate budgetary provision to cater for promotion of teachers as per the existing schemes of service and Continuous Professional Development through INSET trainings.
- ii. Increase TPC funding to cater for 10% of Non-Graduate teachers from 2.5% in 2012.
- iii. Establish linkage with teachers' professional body in the promotion process.

### **Teacher Discipline**

**10.28** The objective of the discipline service is to enhance professionalism and integrity in the teaching service. This is achieved through enforcement of the Codes of Regulations and the Code of Conduct and Ethics for teachers. The discipline function in TSC is mainly performed through established discipline panels comprising TSC Commissioners and Secretariat staff.

**10.29** Indiscipline among teachers is caused by among others lack of knowledge of the employment terms and conditions of service; lack of basic skills in financial management; poor knowledge of the Code of Regulations for Teachers and Code of Conduct and Ethics. Measures have been put in place to enhance professionalism in the teaching fraternity, however, challenges still persist.

**10.30** To address these challenges, the government will adopt the following policy.

Develop mechanisms to enhance integrity and professionalism in the teaching service.

**10.31** To implement this policy the government will implement the following strategies;

- (i) Sensitize field officers on effective and efficient handling of discipline process
- (ii) Promote mechanisms for alternative forms of discipline resolution.



- (iii) Decentralize dispensation of discipline cases to the counties.
- (iv) Continuously sensitize teachers on integrity and professionalism in the service.
- (v) Build capacity of education administrators on financial management.

### **Teacher Quality Assurance and Standards**

**10.32** The provision of quality education to Kenyan learners is a central theme in the Kenya Vision 2030. The role of a teacher as a key player in this process has also been recognized. This places a premium on quality assurance matters in all aspects of teacher management process from training, recruitment and service delivery.

**10.33** There is need to create linkages with teacher training institutions and universities with a view to addressing emerging trends on teacher education. Furthermore, the TSC and other bodies involved in teacher training and management should be involved in curriculum design and development. There is need to develop a standard and framework for vetting teachers trained in foreign universities to determine their suitability for employment at various levels.

**10.34** The quality assurance function of teacher management is faced with various challenges that include: issues of continuous professional development and institutionalization of quality assurance and standards in education and training institutions.

**10.35** To address these challenges, the government will adopt the following policies.

- i. Enhance quality assurance and standards in curriculum delivery and governance.
- ii. Provide continuous professional development for teachers.
- iii. Institutionalize teacher performance appraisal system.

**10.36** To implement this policy the government will adopt the following strategies:

- i. Build capacity for institutional based quality assurance and standards;
- ii. Establish institutional based Quality Standard Management (QSM) in curriculum implementation and delivery through performance appraisal system and performance contracting;
- iii. Strengthen the capacity of teachers by establishing linkage with industry and other stakeholders in teacher training institutions and;
- iv. Develop standards for quality assurance in order to gain international competitiveness of teachers and educational institutions.

### **Employee Separation**

**10.37** Teachers engaged in teaching service serve under the employment of TSC throughout their careers. At the time of separation teachers are issued with retirement notices 1 year before the retirement date. Teachers then submit the required documents to the Commission for the purpose of processing pension claims. Such claims are processed within one month

upon receipt of the documents and subsequently submitted to the Director of Pensions for payment.

**10.38** The challenge in this area is that when claims are submitted to the Director of Pensions, a fresh process starts despite the fact that Treasury field officers from Pensions Department who are attached to the Commission had verified the same at source. The lengthy process is a duplication of effort and delays payment of final dues to the retirees for periods of up to two to three years. As a result, teachers keep on visiting TSC to make a follow-up of their retirement payments even when the documents have been submitted to Pension Department.

**10.39** To address these challenges, the Government will adopt the following Policy:

Institute mechanisms for paying teachers retirement benefits within 60 days from the date of retirement.

**10.40** To implement this policy, the government will employ the following strategies:

- (i) Give TSC some agency functions to process and pay pensions and other final dues relating to teachers;
- (ii) Link TSC to the Integrated Human Resource Management System established by Government to inject more efficiency in the processing of teachers' terminal payments and
- (iii) Transfer teachers from the current non-contributory pension scheme to a contributory scheme (superannuation).

### **Financing Of Teacher Management**

**10.41** The commission currently depends on the exchequer to provide funds for personal emolument of its employees and for operations and maintenance. Under article 249(3) of the Constitution of Kenya 2010, parliament is expected to allocate adequate funds to enable the commission perform its functions.

**10.42** The social pillar in the Kenya Vision 2030 singles out education and training as a vehicle that will drive the country into becoming a middle-income economy. However, the realization of this goal may be hampered by perennial shortage of teachers, brought about by the introduction of Structural Adjustment Programs (SAPs) that put a ceiling of teacher sat 235,000 (1998), introduction of free primary education(2002), free Day secondary education(2008) and construction of numerous schools through CDF and LATF. Even after the government lifted the ceiling in subsequent years, recruitment of additional teachers has depended on available of budgetary provision at a given financial year.

**10.43** As guided by article 6 (2) of Fiscal management Act (2009), the government will;

- (i) Maintain a wage policy that is sustainable, attractive, not wasteful pegged to the size and school enrolment while ensuring retention of competent staff and
- (ii) Ensure a reasonable degree of future predictability about the level and stability in personal emoluments.

**10.44** The Challenges in financing teacher management include:

- (i) Inadequate budgetary allocation and lack of a sustainable strategy towards the recruitment of teachers.
- (ii) Recruitment of additional teachers has not been matched with improved access to education as a result of FPE and FDSE
- (iii) There has been a significant increase in the number of teachers attaining higher qualifications. Upon graduation, they are expected to be promoted as per the existing schemes of service causing a spiral increase in the wage bill.
- (iv) Inadequate resources for continuous professional development of teachers in service.

**10.45** To address these challenges, the government will adopt the following policies:

- i. Develop a framework for opening of new schools and the expansion of the existing ones to be in tandem with the budgetary provision for teachers.
- ii. Establish comprehensive teacher projections and recruitment plans that are linked to the school enrolment trends and other prevailing socioeconomic dynamics.

**10.46** To implement these policies the government will employ the following strategies:

- (i) Provide adequate budgetary allocation towards the recruitment of teachers for primary and post primary institution to match the expansion in enrolment;
- (ii) Align the opening of new schools and expansion of existing ones to available resource allocation by treasury on additional teacher requirements;
- (iii) Implement cost effective measures in the utilization of existing teachers that include sharing of teachers teaching optional subjects and regularly reviewing the teacher staffing norms at all levels and
- (iv) Establish and strengthen the Public Private Partnership and engage more development partners in financing of Continuous Teacher Development Programmes.

# **CHAPTER ELEVEN: PLANNING, IMPLEMENTATION, MONITORING AND EVALUATION**

## **Planning of basic Education**

- 11.1** Deepening decentralization of the management of basic education services requires that the scope of authority at each level of management be well defined and that the requisite data and information management system is established for effective education planning. Currently, most aspects of basic education planning are performed at the national level with district and local level offices responsible for implementation. Under a decentralized system, the role of the County Education Boards in basic education, planning will be enhanced with Education Planning being institutionalised through the introduction of planning functions at the county level. Requisite Human Resource Capacity building as well as financial resources will support this process, and will be achieved through a programme of training procured through an open tender process.
- 11.2** As observed in the Sessional Paper No. 1 of 2005, Education Planning and Management would be more effective were an efficient Education Management Information System (EMIS) available; one which provides a smooth flow of information to policy makers, planners, managers and other stakeholders at all levels of education. Currently, information and communication to and from headquarters to the Counties, district and school levels is normally through letters and circulars sent by post or by faxes thus causing delays in decision making and follow-up actions. The education ministries lack an effective EMIS while electronic networking is very limited. Effective education management and planning using e-systems will need to be enhanced so that county and national headquarters are linked electronically. This shall be accompanied by a programme of capacity building for officers in relevant data management systems.
- 11.3** At present data on school enrolment, facilities, teachers and other educational personnel is collected on paper at the school level and send to the district level for partial processing. Speedy analysis of this data is constrained by lack of capacity at the headquarters and when fully done, it is either too late or not adequately disseminated at the headquarters, to the field offices and SAGAs. A similar challenge exists with regards the availability and dissemination of up-to-date data within the two education ministries, TSC and SAGAs.
- 11.4** The linkage between the provision of education facilities and spatial planning is weak, restricting the ability to engage in micro planning and integrating education needs in different parts of the country and the demand for education services into a coherent plan. Such a plan would provide a platform for ensuring that provision of education in Kenya is managed sustainably and equitably. A spatial framework employing GIS technology shall be used to anchor the implementation, monitoring and evaluation of education policy.
- 11.5** Education planning at the national level is currently facilitated by the Central Planning and Project Monitoring Unit (CPPMU) in the Ministry of Education. The Central Planning and Project Monitoring Unit is staffed by a few economists who are overwhelmed by education planning work. The functions of the CPPMU include Information Management, Budgeting, Strategic Planning, and Policy Formulation, undertaking Feasibility Studies and Monitoring and Evaluation. In a sector as wide as education, the services of the CPPMU are

spread very thinly thereby reducing the impact of its work. The absence of institutional Strategic Plans, and Provincial, District and School Development Plans demonstrate this weakness, and justifies the establishment of a cadre of Education Planning Professionals.

**11.6** With devolution, there will be an increase in the number of basic education managers and stakeholders involved in the management of education institutions. As a consequence, it shall be necessary to decentralise certain planning functions to the county and school level. Roles and functions of these various actors in the sector shall need to be clarified to ensure that planning, management and accountability in the sector is efficient. Currently, decision-making in education and training management is highly centralised at the ministry headquarters with limited capacity at district level where actual education and training and management services are delivered. This situation will be reversed by undertaking a staffing and skills needs analysis at national and county level, and, where necessary, transferring Education Officers to the County level offices.

**11.7** To address these planning challenges, the Government will implement the following policies:

- (i) Rationalise basic education management systems and structures at national and county levels.
- (ii) Institutionalise research in basic education to inform planning

**11.8** To implement and address these policies, the Government will employ the following strategies:

- (i) Develop a comprehensive framework and modalities for decentralizing basic education functions, human and financial resource management as well as decision-making authority to the county and institutional level management bodies;
- (ii) Establish a national mechanism for consultation and co-ordination of various providers of basic education services for the purpose of ensuring harmony in education planning and provision of services at all levels;
- (iii) Strengthen education planning at national, county and institutional levels;
- (iv) Undertake capacity building in data management at the national, county and institutional levels;
- (v) Entrench education planning in the education law;
- (vi) Establish guidelines for the registration of basic education institutions to ensure that construction of schools is linked to current budgetary allocation and address the trend of un planned school construction and consequent staffing of un planned schools;
- (vii) Develop an effective and harmonised education data management system for the county and institutions;
- (viii) Develop and institutionalise an efficient financial management system for education; customised for at national, county and school levels;
- (ix) Establish a cadre of Education Planning Professionals for the education sector;
- (x) Establish national EMIS system with decentralised electronic data management, processing capacity;
- (xi) Enhance capacity building programmes in collaboration with relevant institutions;

- (xii) Harmonize and link the collection and processing of education statistics framework at County and Ministry and Agency levels with the National Integrated Monitoring System;
- (xiii) Establish a National Education Board;
- (xiv) Establish County Education Boards;
- (xv) Rationalize staffing at the national level.

## **Monitoring and Evaluation**

**11.9** The Government faces challenges with regards Monitoring and Evaluation (M&E). Government ministries and districts have not fully embraced M&E, and there is a general lack of appreciation and a positive attitude towards monitoring and evaluation. Monitoring activities have not been harmonized resulting in duplication of effort, an inefficient use of resources, and an inadequate appreciation of monitoring and evaluation results. Funding for M&E is also challenge within the government. Schools and districts are not well sensitized to the importance of providing reliable and credible data. However Instances of exaggerated enrolment figures have been detected. Establishing an accurate baseline upon which to measure changes in the quality of education services being provided is an on-going challenge while the number of personnel with technical competencies and skills in M&E is limited. The other challenge is the stand-alone M&E system within the Ministry and Government as well as lack of standardized questionnaires.

**11.10** To address these challenges the Government will adopt the following policy:  
Develop and mainstream standard M&E system at the national, county and institutional level.

**11.11** To implement the above policy the Government will employ the following strategies;

- (i) Develop a national Monitoring and Evaluation (M&E) strategy and link it with the National Integrated monitoring and evaluation framework.
- (ii) Standardize Monitoring and Evaluation procedures.
- (iii) Build capacity of personnel at national, county and institutional level.
- (iv) Establish a sustainable M&E funding mechanism.
- (v) Strengthen the co-ordination process to avoid duplication of efforts.
- (vi) Strengthen the process of obtaining comprehensive baselines linking all M&E activities to the Education Management Information Systems (EMIS).
- (vii) Introduce centralised information tracking system and complementary reporting systems to improve data gathering and the dissemination of results.
- (viii) Develop and implement a score card system on key basic education indicators (on access, equity, participation, internal efficiency, and learning achievements, among others) for monitoring at various levels; institutional, county and national.

## **CHAPTER TWELVE: FINANCING AND RESOURCE MOBILIZATION**

- 12.1** Public spending on education and training increased from Ksh.92.6 billion in 2005/6 to Ksh.160 billion in 2009/10; accounting for 28 percent of the aggregate public expenditure in 2005/6 and 26 percent in 2009/10. The country's education expenditure as a percentage of GDP remained fairly constant, ranging from 6.1% in 2005/6 to 6.4 % in 2009/10. Recurrent spending, predominantly administration and teachers' salaries, accounted for 91% of education sector public spending in 2009/10.
- 12.2** The unit public spending at secondary education was 3.8 times higher than that of primary education in 2010 and constituted 58 percent of the GDP per capita. Technical and university education public unit spending were 8 times and 14 times higher than that of primary education; respectively. Public spending per capita at Technical and university education were 124 and 214 percent of the GDP per capita which was about Ksh.56,267 in 2010 at market prices. These costs exclude the off-budget expenditures such as household spending on education and off-budget financing by development partners and Non-Government Organisations. These disparities shall be addressed.
- 12.3** Although low income groups benefit more from primary education expenditures, they benefit the least from investments at secondary and tertiary education compared to high and medium income groups. The gains for poorest quintile at primary level are estimated at 24.7 percent; 9.5 percent for secondary and 1.9 percent for tertiary education. Gains for richest quintile are 27.2 percent and 70 percent, at secondary and tertiary education respectively. This points to the need to increase access to post primary education among low income groups in order for education and training to play a more significant role in poverty reduction and to address income inequalities, and ensure sustainable development and in developing high technology skills identified in Kenya Vision 2030.
- 12.4** Despite the introduction of FPE and FDSE, 1.9 million primary school age children and 2.7 million secondary school age children were out of school in 2009 (2009 Census). This was mainly because school managers in both public primary and secondary school levels re-introduced levies. These levies comprise of PTA charges, extra tuition charges, examination fees, sports fees and boarding fees, among others. All these off-budget expenditures add to the high cost of schooling in Kenya. Fees in private education institutions are high when compared to public education institutions, yet increasing numbers of parents are sending their children to private schools; arguing that quality is better and teacher absenteeism lower.
- 12.5** Co-ordinating the mobilization of resources in the sector is a challenge. Physical infrastructure development especially those funded through decentralized funds such as the Constituency Development Fund (CDF) and Local Government Transfer Fund (LATF) is not clearly linked to central government spending and recurrent sector spending. This has resulted in the emergence of small and unviable schools in some localities, many without qualified teachers or with limited numbers of teachers.
- 12.6** In view of the above, financing and resource mobilisation of education and training will be guided by the principles of affordability; needs-based resource allocation including capitation grants; efficiency in resource utilisation; partnerships; strong decentralised financing and accountability systems; and effective coordination. Overall, education and training financing sources will include financial outlays by central and county governments,

private sector providers of educational services, religious organizations, civil society, foundations, the private sector and Non-Governmental Organisations; households, communities and other stakeholders.

- 12.7** The envisaged expansion of the education sector also assumes an increased participation by the private sector in the provision and financing of education particularly at the primary and secondary. The government shall develop and implement a policy framework that promotes private investment across all levels of education. It shall also improve and facilitate private school registration as well as learn from the private sector on how to inculcate the culture and practice of quality assurance and supervision. The aim will be to remove constraints and to facilitate on private participation in education while maintaining quality standards, and to make private education more attractive to private investors.
- 12.8** The government shall uphold the overall policy for quality improvement but will aim to reduce the cost of education to households through the provision of teachers, teaching and learning materials and grants to schools to cover operational and maintenance expenses under FPE and FDSE policy. Needs-based capitation grants shall be allocated to learners in ECDE, primary, secondary, special needs education, adult education and not-for-profit non-formal schools that meet set criteria.
- 12.9** The building of new schools/classrooms and the rehabilitation and maintenance of existing facilities will continue to be the responsibility of the (central and county) government, communities and households. Community and household support will be based on agreed guidelines and aimed at reducing the cost burden of education on communities and households.

### **Pre-Primary**

- 12.10** The Fourth Schedule, on the Distribution of Functions in the Constitution of Kenya (2010), allocates the responsibility of planning and development of Pre-Primary, village polytechnics, home craft centres and childcare facilities to County governments. The National Government shall retain responsibilities for policy, standards and curriculum development, even where implementation is undertaken by county governments. The constitutional requirement making Pre-Primary (4-5 years) part of basic education sub-sector will require increased investment in infrastructure and personnel to cater for increased demand. Currently over 60 percent of the existing public primary schools share some facilities with their respective pre-primary units. Consequently, responsibility for financing this sub-sector as part of basic education shall be borne by both the Central and County governments.
- 12.11** A challenge facing Pre-Primary service provision is that most teachers are untrained and where teachers have been trained, they are employed on very low salaries. In the Sessional Paper No. 1 of 2005, the government was to have integrated Pre-Primary into basic education but this policy was not fully implemented, and most Pre-Primary development has come from private initiatives. Pre-Primary structures are mostly semi-permanent, local or church halls or any other building which the local communities accept as suitable. However, few premises have been inspected and the consensus view is that many Pre-Primary premises fail to meet minimum education standards. The sector generally lacks adequate learning and teaching materials, especially books for use at the early age. There is no



evidence that operators of Pre-Primary centres consider the needs of children with disabilities. DICECE resource centres in the country are few and are ill equipped. More so, the EARCs identify children with SNE at primary level leaving out those at ECDE level.

**12.12** To address these challenges, the Government will adopt the following policies:

- (i) Mainstream Pre-Primary into basic education and ensure automatic transition from Pre-Primary to primary education;
- (ii) Promote increased private sector financing of Pre-Primary services;

**12.13** To implement the above policies, Government will employ the following strategies:

- (i) Provide Pre-Primary capitation grants based on the unit cost of providing such services at this level;
- (ii) Review specific standards for school inputs including teachers; teaching and learning materials and capacity building;
- (iii) Continue to provide resources for infrastructure;
- (iv) Review Pre-Primary policy, standards and regulations with a view to arriving at clear instruments and articles governing the Pre-Primary sub-sector;
- (v) Strengthen partnership for the development of Pre-Primary services through a number of incentives to private investors;
- (vi) Identify and allocate capitation grants for children with special needs and plan for special Pre-Primary Centres that would offer services to such children;
- (vii) Promote nutritional and health programmes at Pre-Primary Centres in collaboration with the line Ministries of Health, agriculture and other stakeholders;
- (viii) Mobilise funding for the introduction of appropriate ICT skills, which support play and psycho-motor development across all Pre-Primary centres;
- (ix) Expand and equip Early Childhood Development Resource Centres especially at county level.

## **Primary**

**12.14** At the primary level, the government shall continue to cover the cost of teachers' personal emoluments, non-salary costs, teaching and learning materials and other operating costs; but shall hold officers and teachers accountable for this investment. Parents will meet other indirect costs, including uniforms.

**12.15** However, the sub-sector faces challenges including; resource mismanagement, poor infrastructure, misprocurement, failures in monitoring, maintenance and equipping schools; all of which will require considerable financial investment to remedy. Equally challenging is the need to improve the efficiency of the sub-sector, not least to ensure the application of

efficient staffing norms, improved value added from teachers, cutting the levels of teacher absenteeism and improving the quality of teaching and learning outcomes. The continued existence of child labour and the failure of schools to report such practices to relevant authorities further constrain access and completion while making schools less cost-effective.

**12.16** To address these challenges, the Government will adopt the following policies:

- (i) Continue to provide teaching and learning resources for free and compulsory primary education for all children;
- (ii) Continue to provide resources for infrastructure
- (iii) Establish a cost-effective system of sustainable financing of primary education.
- (iv) Encourage and mobilise Non State Actors (NSA) to invest in education services.
- (v) Invest in more ICT as instructional resource as well as a management tool.
- (vi) Continue to fund school meals, health and nutrition programme
- (vii) Support low-cost boarding schools in ASALs
- (viii) Review unit cost after every 5 years in line with MTEF

**12.17** To implement the above policies, the Government will employ the following strategies:

- (i) Finance primary education through the provision of teachers; teaching and learning materials, operational costs and capacity building of teachers;
- (ii) Develop a Financial Management System for schools to capture both budgetary and off-budget resources in schools;
- (iii) Ensure budgetary allocations to schools are on the basis of identified individual school needs and unit cost;
- (iv) Review unit cost after every 5 years to take into account emerging issues in the sector and inflationary tendencies;
- (v) Review the current norms on ideal school size and to increase it to at least 160 pupils, with at least 25 pupils per class or 160 pupils per school within the first year of establishment.
- (vi) Provide education services based on learning needs and the unit cost of providing such services at this level;
- (vii) Ensure that the development and maintenance of infrastructure is well coordinated and linked to the recurrent budgetary provisions; both by central government, county government and decentralized funds;
- (viii) Implement enrolment based staffing norms; with high potential schools receiving teachers on basis of 1:45 pupils and 1:25 pupils for low potential areas;
- (ix) Use school mapping and demographic data in planning and provision of education, including and establishing new schools;

- (x) Offer structured training to all head teachers and members of school management committees/boards in accountancy and procurement management, backed by well-trained support staff;
- (xi) Change the composition of school procurement committees to include members of the SMC with the Chair not being the same person as the Chair of the SMC;
- (xii) Ensure full enforcement of teacher absenteeism disciplinary measures as in the Code of Regulations in order to improve efficiency in teacher resource utilisation in schools
- (xiii) Integrate sanitary towels costs into FPE capitation grants to schools for girls who require them;
- (xiv) Review financing of Primary Education to ensure that FPE becomes sustainable;
- (xv) Mobilise funding for the introduction of ICT across all primary schools;
- (xvi) Float Bonds for financing primary education; and
- (xvii) Develop an incentive plan for Non State Actors to invest in education.

### **Special Needs Education**

**12.18** Financing of Special Needs Education (SNE) still remains a challenge to the Government. The Government spends 0.2 percent of the total education budget on special education, which is inadequate. Consequently, most of the financing comes from civil society, particularly local and international NGOs. In view of the Constitution of Kenya (2010), its commitment to international protocols on the rights of children and its commitment to the EFA goals, a framework incorporating the financing requirements of special education will be established.

**12.19** There is a shortage of specialised teachers and other support staff; children and youth with severe special needs continue to be excluded from school due to the inability of regular schools to meet their physical and educational needs. Identification of children with special needs remains problematic, while the Education Assessment Resource Centres (EARCs) have inadequate specialized equipment and human resource to discharge their services effectively. Additional costs associated with children with disabilities, such as medical treatment, special diets and assistive devices raise the unit cost of special education. Inappropriate infrastructure, inadequate facilities and lack of equipment compound the difficulties being faced in this area. While the government subscribes to the policy of inclusion in education, it acknowledges that integration of all children with special needs in regular education and training programmes is professionally unachievable.

**12.20** To address these challenges, the Government will implement the following policies:

- (i) Provide instructional materials and equipment and offer incentives for local production of such materials and equipment.
- (ii) Provide infrastructure and facilities.
- (iii) Rehabilitate and strengthen education assessment resources centres (EARCs) as well as assessment programme.

**12.21** To address the policies, the government will implement the following strategies:

- (i) Enhance and continue disbursing capitation grants to special schools and units; procure specialised instructional materials and equipment in addition to the capitation.
- (ii) Provide incentives for local production of specialized equipment and instructional materials.
- (iii) Disburse operational grants to EARCs to enable the staff carry out assessment, placement and community mobilisation and other outreach activities.
- (iv) Enhance the capacities of the Kenya Institute of Special Education (KISE) and universities which offer training programmes for special needs education teachers across all levels.
- (v) Adequately fund and resource these institutions.
- (vi) Improve SNE data management system and integrate it into the EMIS at National and County levels;
- (vii) Provide specialized instructional materials, equipment, assistive devices and appropriate ICT software and hardware to institutions with learners with special needs;
- (viii) Improve the physical and social environments in learning institutions;
- (ix) Develop and fund programmes to create public awareness and advocacy on SNE mainstreaming into the education programmes across all levels.
- (x) Provide sanitary towels for girls

## **Secondary Education**

**12.22** Secondary School Education is currently financed through capitation grants from Government under the Free Day Secondary Education programme and boarding user fees by households. The private sector, Faith Based Organizations (FBOs), NGOs and Community Based Organizations (CBOs) invest in secondary schools and complement school construction by the Government. Due to the high cost of funding public secondary education in Kenya, which accounts for 23% of the total education budget, sustainable financing investment strategies, including for the delivery of technical subjects, will need to be pursued to allow the sub-sector to expand to meet demand.

**12.23** Other direct fiscal challenges facing the secondary sub-sector include:

- (i) Low transition rates from primary to secondary school level. In 2009 and 2010, the admission rate was recorded at 62 percent and 66 percent, respectively, or 34 percent of pupils completing primary education are not progressing to secondary education – get recent data.

- (ii) The coexistence of over-utilisation and underutilization of resources with the pupil teacher ratio of 24:1 against the national pupil teacher target of 35: 1 and low teacher workloads (up to 18 contact hours a week). Class sizes are even lower in some areas and there is the emerging challenge of small schools in some regions, we should be talking of Curriculum Based Establishment.

**12.24** To address these challenges, the government will implement the following policies:

- (i) Continue to provide resources for free day and compulsory education
- (ii) Continue to provide resources for infrastructure
- (iii) Establish a cost-effective system of sustainable financing
- (iv) Encourage and mobilise Non State Actors to invest in education services
- (v) Invest in ICT as an instructional and a management tool
- (vi) Provide resources for equipment, teaching and learning materials as well as infrastructure for 100% transition from primary to secondary
- (vii) Review the unit cost every 3 years

**12.25** To address the above policies, the government will implement the following strategies:

- (i) Develop and institutionalise the use of a linked in school-County-Headquarters Financial Management Information System to capture both budgetary and off budget financing (including user fee charges) to the sector while empowering parents and community members to make better choices and participate more effectively in school financial management.
- (ii) Improve access to secondary education through reduction of unit costs at secondary education and the introduction of automatic progression and transition through the various grades and levels.
- (iii) Review the current norms on ideal secondary school size to at least 150 pupils; and at least 25 pupils per class or 150 pupils per school within the first year of establishment.
- (iv) Adopt cost effective resource allocation standards including class sizes of 45 students; PTR of 1:35; and for each school to have at least 3 streams per class for effective resource utilisation.
- (v) Increase capitation grants for secondary school students in line with inflation.
- (vi) Target day schools for the expansion of secondary education.
- (vii) Provide sanitary towels for girls who require them.
- (viii) Target secondary school bursaries from the Ministry of Education for poor and vulnerable children in public schools through Country Education Boards. Beneficiaries shall be identified from primary school level and provided with full support for secondary education.
- (ix) Improve the management, monitoring, targeting and effectiveness of decentralized bursary funds.
- (x) Expand secondary school entry to at least three streams per school to ensure better utilization of teachers.

- (xi) Where necessary, construct additional facilities to cater for the envisaged reforms.
- (xii) Strengthen school inspection and quality assurance services to ensure compliance with contracts and quality norms.
- (xiii) Ensure full compliance with the fees guidelines.
- (xiv) Reform teacher training policy to ensure teachers are trained to teach at least two specialist subjects.
- (xv) Explore other cost effective modes of secondary education delivery including distance learning and use of ICT.
- (xvi) Improve the special assistance scheme and affirmative action policies for the needy students.
- (xvii) Ensure effective co-ordination and implementation of all projects in the sector.
- (xviii) In Arid and Semi-Arid Lands (ASAL) expand provision of boarding and mobile schools, which shall be subsidized by the government.
- (xix) Consider raising Bonds for financing secondary education.

## **Adult and Continuing Education**

**12.26** Adult and continuing education is currently financed through government revenue under recurrent and development funds. Adult and continuing education is a shared responsibility, by the private sector, faith based organizations, NGOs, and community based organizations which complements government efforts in financing ACE programmes. Many ACE centres are run by ACE non-state investor. The sub-sector has been receiving less than 1% of the total national education budget contrary to the international recommendation of 6% as per the Belem Framework. The international benchmarks by UNESCO propose that 3% of the total education budget be allocated to ACE programmes. This under funding and inefficiency has inevitably yielded poor results in implementation, monitoring and evaluation. Therefore, there is need to put in place sustainable financial investment strategies to enhance participation, expand access and improve quality of ACE programmes. The programme is also faced with challenges of understaffing, poor infrastructure and capacity building.

**12.27** To address these challenges, the government will adopt the following policies:

- (i) Allocate at least 3% of the education budget to adult education programmes.
- (ii) Increase enrolment of adult learners by 50% by 2015.

**12.28** To implement and address these policies, the government will employ the following strategies:

- (i) Enhance funding of the ACE at basic education level
- (ii) Refurbish and complete the stalled projects in the Multi-Purpose Development Training Institutes (MDTIs).
- (iii) Establish continuing education classes at secondary level.
- (iv) Institutionalise adult teacher education.
- (v) Provide teaching/ learning/ materials for adult learners
- (vi) Establish infrastructure in all ACE centres.

## **CHAPTER THIRTEEN: PUBLIC-PRIVATE PARTNERSHIP IN EDUCATION AND TRAINING**

- 13.1** Kenya currently invests 6.4% of GDP annually on education or, approximately Ksh 160 billion per year. This heavy investment is borne largely by Government alone. One important policy option is partnership between the Government and non-public providers of education and training that can help reduce levels of public financing. Public-Private Partnership (PPP) has been adopted widely internationally over the last two decades to enable governments to obtain greater value for their investment in education. This was acknowledged in chapter ten of the Sessional Paper No. 1 of 2005.
- 13.2** Government recognises that without a working partnership on financing education, it will be hard to address the problems of access, equity, quality and the current heavy household financial burden in education. The PPP can take various forms from direct investment by the private sector either for the establishment of an institution or in support of one or more. It can also involve government and private institutions partnering to provide investment for specific educational purposes, as for example, support for ICT. In other forms it is based on the simple logic that if governments can obtain better value than it can for their investment in education using public sector providers, then it should shift some of its resources to buying some of these services from the private sector.
- 13.3** The challenge faced by Government is to establish an environment conducive to facilitating partnerships between Government, household and local communities, industry and commerce, private sector providers of educational services, NGOs and foundations. Government acknowledges that encouraging investment from the private sector is a complex business, but it believes that removing the constraints on private participation in education, especially in the areas of school financing and land acquisition, by giving incentives designed to make private education more attractive to investors and by creating a facilitative regulatory environment, significant progress can be made.
- 13.4** Providing incentives to encourage the Growth of Private Sector Education remains a government commitment. An incentive is a catalyst for development or an investment in the future and could include tax incentives, VAT and Stamp Duty relief and the provision of low interest 'start-up' loans. Land availability and cost, especially in urban areas is a major disincentive to potential investors. Another area where international education investors face challenges concerns their legal identity as international schools, while obtaining work permits for key staff has been a constant challenge. Government will address this.
- 13.5** The government is committed to ensuring quality and relevance of provision of basic education, as well as how to improve efficiency of public spending in order to meet the demand for education at all levels. It is obvious that every child educated in the private sector and not taking up a free place entitlement releases valuable educational resources in the state sector. This means smaller and better-resourced classes in state schools.
- 13.6** To address these challenges the government will implement the following policy:

Adopt and operationalize a public-private partnership (PPP) framework for the Education Sector in Kenya.

**13.7** To address the above policy, the Government will adopt the following strategies:

- (i) Undertake a study of PPP in Kenya and establish effective ways of facilitating and fostering PPP in the education sector.
- (ii) Develop a PPP regulatory and development framework.
- (iii) Prioritise the creation of a revolving capital fund for lending to Educational entrepreneurs at a marginal interest rate, and other innovative funding initiatives including the introduction of an Education Bond.
- (iv) Float sovereign Bonds to support the funding of the sector.
- (v) Build capacity of education staff on PPP.



## **CHAPTER FOURTEEN: LEGAL FRAMEWORK**

**14.1** Education and Training in Kenya presently has its legal basis in the Education Act of 1968 (revised 1980) and other related Acts of Parliament, including the TSC Act, the KNEC Act, the Adult Education Act, and various Acts and Charters for universities. However, the Education Act of 1968, and related Acts are not harmonized, and are no longer adequately responsive to the emerging environment created by the Constitution (2010) or to Kenya Vision 2030.

### **The Constitution**

**14.2** The Constitution of Kenya (2010) provides for a number of education related provisions embodied in the Bill of Rights. More particularly, the constitution makes the following key provisions as regards education: It guarantees the Right to Education for everyone under Article 43; every child has a right to Free and Compulsory Basic Education under Article 53 (b). Children are to be protected from abuse, inhumane treatment and violence under Article 53(1) (d). Youth are entitled to government measures which include affirmative action to ensure that they have access to relevant education and training, access to employ and protection from harmful cultural practices and exploitation under Article 55.

**14.3** Every matter involving the child must take into consideration the best interest of the child as required by Article 53(2). Persons with disability have a right of access to appropriate education institutions and facilities under Article 54. The constitution also provides that minority and marginalized groups are to be provided with special opportunities in the educational and economic fields (Article 56(b)).

**14.4** The Fourth Schedule (Parts 1 & 2) on the distribution of functions between the National and County governments gives the National Government the mandate over education policy, standards, curricula, examinations, university education and the granting of university charters, tertiary education and institutions and other institutions of research and higher learning. It also has the mandate for primary education, special education, secondary education and the promotion of sports and sports education. The County governments have mandate over pre-primary education, village polytechnics, home-craft centres and childcare facilities.

### **International Conventions**

**14.5** By virtue of Article 2(6) of the Constitution, treaties or conventions ratified by Kenya are to form part of the law of Kenya. Accordingly, a number of conventions relating to education which Kenya has ratified, form part of the education legal framework of the country.

**14.6** Kenya has ratified two key regional conventions which make provision for education. These are; the African Charter on the Human and Peoples' Rights, Article 17, which provides that every individual shall have a right to education; and the African Charter on the Rights and Welfare of the Child, Article 11, which provides detailed provisions on the right to free and compulsory basic education for the child and, state's obligation towards that right.

**14.7** Of the UN Conventions, Kenya has ratified the International Convention on Social and Economic Rights, Article 13, which declares the recognition of the right of all to education and the objectives thereof, and the Convention on the Rights of the Child, Articles 28, 29 and 30, which secure the rights of a child to free and compulsory basic education.

### **Legislation to be implemented**

**14.8** The provisions on education under the constitution and international conventions cannot by themselves adequately facilitate the provision of education and training in the country. Further legislation will have to be passed in order to bring the principles to fruition.

**14.9** Some existing laws governing education are not aligned with the Constitution and the socio-economic needs of the country. For example, the expanded role of parents and communities through the establishment of PTAs, in education management and financing, the role of civil society organizations such as NGOs in the provision of education especially, in pre-primary, primary and non-formal education sub-sectors as well as the roles of international and private providers of education and training.

**14.10** The Education Act (1968) assigns the management of secondary schools to BoGs and primary schools to SMCs without giving any role to parents through PTAs and communities in the management of schools and resources.

**14.11** The Teachers Service Commission Act (1967) established a highly centralized system of teacher management, which allows limited decentralization through agency to PDEs, DEOs and MEOs for deployment and disciplining teachers. In order to align TSC functions to the Constitution, it will be necessary to decentralize them. The TSC Act (1967) will be repealed and the revised version enacted in line with the Constitution.

**14.12** In order to address these challenges, the government will adopt the following policy:  
Enact a new Education Act.

**14.13** In order to implement the this policy, the government will adopt the following strategies;

- (i) Repeal all the relevant Acts of Parliament on education and training with a view to harmonising them, facilitating a clear division of roles and responsibilities and providing for:
  - a. resolving of existing conflicts in related Acts;
  - b. re-defining the existing structures to develop and promote education;
  - c. re-orientating of existing structures to embrace the demands of Kenya Vision 2030 and the Kenya Constitution (2010);
  - d. closing of identified gaps;
  - e. developing a comprehensive Education and Training legal framework which defines the roles and responsibilities of all players and stakeholders;
  - f. providing sanctions against persons and/or bodies and institutions contravening the demands of the constitution;
- (ii) Develop a responsive education strategic and implementation plan and financing framework.

- (iii) Identify and indicate the roles of different actors in the provision of education and training services at all levels particularly, the Government, parents/community, sponsors and the private sector.
- (iv) Decentralize operational functions and vest authority and decision-making in management bodies at all levels of service delivery in the education and training sector.
- (v) Establish an independent National Standards and Quality Assurance Commission in the provision of basic education services.
- (vi) Ensure that the Ministry and national education bodies have their duties and services effectively devolved to the county level.
- (vii) Create an enabling legal environment to facilitate public-private partnerships inter alia by, for example, defining international, faith and other types of school.

## **SECTION THREE: TECHNICAL VOCATIONAL EDUCATION AND TRAINING**

### **CHAPTER FIFTEEN: TVET SECTOR IN KENYA**

#### **Introduction**

**15.1** Technical Vocational Education and Training (TVET) refers to a range of learning experiences which are relevant to the world of work and may occur in a variety of learning contexts including education and training institutions and workplaces. The main focus of this policy is to realize a Kenyan workforce trained and certified to international standards, stimulating employment, creating investments, contributing to the improved productivity, competitiveness and prosperity of individuals, enterprises and the nation. The policy further seeks to provide quality and inclusive TVET, especially to disadvantaged groups including learners with disabilities and marginalized and rural populations, improve gender equality. The policy also seeks to develop and strengthen TVET teaching standards at all levels to reflect realities in industry.

#### **TVET Philosophy**

**15.2** The TVET philosophy is based on national development agenda and in particular, Vision 2030. It is also focused on providing skills that meet the workplace as well as self-employment. Tertiary education, including TVET, is premised on the principle “education and training for the workplace”. TVET will therefore be provided for the purpose of guaranteeing human and economic development. The outcomes of TVET must therefore be human resources fit for the job market. Vocational Education and Training component is responsible for the production of skilled operators to service construction, maintenance and operation of equipment and infrastructure.

**15.3** In addition, TVET component is responsible for producing graduates who perform supervisory and management functions in industry. It is essential therefore that the TVET graduates possess the right attitudes to work, have the right core values and above all, can be relied upon to deliver at the workplace. It is important to entrench soft or generic skills such as integrity; ethics, professionalism and accountability in TVET.

#### **TVET Vision**

**15.4** A skilled, globally competitive and employable human resource.

#### **TVET Mission**

**15.5** To provide, promote and co-ordinate TVET by assuring quality, inclusiveness and relevance for the enhancement of national economy and global competitiveness.

## **Goal of TVET**

**15.6** The overall goal of TVET is to provide relevant and adequate skills for industrial and economic development in line with the aspirations identified in Kenya's Vision 2030 and the Constitution of Kenya (2010).

## **TVET Objectives**

**15.7** The main objective of TVET will be to develop an effectively co-ordinated and harmonized TVET system that is capable of producing quality skilled human resource with the right attitudes and values required for growth and prosperity of the various sectors of the economy.

**15.8** Specific objectives of TVET are to:

- (i) Provide adequate and appropriate skilled Artisans, Craftsmen, Technicians and Technologists at all levels of the economy through practical training and work experience;
- (ii) Transfer technology continuously through collaborative approach between TVET institutions and the relevant industries;
- (iii) Promote dignity and decency of labour, particularly manual work;
- (iv) Provide increased training opportunities for the increasing school leavers and other trainees to increase employability;
- (v) Provide continuous upgrading of skills and knowledge at the pace and ability of the trainees;
- (vi) Provide a dynamic curriculum responsive to the manpower needs of a dynamic economy;
- (vii) Impart marketable skills, technical know-how and attitudes that respond to contemporary labour market demands by the industry, informal sector and for self-employment;
- (viii) Build on gains acquired in prior learning by promoting and sustaining entrepreneurial and technological innovations among the youth in TVET;
- (ix) Re-direct the potential of learners towards productive economic activities and
- (x) Provide life skills to learners that will enable them to cope with the challenges of adulthood and working life.

## **Guiding Principles**

**15.9** This policy promotes the Government's endeavours to operate within the following principles:

- (i) **Access and equity** – Every Kenyan has a right to access quality and relevant education and training. The policy shall therefore create an enabling environment, opportunities and

mechanisms to provide pathways to those seeking to pursue quality technical training at all levels.

- (ii) **Inclusivity and respect for cultural and social diversity-** National values shall be respected and promoted in all TVET institutions and this includes principles that pay attention to the people with disability and respect human dignity while ensuring equity, equality and protection of marginalized societies.
- (iii) **Non-discrimination-** There shall be no discrimination on grounds of race, colour, gender, religion, national or social origin, economic status, political or other opinions.
- (iv) **Quality and Relevance** –Emphasis shall be placed on demand driven training. This principle shall promote technical, professionalism, knowledge and qualification needed in the various sectors of the economy.
- (v) **National integration-** Employment opportunities, occupational standards and development prospects within TVET structures shall be made available to all Kenyans
- (vi) **Life-long Learning-** The training will be designed to operate within a framework of open-ended and flexible structures in the context of lifelong education and training. This is the principle for continuing training for improvement of professional qualifications and updating of knowledge, skills and understanding.
- (vii) **Entrepreneurship Culture-** TVET examination and competence assessment shall be centred on promoting and developing innovation, creativity and entrepreneurial minds for self-reliance.
- (viii) **Complimentality** -Education for those receiving technical, industrial, vocational and entrepreneurship training in the form of on-the-job training or other training in institutions or other facilities.
- (ix) **Environment** –Protection of the environment and the common heritage of the country.
- (x) **Partnerships** – Creating and promoting an enabling environment for Public-Private Partnerships for enhancing investment in technical training
- (xi) **Information and Communication** – Promoting integration of information and marketing of training opportunities through ICT.
- (xii) **Leadership:** Leadership within TVET Structure and organs shall be based on the principles of serving people with integrity, ethical practices, respect for the people and fairness among others.

## **Enhancing Access, Equity, Quality and Relevance in TVET**

### **Access and Equity**

**15.10** The total population of Kenya is projected to reach 60 million in 2030 from the current approximate population of 40 million. This necessitates investment and expansion of the wealth and employment creation base through enhanced productivity growth, to provide for the growing population. Kenya’s demographic profile indicates a high percentage of a young population. The number of young people graduating annually from the secondary school

system is increasing at a high rate. According to the national census conducted in 2009, there are over 8 million Kenyans aged between 17 and 24 years who are eligible for training in tertiary institutions.

**15.11** The cost of university education and TVET is increasing and requires substantial investments with a high impact on government budget and out of reach to most households. There exists social and geographical inequalities in access to TVET services which is worsened by the high poverty levels. There are also issues raised about the quality and relevance of tertiary education.

**15.12** The Government recognizes that education and training of all Kenyans is fundamental to the success of the Kenya Vision 2030. In order to realize the national development goals, relevant and quality education and training is required to meet the human development needs of a rapidly changing and a more diverse economy. A major challenge remains in ensuring and enhancing access and equity in education and training standards.

**15.13** Despite the progress made over the last decade in enhancing access, retention, quality, completion rates and gender parity in education and training, the TVET sector continues to face many challenges. These include: an insufficient number of trainers with pedagogical competency, inadequate number of TVET centres, limited availability of customized teaching and learning materials, limited industry participation and inadequate research support services. Other challenges include poor geographical distribution of TVET institutions, negative perception of TVET, low enrolment for females in Science Engineering and Technology SET courses and unfriendly environment for people with special needs. Furthermore there is uncoordinated admission of students to TVET institutions. There is also low enrolment in TVET institutions due to the high cost of technical training and lack of awareness. The result is that most trainees end up in cheap alternative programmes whose graduates do not acquire the requisite skills necessary for the world of work.

**15.14** To address these challenges, the Government shall adopt the following policies:

- (i) Pursue TVET expansion programmes at national, county and constituency level to accelerate attaining and sustaining a Gross Enrolment Ratio (GER) of 20% in TVET by 2023.
- (ii) Provide adequate training opportunities for accessible competency based training

**15.15** To implement these policies, the Government will implement the following strategies:

- (i) Conduct a baseline survey on the status of TVET in the country.
- (ii) Establish a central admission service for TVET government sponsored students ;
- (iii) Expand TVET facilities targeting national priority sectors;
- (iv) Provide TVET training with respect to persons with special needs.
- (v) Provide TVET training while ensuring affirmative action with respect to vulnerable groups, gender, hard to reach minority and marginalized groups ;

- (vi) Establish at least one Vocational Training Centre (VTC) at constituency level and at least one Technical College (TC) at county level to increase equity;
- (vii) Increase the number of Technical Teacher Training Colleges (TTTC) from one to five, National Polytechnics (NPs) from five to eight and Technical Universities (TUs) to five at the national level;
- (viii) Make training delivery flexible through modular delivery process and, incorporate electronic technologies in TVET provision;
- (ix) Enhance participation of women in TVET and gender mainstreaming through affirmative action;
- (x) Provide career guidance and placement services to support students in career planning and guidance;
- (xi) Integrate aspects of Vocational Education and Training at all levels and;
- (xii) Streamline the management of industrial attachment.

## **Quality and Relevance**

**15.16** Quality TVET programmes guarantee a strong link between skills learnt and the needs of the labour market, by producing graduates with superior employability. Creating flexible pathways at all levels will facilitate vertical and lateral progression of TVET students as part of lifelong learning for their employability. A deliberate effort should thus be made to ensure that the available flexible pathways provide students with skills that are relevant to the labour market, along with acceptable levels of literacy, numeracy, skills, values and attitudes. Quality assurance is therefore essential throughout the TVET system and should be integrated into all parts of the qualification system.

**15.17** Since 2008, the quality assurance function of Technical, Industrial, Vocational and Entrepreneurship Training (TIVET) institutions in Kenya has been a function of the Ministry of Higher Education, Science and Technology through the Directorate of Technical Accreditation and Quality Assurance. Owing to the fragmented nature of TVET in Kenya, the quality of training differs greatly from one institution to another. There is therefore need to ensure harmonization and coordination of programs, by standardizing the quality and relevance of training in TVET institutions.

**15.18** There are also challenges to do with quality assurance, curriculum design and delivery, leading to instances of training that does not meet the quality and relevance required. In addition, there has been ineffective coordination and synchronisation of the TVET sector. Further, there is inadequate planning data due to weak mechanisms for conducting tracer studies and the absence of a labour market information system to provide data on skill demands.

**15.19** To address these challenges the Government shall adopt the following policies:

- (i) Assure quality in TVET on all aspects of competency based education and training, skills instruction design, development and delivery;



(ii) Establish a TVET authority to regulate institutions and programmes and assure quality.

**15.20** To implement the above policy the Government will implement the following strategies:

- (i) Establish Technical and Vocational Education and Training Authority;
- (ii) Streamline the management and assessment of industrial attachment process;
- (iii) Review and enforce minimum TVET trainers' qualifications including compulsory industrial attachment for TVET trainers at least every three years of service;
- (iv) Institutionalize quality assurance and accreditation system and monitoring, evaluation, reporting, and inspection in TVET;
- (v) Establish a Labour Market Information System (LMIS) and other survey instruments for data on the actual employability of TVET graduates in partnership with industry,;
- (vi) Develop standards to guarantee a minimum quality for TVET and develop policies, plans and guidelines for the rebranded TVET;
- (vii) license, register and accredit all TVET institutions according to established quality standards;
- (viii) promote quality and relevance in training according to needs within the framework of the overall national socio-economic development plans and policies;
- (ix) Develop coherent quality indicators for input, process, output and outcome measures linked to objectives to be achieved through TVET;
- (x) Promote action research in TVET and link information gathered and analysed from labour market surveys and other studies and;

### **Curriculum and Assessment in TVET**

**15.21** Quality human resource is an important determinant of sustainable national growth and development. There is therefore need to progressively increase the rate of generation of a high quality skilled human resource with a special focus on developing and upgrading innovation competencies within training for employment. There is weak linkage between basic education, TVET and University curriculum. Most programmes were developed long before the conception of Kenya Vision 2030 and are not well aligned to the vision. TVET education must meet the demands for innovative and market driven skills, to enhance productivity and employment. There is also a weak link among universities, research institutions, industry and curriculum developers leading to a mismatch of skills learnt and industry demands.

**15.22** The present skills development system in Kenya follows a curriculum-based, time-bound approach rather than demand-driven approach. The majority of courses are designed, delivered and assessed on a centralized standard curriculum. For these courses, certification is based on completion of courses and passing examinations rather than demonstration of competency. However, there are some authorized institutions running decentralized programmes. Although there are many service providers of curriculum development and

assessment within the tertiary TVET level, the reform to competency based assessment and training will require specialized institutions and coordination. This scenario requires a reform of curriculum development and assessment, to allow for multiple providers of curriculum, examinations, assessment and training services to ensure global competitiveness.

**15.23** Most public sector technical and vocational institutes tend not to specialize in training for a particular economic sector, but offer a range of generic courses, which do not always correspond to the diversity of actual economic activities. The training is generally not geared towards self-employment as testing mainly evaluates the cognitive domain with minimal emphasis on the affective and psychomotor domains. TVET programmes need to be market driven and address the needs of the workplace as well as promote self-employment. Infrastructure and equipment in TVET institutions need to be improved to correspond with the rapid technological changes. There is low adoption of ICT in TVET by teachers, trainers, lecturers and managers.

**15.24** There is need for diversification of training and vertical articulation of curricula across all levels in order to support flexible progression pathways. The flexible pathways should be designed to facilitate the accumulation, recognition and transfer of individual learning. This can be achieved through: transparent, well-articulated outcome-based qualifications systems. The systems should offer reliable measures for assessment, recognition and validation of qualifications nationally and at the international level; exchange of information and development of trust and partnerships among all stakeholders.

**15.25** To address these challenges the Government will adopt the following policies:

- (i) Reform curricula in line with relevant provisions of the Constitution 2010, aspirations of Kenya Vision 2030, the East African Community Treaty, international standards and the needs of the society;
- (ii) Ensure that all courses in TVET are competency based, market-driven and address the needs of the workplace as well as promote employability, soft, generic and life skills in partnership with private sector and professional bodies;

**15.26** To implement the above policies the Government will implement the following strategies;

- (i) Establish TVET Curriculum Development Assessment and Certification Council; to develop curricula, administer assessment and award certificates, in collaboration with industry;
- (ii) Initiate and mainstream competence based training to enable TVET graduates acquire skills, knowledge and right attitudes to perform jobs to the required standard in collaboration with industry;
- (iii) Provide a framework for reforming TVET to shift from time bound, curriculum based training to flexible, competency based training; and supply-led to demand-driven training;
- (iv) Develop the capacity of trainers to integrate and use ICT in curriculum design, delivery and assessment;

- (v) Regularly develop and review training curricula in collaboration with industry through monitoring labour market needs;
- (vi) Enhance entrepreneurship and technopreneurship in all TVET programmes to promote self-reliance;
- (vii) Establish a framework for TVET trainees and trainers to be attached in industry to gain hands-on-skills and;
- (viii) Ensure the curriculum is globally competitive by linking it with the National Qualification Framework (NQF)

### **Centres of Excellence**

**15.27** Starting from 2007, the government established 11 Centres of Excellence under the KESSP 2005 – 2010, specializing in certain selected disciplines. However, the existing programmes of excellence in these centres need reviewing to link them to national development priority areas, as identified in the vision 2030. The centres will be improved to meet the needs of modern lifestyles of a knowledge-based society, which demands institutions to pursue and sustain global competitiveness. Under this program a centre of excellence is conceptualized as an institution with sufficient capacity and track record of providing excellent workers for an identified industry sector. It is therefore important that industry plays a leading role in the recognition of excellence.

**15.28** The existing centres of excellence have limited capacity to integrate production in training and to collaborate innovatively with the private sector and other institutions, as they lack adequate autonomy to make critical decisions and enter into financial contracts. Further, the establishment of a centre of excellence has tremendous financial implications in attracting high-end human resource and real investment of the required state-of-the-art infrastructure.

**15.29** To address these challenges the Government will adopt the following policy:

Identify and develop centres of excellence linked and aligned with national priority areas for improved multidisciplinary and multi-sectoral knowledge generation and international competitiveness.

**15.30** To implement the above policies the Government will employ the following strategies;

- (i) Establish state-of-the-art TVET centres of national importance that can compete at the international level with priority focus in supporting flagship projects in the areas of energy, ICT, infrastructure and automobile sectors in collaboration with the private sector.
- (ii) Develop and implement a standard for identification and recognition of regional centres of excellence in line with local needs, demands and dominant resources available.
- (iii) Establish incubation centres within selected TVET institutions

### **Linkages with Industry**

**15.31** TVET in countries that have witnessed significant economic transformation has had dynamic industry institution linkages. This has not been the case in Kenya, as the TVET sector has weak linkages with industry. Since the ultimate objective of TVET is employability and employment promotion, it is necessary to link training to the needs of the labour market. TVET must be relevant and demand-driven, rather than supply-driven and a stand-alone activity

**15.32** Close and productive interaction between academia, private sector and public institutions in all fields is vital in harnessing the existing potential in a coordinated manner. However, research institutions, academia and industry in Kenya have for long been operating in separate domains. This situation needs clear policy interventions to promote interaction between academia, private sector and public institutions when county governments are established. While the situation is slowly changing, policy must be proactive in recognizing and taking advantage of the prevailing constitutional regime.

**15.33** The intersecting needs and mutually interdependent relationships call for a well-conceived integration between the public sector, academia and industry. In this regard, the national and county governments will be key players in the integration process through the enactment of various enabling policy instruments and availing the necessary incentives to support the integration process. The rationale for academia to work closely with industry is based on the increasing complexity in academia and business world and the constantly changing needs of industry. Further, the increasing interdependence between academia and industry require TVET to reform the linkage with industry for continuous sustenance and innovation.

**15.34** To address these challenges the Government will adopt the following policies:

- (i) Promote the role of industry in both the design and delivery of TVET programs to be more relevant and demand-driven, rather than supply-driven and a stand-alone activity.
- (ii) Institutionalise industry inputs into training through the establishment of Industry Advisory Groups (IAG).

**15.35** To implement these policies the Government will employ the following strategies;

- (i) Develop industry-institution collaboration guidelines to support the development of competence standard, modular training, curriculum review among others
- (ii) Create and promote an enabling environment by establishing Specific Industry Advisory Groups (IAG) that are employer led, government licensed and independent organisations.
- (iii) Link student projects with dominant local community and industry demands with clear performance indicators;
- (iv) Develop a framework for differentiating TVET institutions in identifying their own niche areas and core competencies;
- (v) Organize biennial forum of stakeholders to share knowledge, experiences and review progress in the TVET sector;

- (vi) Develop trainer-industry links to enhance quality of contracts being key performance indicators for industrial training;
- (vii) Mainstream industry in policy making for the long term development and reform standards in the education and training programmes, in line with the national qualifications framework;
- (viii) Establish an industrial attachment standard for all TVET trainees and trainers, for enhancing their hands-on-skills;
- (ix) Develop a framework that will require institutions to involve industry in training, joint research and providing practical skills and modern training equipment;
- (x) Enhance the apprenticeship system to allow TVET graduates to work and study and;
- (xi) Require all TVET institutions to establish student tracer mechanisms and strengthen institutional alumni.

### **Re-Branding TVET**

**15.36** Currently the TVET sector is faced with a challenge of negative perception and poor image which has accumulated over time unattended. TVET is often seen as last choice education and not a preferred option in education and training. High quality, accessible and relevant TVET is associated with higher status and improved attractiveness of TVET. The poor image of TVET can be attributed to a conspiracy of factors related to access, equity, quality and relevance of TVET. It is common knowledge that this negative perception is caused by lack of specialization in TVET institutions, lack of clear admission and progression procedures, poor career guidance on TVET in basic education, inappropriate infrastructure and equipment, weak staff management system, weak curriculum, examination and competence assessment procedures as well as low funding.

**15.37** To address these challenges the Government will adopt the following policy:

Re-brand TVET to reposition the sector in society and attract the best students into the sector and ensure the utmost contribution to the economy

**15.38** To implement these policies the Government will employ the following strategies;

- (i) Develop and implement a re-branding strategy for TVET within a five years' plan;
- (ii) Enhance the TVET image by improving programs, advertisement and infrastructure, advocacy and publicity campaigns;
- (iii) Refurbish infrastructure, improve learning environment and change the image of TVET;
- (iv) Integrate role modelling and mentoring in TVET sector;
- (v) Integrate Pro-Active Job-Skill Matching by seeking business opportunities and jobs through domestic and international labour market intelligence;

- (vi) Implement the principles of multiple entry and exit, self-paced/modular paced/modular learning, industry learning and assessment, recognition of prior learning and national recognition/accreditation for acquired competencies;
- (vii) Widening industry partnerships to provide the students with an authentic learning environment and exposure to real-life industry projects and applications;
- (viii) Develop new products and engage TVET students in programmes and projects of national importance;
- (ix) Promote the use of TVET research outputs in national development through adaptation and diffusion of technology in production systems and processes;
- (x) Promote excellence and creativity in science, engineering and technology components in TVET;
- (xi) Enhance training specialization in TVET in line with market demands and national aspirations;
- (xii) Increase employability of TVET graduates by aligning curriculum with market demands;
- (xiii) Promote research and patenting of innovations in TVET;
- (xiv) Expand the scope on innovation within TVET institutions.
- (xv) Provide incentives and rewards to attract gifted and talented students in TVET

### **TVET Trainer Education and Management**

**15.39** The Teachers Service Commission has the constitutional mandate to manage teachers in Kenya. Currently TSC provides teachers to public TVET institutions under MoHEST, MoE and Ministry of Labour (MOL). However, other ministries that offer TVET have mechanisms for recruiting and remunerating teachers for their respective TVET institutions. Currently public TVET institutions face shortage of technical trainers. To address the shortage, BoGs should recruit trainers to supplement those from TSC. However, limited resources and terms of service has made attraction and retention of BoG trainers elusive. There is a marked difference in the remuneration between the two categories, leading to high turnover and understaffing. Whereas trainers recruited by TSC have a clear scheme of service and have appointments designating them as lecturers, those managed by BoGs or other employers do not have a harmonised scheme of service.

**15.40** Quality technical skills are a critical component of an effective TVET trainer. Education faculties in most local universities offer teacher education programs oriented to secondary school education. Although Moi University trains teachers in technology education for the TVET sector,

**15.41** There are no adequate education programs to supply the TVET sector with trainers. Consequently, trainers qualify in disciplines other than education and then convert to teaching/ training through a pedagogical skills training program at the Kenya Technical Teachers College. The KTTC trains technical teachers in technical fields, with most of the graduates getting jobs in TVET institutions.

**15.42** Vocational training centres and other TVET centres in other government departments outside the mainstream education, are not required to undergo pedagogical training, therefore the quality of training in TVET is not harmonized. Whereas, it is currently not a requirement for TVET trainers to have pedagogical competency as a condition for recruitment, the TSC as per the provisions of the constitution has a clearly defined criteria for the minimum specifications of pedagogical and content knowledge. The development of a policy of trainer development would make it mandatory for all TVET trainers to have pedagogical skills.

**15.43** To address these challenges the Government will adopt the following policies:

- (i) Empower TVETA to coordinate the management and development of trainers, while the TSC manages teachers in the TVET sector;
- (ii) Establish a trainer education and development standard, based on accepted principles that will ensure optimal delivery of competency based education and training for the benefit of the trainees
- (iii) Develop TVET trainers through pre-service training and in-service exposure to continuous professional development.

**15.44** To implement these policies the Government will employ the following strategies;

- (i) Develop and implement a competency based trainer management standard for TVET;
- (ii) Develop a framework for creating a training system for TVET trainers and a competence model which will become a basis for self-assessment procedures;
- (iii) Review and enforce minimum TVET trainers' qualification including compulsory industrial attachment for TVET trainers at least after every three years of service and;

### **Financing of TVET**

**15.45** Although expenditure on education and training sector has been on the increase, only 3.2% of the total allocation goes to TVET and close to 95% of the allocation to TVET goes to recurrent expenditure. This low budgetary allocation has continued to be a major constraint in the TVET sector and yet the sector is expected to be a vehicle for rapid industrialization as outlined in Vision 2030.

**15.46** Other than Government budgetary allocation, there has been very little technical assistance or donor support from development partners towards technical education at all levels. It is essential to examine other sources other than government budget allocations, for mobilising resources and generating revenue. The challenge remains in empowering institutions to engage in lawful income generating activities without losing focus on their core mandate. .

**15.47** A partial solution for the challenge of TVET financing is to introduce activities that centre on linking the services of TVET institutions to the needs of private sector enterprises. In this regard TVET institutions will be encouraged to partner with the private sector to establish enterprises. Further, TVET institutions with infrastructure comprising good workshops and laboratories provide a good platform for this partnership. Additionally,

such enterprises will provide a practice-based curriculum and physical facilities for product realization and an improved educational experience that emphasizes the interdependency of learning, design and production in a business environment.

**15.48** The envisaged expansion of TVET sector also assumes an increased participation by the private sector in the provision and financing of training, particularly TVET. Efforts need to be made to remove constraints and facilitate the private sector participation in TVET. In order to make investment in TVET more attractive to the private sector, the government needs to address the issue of obsolete training equipment and improve training infrastructure.

**15.49** To address these challenges the Government will adopt the following policies:

- (i) Develop creative and innovative ways of mobilising resources and generating revenue for TVET;
- (ii) Establish secure and sustainable funding mechanisms for development of TVET infrastructure and improving equipment.

**15.50** To implement these policies the Government will employ the following strategies;

- (i) Strengthen partnerships with industry for improved access, enhanced quality delivery of programmes, improved examination and assessment;
- (ii) Create and promote an enabling environment for public-private partnerships to enhance investment and financing of programmes and development initiatives in TVET;
- (iii) Enhance funding targeting missing links in the knowledge application value chain;
- (iv) Provide operational autonomy to TVET institutions
- (v) Enhance a culture of accountability, democracy and transparency in the governance and management of the institutions;
- (vi) Ensure participation in and consultation with all stakeholders at regional and national levels.
- (vii) Establish the TVET Funding Board to mobilize and manage the TVET Fund from public and private sectors.
- (viii) Expand the mandate of Higher Education Loans Board (HELB) to provide loans, bursaries and scholarships to students in TVET institutions.
- (ix) Determine Differentiated Unit Cost (DUC) for grants to TVET institutions.

## **Management and Governance of TVET**

**15.51** The TVET institutional management is key in the decision making and transformation process of the sector. The performance and responsiveness of TVET in Kenya is hampered by ineffective coordination and synchronisation in the sector since TVET institutions are spread across various ministries. As the management of TVET institutions aim at effectiveness and efficiency, there will be need to strengthen and align the governance structures. TVET institutions are managed under different governance structures including Management Committees; Boards of Governors, Board of Trustees and Boards of Directors



while some have no clearly defined governance structure. There is no uniformity in the categorization of TVET institutions across the ministries. There is need to harmonize categorization of institutions, management structures and appointments of management of institutions across the TVET sector.

**15.52** Co-ordination mechanisms and linkages between TVET institutions continue to remain a major challenge. This has resulted into uncoordinated and disjointed quality management process, fragmentation of TVET institutions delivering uncoordinated curriculum and competence assessment mechanism.

**15.53** To address these challenges the Government will adopt the following policy:

Streamline governance and management structures to ensure coordination and synchronization in TVET sector

**15.54** To implement this policy the Government will employ the following strategies;

- (i) Develop and implement a National TVET strategy
- (ii) Establish an agency to coordinate TVET sector
- (iii) Provide a framework to accord BoGs and Councils powers to manage TVET institutions.
- (iv) Develop the capacity of BoGs to provide effective management of TVET institutions;
- (v) Reform Management of TVET Institutions to enhance the culture of good leadership, accountability, democracy and transparency;
- (vi) Ensure that appointment of the BOGs and Council members follows due process, while taking into account ethnic and gender balance and promote inclusion of persons with disability among others;
- (vii) Categorize TVET institutions into VTCs, TCs, TTTC, NPs and Technical University and any other category that the cabinet secretary responsible for TVET, may deem necessary
- (viii) Structure the management bodies in TVET institutions as follows:
  - (a) Vocational Training Centres and Technical Colleges shall be managed under Boards of Management;
  - (b) Technical Teachers' Training Colleges and National Polytechnics shall be managed by Councils;
  - (c) Technical Universities shall be established and managed in accordance with the provisions of the Universities Act 2012;
  - (d) Trainers, lecturers and instructors employed by BoMs in TVET Institutions and other staff at the VTC and TC will be managed by BoMs;
  - (e) Teachers and lecturers posted to TVET institutions will be managed by TSC ;
  - (f) Teaching staff at the TTTCs, NPs and TUs will be managed by the respective Councils;
  - (g) Support staff in TVET institutions will be managed by the respective BoMs and Councils.

## **SECTION FOUR: UNIVERSITY EDUCATION**

### **CHAPTER SIXTEEN: UNIVERSITY EDUCATION**

#### **Introduction**

**16.1** University education comprises of all that education and training offered in the highest institutions of learning leading to the award of degrees and post graduate qualifications. The university sub-sector has witnessed tremendous growth in the last 5 years from 112,229 (68,345 male and 43,884 female) in 2006 to 180,978 (111,050 male and 69,928 female) in 2010. In 2012, there were a total of 33 universities (7 public and 26 private) and 24 university constituent colleges. The establishment of new university colleges and campuses has contributed to this growth and made university education more accessible. In addition, the different pathways adopted to create opportunities to access higher education have also contributed to this growth.

#### **Vision, Mission, Principles and Objectives of University Education**

##### **Vision**

**16.2** The vision for the University sub-sector is to provide globally competitive quality education, training, and research for sustainable development.

##### **Mission**

**16.3** The mission of university education is to produce graduates who respond to the needs of the society, upgrading the skills of the existing workforce, developing the community and business leaders of tomorrow, as well as the ability to start new businesses to employ Kenyans and contribute to the Country's economic well-being, are central to the mission of the university education system.

##### **Objectives**

**16.4** To realize the stated vision and mission, the objectives of university education are to:

- (i) Promote socio-economic development in line with the country's development agenda;
- (ii) Achieve manpower development and skills acquisition;
- (iii) Promote the discovery, storage and dissemination of knowledge;
- (iv) Encourage research, innovation and application of innovation to development and;
- (v) Contribute to community service.

**16.5** The sector will be guided by the following principles and values:

- (i) Promotion of quality and relevance;
- (ii) Promotion of rights, culture, ethical behaviour, national values and national interests;
- (iii) Enhancement of equity and access;
- (iv) Promotion of inclusive, efficient, effective and transparent governance systems and practices and maintenance of public trust;
- (v) Ensuring university sustainability and adoption of best practices in university management and institutionalization of systems of checks and balances;
- (vi) Promotion of private-public partnerships in university education and development and;
- (vii) Institutionalization of non-discriminatory practices.

**16.6** The Government's goal is to have sustainable quality university education through the attainment of the following specific performance targets:

- (i) Increase Gross Enrolment Rates (GER) from 3% to 10% (190,000 to 600,000 students) by 2022;
- (ii) Attain equity in university education enrolment that reflects national diversity;
- (iii) Enhance student completion rates;
- (iv) Improve quality and relevance of learning and research for national development and ;
- (v) Attract and retain high calibre human resource.

### **Expanding Access and Equity**

**16.7** During the past decade university enrolment has seen a rapid expansion in both public and private universities. Patterns of access to both public and private universities tend to reflect increasing regional, gender and socio-economic differentiation in the Country. The existing inequalities in access to education at lower levels need critical attention as they tend to be reproduced or exacerbated as one goes up the education ladder. Owing to the challenges experienced by the poor, the marginalized, and the disadvantaged, the current environment makes it difficult for such students to participate in university education.

**16.8** Admissions for self-sponsored undergraduate, as well as all post-graduate students at both public and private universities are currently handled directly and solely by the individual institutions. For undergraduates who receive Government scholarships, however, the admission process is currently coordinated through the Joint Admission Board (JAB), collaboration between public universities and university colleges. As a result, Government Scholarships are restricted to public institutions only and are based primarily on performance, with no cognizance of financial need. Affirmative action measures are

however enforced to ensure increased participation by women and students from Arid and Semi-Arid Lands (ASAL).

**16.9** Most secondary school students receive limited and uncoordinated career guidance in their schools. There is also inadequate information available to the students and at the schools on the degree programme and career choices. This has resulted in poor university programme choice and or a mismatch between choice and talents.

**16.10** However, challenges to access and equity remain. These include: inadequate capacity to cater for the growing demand for more places in the universities; mismatch between skills acquired by university graduates and the demands of the industry; an imbalance between the number of students studying science and arts based courses; lack of policies on credit transfers among universities; gender and regional disparities in terms of admissions and in subjects and courses undertaken; lack of adequate household income as a barrier to students who have qualified and admitted to university and restriction of Government sponsorship to public universities only.

**16.11** To address these challenges the Government will implement the following policies:

- (i) Promote expansion to satisfy the demand for university places of the growing population.
- (ii) Provide incentives and create an enabling environment for an increase in the number of private universities;
- (iii) Expand Government student sponsorship to private universities and;
- (iv) Ensure that universities enrol and graduate sufficient PhDs.

**16.12** To implement these policies the Government will adopt the following strategies:

- (i) Full utilization of space in existing universities and university colleges;
- (ii) Expand open and distance education (ODL) in existing universities by leveraging on ICT to take advantage of ICT infrastructure within the Country;
- (iii) Establish the Open University of Kenya by 2014.
- (iv) Expand facilities in newly created university colleges.
- (v) Embark on planned development of additional public universities.
- (vi) Ensure that universities graduate an average of 2,400 PhDs to meet the targeted increase of 10% GER, based on the current 3,000 total faculty members in Country by 2022. This will be enhanced by establishment of research universities that offer only post-graduate degrees.
- (vii) Adhere to the National Qualifications Framework by institutionalizing and harmonizing pathways into university education for non-direct secondary school leavers, students with workplace and experiential learning skills and mature entry needs.
- (viii) Establish specialized universities to train undergraduate students only and accelerate

enrolment;

- (ix) Ensure at least 40 per cent enrolment of female students into science-based university academic programmes;
- (x) Enable institutions to increase enrolment of students with special needs through affirmative action, appropriate out-reach programmes targeting them and through pre-entry programmes;
- (xi) Continue to support the marginalized and the poor to ensure broader participation in priority programmes;
- (xii) Ensure that students who have received university admission are able to receive tuition and fees in the form of loans and/or bursaries within 10 years (or by 2022);
- (xiii) Formalize and restructure the Joint Admissions Board to University Joint Admission Board to include private universities and handle the expanded mandate;
- (xiv) Government scholarships to be awarded based on a combination of national priority areas, student performance, student choice of programme and university, and available slots in each programme at both public and private universities.
- (xv) Avail to students and parents information on programme costs, values of scholarships as well as bursaries to allow them make informed decisions on programme choice.
- (xvi) Provide information to students and sponsors selecting university programmes on the top up required above the face value of the scholarships;
- (xvii) Progressively reduce Government scholarships in the next 10 years (2022) to only Government loans and bursaries;
- (xviii) Continue to pay into a revolving fund based on levels of capitation that were earmarked for scholarships;
- (xix) Require students whose tuition and fees exceed the scholarship value of their preferred programme to top-up the difference;
- (xx) Disseminate information on career guidance to students and schools, to promote informed programme and career choice, especially as relates to employability, job-creation, and student ability.

### **Improving Quality and Relevance**

**16.13** The delivery of this policy objective will involve the appreciation that the focus of quality in education must of necessity be found in the students admitted, the learning environment created, the curriculum or programmes adopted and the academic staff in the institution, among other key ingredients.

**16.14** Within this renewed focus, and as universities decide the right balance of courses to offer, there should be an overarching concern to promote the life chances and employability of graduates as well as incorporate the needs of industry and national development priorities especially in the context of the goals delineated in Vision 2030, as part of the curriculum development and review process. The strong orientation on economic impact, however, does

not come at the expense of social inclusion and equality of opportunity but through an integrated approach. Universities play a critical role in promoting national cohesion and integration, providing settings where young people and adults from different racial, ethnic, religious and social groups can come together.

**16.15** Research is a core activity of universities. Research output forms the foundation of attaining the national development goals. Universities will be encouraged to increase their research grant portfolios by attracting increased funding from Government, the private sector, development partners and international organizations. Research grants will serve as an avenue to not only meet a part of recurrent expenditure, but will also support facilities development, equipment purchase, staff development and of course pushing the boundaries of knowledge.

**16.16** Challenges of quality and relevance include: inadequate facilities and appropriate teaching and learning environment; inadequate staff; weak collaboration with professional accreditation bodies; lack of external quality assurance in public universities; large class sizes; weak linkage between the competences acquired in some programmes and the demands of the market; inadequate research funding.

**16.17** To address these challenges the Government will implement the following policies:

- (i) Restructure and expand the mandate of the Commission for Higher Education to include both public and private universities.
- (ii) Increase capital support to the universities to enhance institutionalization of excellence.
- (iii) Improve collaboration between industry, professional bodies and universities in determining competences of the graduates.
- (iv) Provide incentives to the private sector to invest in university education.
- (v) Increase the number of graduate researchers capable of fulfilling industrial, commercial, national needs and increase the opportunities for businesses to expand on their capability for high technology innovation and growth.
- (vi) Institute mechanisms to enhance implementation of national values, cohesion and integration.
- (vii) Increase the level of research funding available to universities.

**16.18** To implement these policies the Government will implement the following strategies:

- (i) Restructure the Commission for Higher Education to be the Commission for University Education responsible for accreditation, quality improvement and assurance in university education.
- (ii) Provide financial incentives to universities to strengthen and grow academic programmes that are in line with national priority and strategic areas.
- (iii) Provide incentives to encourage the growth of the university sector and make it easier for the best providers of university education service to spread their influence across

the system and the agents of change.

- (iv) Ensure that industry and professional bodies take an active strategic leadership role, consistent with their leadership role in their respective industries in ensuring that their needs are addressed in university curricula.
- (v) Universities will not be allowed to mount or admit students to programmes that require professional accreditation before obtaining the same.
- (vi) Provide incentives to the private sector, including corporate and personal tax relief, waiver on duty on donated equipment, waiver of stamp duty on donated land, among others, to encourage investment in university education.
- (vii) Encourage universities to establish vibrant alumni associations both as a key source of funds and for advice and advocacy.
- (viii) Establish specialized universities to promote and exploit innovative uses of technology.
- (ix) Offer a core course that promotes national values, cohesion and integration

### **Financing of University Education**

**16.19** University education is expensive and requires huge investments by all partners. The average spending per student at the university level was 31 times, 6 times, and twice as expensive in relation to primary, secondary and TVET education, respectively. It indicates that university education through public universities is particularly expensive to Government and is not sustainable with current resources. Public universities will, therefore, have to reduce their dependence on the Government by diversifying their sources of income as well as ensuring more efficient and cost effective use of institutional resources. They will also be required to establish comprehensive financial management systems that ensure efficiency in the application of resources. The Government will also increase the incentives to encourage the growth of private universities in the Country.

**16.20** Both private and public universities derive the bulk of their funding from tuition and fees paid by students directly, or paid on their behalf by Government or other sponsor. Primary sources of tuition include scholarships, loans and bursaries from Government, as well as household income. Public universities, as state-owned and funded corporations, have an obligation to the taxpayer to provide quality and affordable university education. The tuition and fees for Kenya citizens at public universities, therefore, will be expected to be lower than those of private universities. Universities must participate more actively in consultancies, especially those from Government, both as income generation activities, as well as for national development.

**16.21** The current funding structure for government-sponsored students in public universities is not based on the unit cost for undergraduate programmes but allocated uniformly per student enrolled irrespective of the course a student is pursuing. Therefore, the cost per course does not differentiate between expensive and inexpensive programmes. Furthermore, uniform funding per student enrolled varies from university to university and this is also insensitive to different unit costs of the courses offered by the various universities. As a result of

applying this uniform unit cost, public universities with relatively expensive programmes are under-funded as compared to those with relatively less costly programmes.

**16.22** There is need for public universities to adopt a Differentiated Unit Cost (DUC). This is defined as the annual cost of providing a particular degree program per student, taking into account the staff costs, facility costs and other institutional overhead costs. Each public university will set its own DUC based on its own unique circumstances subject to a programme-based maximum DUC. The maximum DUC will be determined by the Government in consultation with the public universities.

**16.23** The introduction of DUC in public universities will eliminate the distinction between the Government-sponsored and self-sponsored students in public universities. As a result, public universities will need to develop appropriate staff compensation mechanisms and encourage continued optimum use of university facilities through the provision of services to students in the evenings and on weekends, with a view to increasing access.

**16.24** The challenges in financing public universities include: inadequate budgetary support; inadequate funds for capital development; lack of programme differentiated unit cost in provision of funds from Government; inadequate internal income generation by the universities; and system inefficiencies.

**16.25** The challenges in financing private universities include: lack of incentives from Government; students enrolled in private universities do not benefit from Government sponsorship; and weak financial base for upcoming institutions.

**16.26** To address these challenges the Government will adopt the following policies:

- (i) Establish lean and efficient management systems and efficient utilization of resources allocated to universities.
- (ii) Provide budgetary support to public universities in direct proportion to the total number of Full-Time Student Equivalent (FTSE) in each institution;
- (iii) Determine the amount of budgetary support per programme based on the strategic importance of the programme to national development goals and the programmes Differentiated Unit Cost;
- (iv) Extend Government sponsorship to students in private universities;
- (v) Diversify sources of funding university education through participation of businesses, industry and donations or endowments from individuals or philanthropic foundations;
- (vi) Encourage higher education institutions to be more 'entrepreneurial' in providing their services and seeking contracts for research and consultancy;
- (vii) Encourage university faculty to incorporate students in consultancies, giving the students exposure and experience that will prove invaluable after graduation and;
- (viii) Seek consulting teams for major projects through competition among universities and government institutions as a first step, before considering other avenues of undertaking the same.

**16.27** To implement these policies the Government will implement the following strategies:



- (i) Provide public universities with budgetary support to meet part of their recurrent costs;
- (ii) Make university education at public institutions more affordable to Kenyans by among others through increased budgetary support to defray part of the student tuition and fees costs;
- (iii) Provide low-cost loans to public institutions for capital development;
- (iv) Provide conditional low-cost capital development loans to private institutions who agree to abide by the accountability and equity mandates placed on public institutions;
- (v) Encourage public-private-partnerships in funding university education including but not limited to development of endowments for scholarships, development and shares, providing naming rights to major sponsors of buildings and other facilities, grants for research and development;
- (vi) Encourage universities to engage in other Income Generating Activities (IGAs) to boost their revenue base, so long as participation in those activities does not pull resources or detract the universities from their core business.

### **Human Resource in Support of University Education**

**16.28** Deliberate policies must be developed and implemented to ensure adequate quantity and quality of human resource is available in the universities in order to meet the access, equity, quality and relevance objectives of this policy.

**16.29** The human resource challenges faced by the university education sub-sector include: difficulty in attracting and retaining qualified staff especially PhD holders in all disciplines particularly those of national priority and necessary for the attainment of Vision 2030; training and retention of adequate PhD holders; ensuring that universities portray a national outlook, including at top management level.

**16.30** In 2012 there are approximately 3,000 faculty members in all universities. To achieve the desired student-faculty ratio of 1:40, it has been estimated that the number of additional PhDs required by universities in order to meet the stated GER of 10% (approximately 600,000 students) within 10 years by 2022 universities would collectively need to graduate an average of 2,400 PhDs per year for the next five years.

**16.31** One of the main challenges in the attraction and retention of staff to the sub-sector, especially in the public universities, is the current approach to development and implementation of terms and conditions of service for academic members of staff. Remuneration scales (for basic salaries and housing allowances) are established after negotiations between the department responsible for Education and Training with University Academic Staff Union (UASU), and are subsequently applied uniformly across all disciplines, and across all public universities. Individual universities are only able to negotiate directly with their respective union branches on other allowances paid to staff. The same process applies to all the unions representing the staff in the public universities.

**16.32** This approach, however, presents two main problems. First, several disciplines are unable to neither attract nor retain adequate numbers of faculty members who are able to command significantly higher salaries in the private sector or in regional and international institutions.

Second, even for those universities who may be able to provide enhanced remuneration scales paid from their own income generation activities, are prevented from doing so. As a consequence university councils are unable to develop and implement comprehensive strategies for the attraction and retention of adequate numbers and quality staff.

**16.33** In order to address the challenges the Government will adopt the following policies:

- (i) Introduce Discipline Differentiated Remuneration (DDR) for academic members of staff.
- (ii) Empower public university councils to determine their own individual terms and conditions of service for their staff.

**16.34** To implement these policies, the Government will employ the following strategies:

- (i) Establish minimum DDRs for discipline clusters in public universities. The minimum DDRs will take into consideration the prevailing economic conditions, remuneration from competing employers and funds available from Government, among others.
- (ii) Individual councils after negotiation with their respective unions, and in consultation with the University Funding Board, will determine the actual terms and conditions of service for their staff, recognizing an individual university's ability to pay in cognizance of the minimum DDRs.
- (iii) Introduction of a 1,000 Government-funded teaching assistantships annually in both public and private universities for post-graduate students who would be transited straight from their undergraduate studies, allowing these students to attain their PhDs, and serve as teaching assistants to support the increased enrolment of undergraduates, while gaining valuable training and hands on experience in teaching and learning.
- (iv) Universities will be allocated scholarships in specific programmes, for which all graduating undergraduates would compete.
- (v) Scholarship recipients would be bonded to accept employment in the universities for at least three years.

### **Governance, Management and Institutional Structures**

**16.35** In developing institutional frameworks, there will be established clarity of roles between the National and County Governments, Councils, Commissions, providers and regulators, with an aim to reduce bureaucracy. In this context, the National Government shall be responsible for education policy, standards and curricula and granting of university charters. The county governments will provide the supporting infrastructure and an enabling external environment that promotes teaching and learning.

**16.36** Universities are currently governed by Chancellors, University Councils and University Management Boards headed by Vice-Chancellors. In addition, two semi-autonomous government agencies also support the university sub-sector, the Commission for Higher Education and Higher Education Loans Board.

**16.37** The Chancellor in public universities is currently the President of the Republic, who through delegated authority has appointed Chancellors to act on his behalf.

**16.38** The challenges with the current structures are mainly within the public universities. These include: the large number of public universities makes it impractical for the President of the Republic to remain the Chancellor of all of them; very large university councils and boards of semi-autonomous government agencies (SAGAs) within the sub-sector; minimal participation in the appointment of members to council and boards of the SAGAs; lack of broad inclusion in the membership of the Councils and Board of the SAGAs; lack of an organ to coordinate and raise additional non-exchequer funds for the development of the university sub-sector.

**16.39** To address these challenges the Government will adopt the following policies:

- (i) Streamline the top oversight organs of public universities and university education sub-sector SAGAs to provide lean, efficient and effective structures as well as to ensure broad inclusion;
- (ii) Establish a SAGA with the responsibility of driving the institutional financial support and structures for the university education sub sector and;
- (iii) Define the role and the selection process of the Chancellor in public universities.

15.1 To implement these policies, the Government will implement the following strategies:

- (i) Make the Chancellor the titular head of the institution and the custodian of the history, philosophy, values, objectives and dignity of the university;
- (ii) Require the Chancellor to safeguard the foundational objectives of the University;
- (iii) Involve the alumni in the election of their preferred candidate from a list of candidates identified by the Senate for appointment by the President, through the Cabinet Secretary in public universities;
- (iv) Require the respective governing bodies of private universities to appoint Chancellors as specified in their charters;
- (v) Require university councils to have a minimum of seven and a maximum of eleven members, with a collective balance of competencies for effective governance.
- (vi) Stagger the appointment of council members to allow for continuity and maintenance of institutional memory.
- (vii) Require the Cabinet Secretary in charge of university education, to appoint Council members through a search committee, with criteria as specified in the university charters;
- (viii) Take into account gender and ethnic balance as well as inclusion of persons with disabilities and people from marginalized groups in all appointments;
- (ix) Ensure that no single ethnic group exceeds one-third of any council, nor one-third of the council chairpersons taken as a group;
- (x) Ensure that no single gender exceeds two-thirds of any council, and two-thirds of the

council chairpersons taken as a group.

- (xi) Restructure the Commission of Higher Education to be the Commission of University Education (CUE) with the mandate of regulating the university education sub-sector.
- (xii) Provide guidelines for appointment and promotion of academic staff such as tutorial fellow, lecturer, senior lecturer, associate professor, and professor in all universities in order to ensure harmonization of professional designations
- (xiii) Establish the Universities Funding Board (UFB) with the responsibility of providing capital grants, loans and budgetary support to public universities and conditional low cost loans to private universities.
- (xiv) Require UFB to formulate mechanisms to determine the financial needs of each public institution for allocation of capital development grants, concessionary loans and budgetary support in consultation with the universities, the department charged with university education and the Treasury;
- (xv) Require UFB to establish maximum programme Differentiated Unit Cost (DUC), and minimum Discipline Differentiated Remunerations (DDR), in close consultation with the public universities;
- (xvi) Empower UFB to mobilize additional financial resources to achieve its mandate, including and not limited to endowment funds, raffles and higher education bonds;
- (xvii) Competitively recruit the chairpersons and all members of UFB and CUE Boards through an independent search committee, to be appointed by the Cabinet Secretary in-charge of university education;
- (xviii) Ensure that recruitment takes into account ethnic balance, where no single ethnic group exceeds one-third of the Boards.
- (xix) Ensure that recruitment takes into account gender balance, where no single gender exceeds two-thirds of the Boards.

## **SECTION FIVE: KENYA QUALIFICATIONS FRAMEWORK**

### **CHAPTER SEVENTEEN: KENYA QUALIFICATIONS FRAMEWORK**

#### **National Philosophy and Concept of Kenya Qualifications Framework**

- 17.1** It is understood that each of the dimensions of education and training provides opportunities for the development of valued qualifications on skills and competences for work. On a top-down approach, education and training sector policies and strategies drive respective curriculum development frameworks that in turn directly drive curriculum design. It is the curriculum that determines the quantity and quality of resources that go into delivery of the learning and teaching and or training process culminating in qualifications. Learning and teaching and or training resources ultimately determine the mode of access, lesson delivery and hence the quality and relevance of the acquired skills and competences characterizing learning outcomes.
- 17.2** Education and Training Reforms under Sessional Paper No. 1 of 2005 are intended to:
- (i) Implement a recommendation in Mackay Report (1982) to create two parallel progression routes for education and training between primary and University Education (UE);
  - (ii) Integrate fragmented TIVET components hitherto scattered across over fifteen ministries so as to have a unified, coordinated and regulated sector;
  - (iii) Entrench entrepreneurship in education and training curricula to inculcate requisite abilities and capabilities for employment creation and self-reliance;
  - (iv) Ensure recognition of prior learning and skills through creative and innovative ways of competency assessment.
  - (v) Revitalize the Youth Polytechnic (YP) programmes and ensure lateral and vertical mobility of vocational trainees in order to increase transition from TVET to university.
- 17.3** These reforms have an implication on the number of national qualification levels and types. Further, there is a need arising from this implication to provide a clear procedure for introducing new and emerging qualification types into the national qualifications framework.
- 17.4** The TIVET Curriculum Development Framework (TCDF) of 2010 has mainstreamed the YP and Vocational and Industrial Training (VIT) qualifications to link them to formal Technical Education and Training and thus provide for clear path of progression from primary to Higher Education for students advancing along the TVET route.
- 17.5** Thus, TVET hereby defined as certifiable training and assessment for gainful work and comprises broad areas that span all levels from the lowest of basic education up to the crest of Higher Education. Skills for work are required by the illiterate and the highly literate, and are acquired in formal, non-formal and informal dimensions. The qualifications targeted under this policy include: the qualifications of school-going children, TVET academic and professional qualifications and qualifications of unionized operators normally used for Collective Bargaining Agreements on wage levels as well as foreign qualifications.

## **Vision**

- 17.6** A simplified and clear taxonomic structure of competence levels and types incorporating regulated qualifications from all the components of education and training

## **Mission**

- 17.7** To establish and administer the Kenya Qualifications Framework for regulating and systematizing the accreditation of educational programmes, assessment of learning outcomes and recognition of qualifications obtained in the formal, alternative delivery settings and industry based education, training and assessment systems in Kenya.

## **Conceptualization**

- 17.8** The concept behind the Kenya Qualifications Framework (KQF) is that of a structured reference frame, showing cumulative resource inputs and associated characteristics of distinctive educational outcomes for the successive certification levels and awards. The certificates and awards are obtained from both formal education and training and alternative delivery settings, against which comparison of local and foreign qualifications can be conveniently undertaken or evaluated to determine their weight and their relative rankings. The framework structure will thus make a hierarchical distinction between qualifications and further categorize them by level and type.

## **Qualification Descriptors**

- 17.9** The KQF needs to document descriptors outlining the core abilities and capabilities of the outcomes of primary, secondary, tertiary, TVET and university education levels. Also outlined in hierarchical order in the framework are descriptors for short cycles linked to the main technical and vocational levels including graded sub-cycles for artisan skills and competences as.
- 17.10** Descriptors of competences for academic qualifications allied to education need to be orientated to emphasize on the learning dimensions in the cognitive domain. Descriptors of competences allied to TVET and professional qualifications will be orientated to emphasize more on dimensions of competence in the psychomotor and affective domains. For both education and training, descriptors of qualifications in the national framework will focus on generic competences and not competencies derived from occupational classification, which vary from sector to sector along professional lines. On the other hand, descriptors in disaggregated industry sector frameworks may target competencies to reflect deployment functions as may be deemed necessary.
- 17.11** Each descriptor consists of a qualification level and a set of associated competences defining generic learning outcomes at the respective levels, clearly distinguishing qualifications in terms of their relative weights and the logical connection between the different qualification levels. Thus each descriptor shall describe generic and subject-free competences regarding the requisite knowledge and understanding of a field or sector. It also involves the application of the knowledge in practice or practical situations e.g. ability of analysis, synthesis and creating, problem-solving skills, capability of organization, planning, communication skills, and more importantly these days, ICT skills. Teamwork skills, life-

long and continuing learning skills, project development, research and innovation skills and the ability to work autonomously are also critical and shall be covered under the KQF.

- 17.12** Thus in its simplified form, every KQF descriptor illustrates two divisions of academic qualification; i.e. critical knowledge and educational level on the one part and relevant employable skill competences associated with the level on the other part. Experience, number of credits or advanced standing awards for prior learning and other factors can be brought into play as necessary to equate or determine a qualification's place within the national frame.

### **Relevance of qualifications**

- 17.13** The qualifications in the KQF are issued by authorized awarding bodies where the respective education and training programmes have been subjected to the relevant assessment and included in the register of approved, recognized, accredited or chartered programmes. Thus existing qualifications obtained through the mainstream education and training as at the effective date of this policy need to be ascertained, documented as necessary and entered automatically in the register for the Kenya qualifications framework. All new qualifications to be added in the KQF in the future shall first be taken through a suitable accreditation procedure to register the curriculum or education and/or training programme leading to the qualification.
- 17.14** A National Qualifications Authority is necessary to act as chief advisor to government on qualifications issued by all education and training curriculum, examination and awarding bodies operating in Kenya. The Authority shall work in conjunction with awarding bodies, professional regulatory and competent authorities and other relevant private sector regulators involved with qualifications to set appropriate standards.

### **Exemption and Credits Transfer System**

- 17.15** An exemption and credits transfer system (ECTS) will be designed to fully utilize already existing facilities for testing and assessment of skills that can be validated including advanced prior learning through e-assessment as well as conventional test specification and development methodologies. This needs to be studied, ascertained and documented in a schedule to be attached to the KQF by the Cabinet Secretary responsible for qualifications. The National Qualifications Framework Agency shall develop the schedules in conjunction with the respective sector regulators. The industry will be given a role to play, especially in identifying the valued labour competencies and in maintaining a skills inventory on the same. Public and private institutions within the technology development industry will forge a partnership to conduct and manage the testing and assessment of industrial skills in accordance with industry-validated occupational standards and benchmarks.

### **The National frame**

- 17.16** The Kenya Qualifications Framework will provide a single frame as the means for locating qualifications at their relative levels in a comprehensive, hierarchical, national qualifications structure. However the dichotomy between basic education and higher

education may influence the decision to have the frame structured in two separate sub-frames so as to give the framework for academic qualifications emphasizing on the knowledge taxonomy under the cognitive domain and a framework for TVET qualifications emphasizing on skills taxonomy under the psychomotor and affective domains.

**17.17** Harmonization with best practice in other systems in the World is vital, especially on the need to provide an integrated system that takes into account life-long learning including assessment and certification of prior learning. Many countries have settled for the academic qualifications framework because of its inherent cost-effectiveness. However, countries that have vibrant workforce development systems have deliberately invested heavily, and prudently so, in TVET qualifications framework in order to drive their science, technology and innovation agenda, to which TVET is directly linked.

**17.18** The number of levels in a qualifications frame determines the sensitivity of the qualifications framework in terms of the capability for differentiation between closely equivalent qualifications. NQFs in other parts of the World span eight to twelve levels. The KQF will thus consider adopting a qualifications frame spanning not less than eight and not more than twelve levels, which levels may be banded or disaggregated as and where necessary. It is anticipated, for example, to have an elaborated TVET qualifications framework, engineers' qualifications framework or teachers' qualifications framework among others. Such disaggregation by employment sector and subsector is normally done in sync with human resource management practice to align training and real skills needed in the work place.

**17.19** In line with the Annex to the Protocol for the Establishment of the EAC Common Market on Mutual Recognition of Academic and Professional Qualifications, a frame of ten levels has been found to accommodate all qualification types and levels in the region. An audit was taken to establish regulated qualifications issued by national examination and awarding bodies in the East African Partner States, hence the ten-level frame for academic and another ten-level frame for TVET emerged. Some other systems with ten levels include the Tanzania Qualifications Framework, Mauritian Qualifications Framework and Australian Qualifications Framework. Thus adoption of a ten-level national frame can be the starting point for the establishment of the KQF as a good practice. The ten levels are in harmony with the EAC frame annexed to the protocol for the establishment of the EAC Common Market on mutual recognition of academic and professional qualifications, to which Kenya is a signatory.

### **Policy Objectives of NQF**

**17.20** The objectives of this policy are as follows:

- (i) To institutionalize continuous qualifications audit, documentation and maintenance of a national database of existing academic and professional qualifications in Kenya;
- (ii) To provide for effective coordination and regulation of all validatable qualifications for the ease of understanding by employers, parents, students, educationists and trainers.

**17.21** The purpose and objectives of the Kenya Qualifications Framework are:



- (i) To indicate qualification standards that will assist basic, middle level and higher education institutions in designing and assessing education and training programmes as well as upgrading existing programmes to match the needs of industry;
- (ii) To provide a reference frame for supporting accreditation and quality assurance systems, curriculum development, training, examination, assessment and certification for enhancement of the relevance of acquired competences;
- (iii) To support compatibility and comparability of qualifications across sectors locally and internationally;
- (iv) To facilitate recognition of foreign qualifications;
- (v) To support recognition of a broader range of education and training outcomes obtainable from continuing and lifelong learning including non-formal and informal continuous assessment and training for lifelong employability by aiding access, participation progression and multi-skilling.
- (vi) To describe the interrelationships and links among qualifications and;
- (vii) To strengthen the link and improve communication between the labour market and education and training providers.

### **Issues/Challenges of KQF**

**17.22** The Kenya Qualifications Framework is understood as the ‘soft subsystem’ that aids structured accreditation, teaching/training, testing, assessment and evaluation by which qualifying awards are evaluated, recognized and weighted in accordance with the established national curriculum development practice and standards. Although at a school level KNEC examinations are uniform throughout Kenya, various public and private institutions and professional bodies offer international or their own qualifications. On the other hand, TVET is of necessity provided in various settings including formal, non-formal and informal with no uniform curriculum standards. There exists no central register/inventory of the various qualifications, their award criteria or the competences acquired.

**17.23** There is currently no common regulatory system for development, evaluation and issuance of qualifications in Kenya as hitherto the KQF is neither documented nor coordinated. Therefore, there is need to provide clear policy guidance on the requirements for registration of national qualifications; specification of qualifications; criteria for the assessment, award and issuance of qualifications and a policy guideline on framing and structuring outcome descriptors for academic and TVET qualification types and levels. The elements of the KQF will include but not limited to: descriptors for competences to be assessed, evaluated and awarded at all the education and training pathways, for levels and sublevels, as and where necessary.

**17.24** There is multiplicity of competent bodies in Kenya dealing with qualifications obtained from public sector institutions at different levels. These include some government departments and agencies such as DIT, CHE, KNEC, University Senates, Councils and Boards of Management of authorized institutions. The training in the private sector is also managed under multiple industry administrations.

- 17.25** The requirements for course entry and final recognition of qualifications are not uniform as every industry sector has evolved its own occupational standards with some sectors keeping their standards within private mechanisms in the interest of security or as a business secret. Uniform requirements have often been set for entry to education and training programmes alike. This policy acknowledges that there are different kinds of TVET. Each of them uniquely targets a category of trainees whose entry requirement differs. As a general rule, the requirement for entry to a programme leading to a job skill qualification shall be the immediate lower level TVET qualification, while for entry to an educational programme leading to an academic qualification shall be the immediate lower academic qualification. The problem of entry-grade variance and mixing up TVET with academic entry requirements is encountered within industrial training where providers work with performance standards and benchmarks that are at variance. Thus employers need a reliable tool which they can apply to determine the relative rating of competencies acquired under the various programmes.
- 17.26** Although at the school level, KNEC examinations are uniform throughout Kenya irrespective of region and regardless of the rural-urban digital divide, a formal framework listing all public and private sector assessment criteria and the qualifications awarded does not exist. Various private institutions and professional bodies offer international or their own qualifications following uncoordinated standards. No comprehensive register of these qualifications, criteria for their award or the skills and competencies required exists either. On the other hand, TVET is provided across formal, non-formal and informal settings including school, industry and jua kali environments, with few uniform curriculum standards enforced across them, thus entrenching subjectivity. As a result there is little means of guaranteeing the integrity of some of the qualifications or reliably assessing whether foreign qualifications meet national norms and standards and vice versa.
- 17.27** There is thus need of a dedicated agency to be established solely for setting standards to regulate qualifications in the country. Such a body is necessary for advising the government and coordinating the various departments and agencies involved with qualifications so as to harmonize the practices and standards of national qualifications across the different education and training levels and industry sectors.
- 17.28** The Kenya Qualifications Framework agency shall be responsible for advising government on the efficacy and performance of qualifications and accreditation of bodies responsible for education and training curricula, examination, assessment and awarding of certificates, diplomas and other academic or professional awards operating in Kenya.
- 17.29** Agency can work in conjunction with the awarding bodies, competent authorities for regulation of academic and professional programmes including regulators of training for self-regulated occupations. The agency will take over some of the functions currently scattered under these organizations.
- 17.30** The Kenya National Occupational Classification Standard (KNOCS) shall be used to guide the anticipated Credit Points Transfer System, knowledge and skills assessment and certification. This will be used alongside the International Labour Organization's ISCO' 88 Standard, UNESCO ISCED 97 Standard and ISO Standard 9000 Series on Education. Kenya is a signatory to all of these standards.
- 17.31** Various countries have developed their respective National Qualifications Frameworks to address issues of comparability of qualifications to facilitate cross border mobility of

workers and students. NQFs also tend to enhance the quality and integrity of academic and professional qualifications while increasing international comparability. For example the Bologna Process is harmonizing academic qualifications in Europe to the benefit of students and academic staff across the Higher Education Systems in the European Union. A good start has already been made in Kenya to assess foreign qualifications, especially in the case of foreign teachers immigrating to serve in the country. Also, Partner States have agreed and committed to harmonize the national qualifications within the East African Community. The exercise on Harmonization of the East African Education Systems and Training Curricula is on-going.

**17.32** A dedicated Agency will be established and mandated to discharge the KQF functions, including coordination and regulation of qualifications obtained from all systems of education and training; advising government on the efficacy and performance of national qualifications; and accrediting of bodies responsible for education and training curricula development and examination, assessment and awarding of certificates, diplomas, degrees and other national academic and professional awards in Kenya.

**17.33** The KQF Agency shall work in conjunction with the examination, assessment and awarding bodies, competent authorities on academic and professional programmes and regulators of training for self-regulated occupations.

**17.34** To address these challenges the government will adopt the following policies:

Establish the Kenya Qualifications Framework for regulating and systematizing the accreditation of educational programmes, assessment of learning outcomes, recognition of prior learning and skills, credit accumulation and transfer.

**17.35** To implement this policy the Government will employ the following strategies;

Establish the Kenya Qualifications Framework Authority (KQFA) that will be responsible for the development, management, administration and maintenance of the Kenya Qualifications Framework (KQF);

Develop, implement and keep under continuous review an exemption and credits transfer system (ECTS).

## SAMPLE OF NQF CYCLES AND LEVELS

No.	Cycle	KQF Level	Qualification	Holder's Nomenclature-ISCED 97
1.	<b><u>Cycle V: Higher Education:</u></b> <i>H.E. Subcycle 3:</i> Doctoral programme	10	PhD/ Doctorate degree	Researcher/Innovator
2.	<i>H.E. Sub Cycle 2 :</i> Master's programme	9	Master degree	Scientist/Manager
3.	<i>H.E. Sub Cycle 1:</i> Undergraduate Programme	8	Bachelor degree + professional cert./award  Bachelor degree	Professional  Nonprofessional / Uncertified worker
4.	<b><u>Cycle IV:</u></b> POST SECONDARY TRAINING (P.S.T.) PROGRAMMES  <i>Post-Secondary Training Sub Cycle 6:</i>  <i>Post-Secondary Training Sub Cycle 5:</i>  <i>Post-Secondary Training Sub Cycle 4:</i>  <i>Post-Secondary Training Sub Cycle 3:</i> <i>Post-Secondary Training Sub Cycle 2:</i>  <i>Post-Secondary Training Sub Cycle 1:</i>	7  6  5	KCVET/KCSE+ Tech. Diploma  KVCET/KCSE + Craft Certificate  KVCET/ KCSE + Non tech. Diploma  KVCET/ KCSE+ craft certificate  KVCET + non employment skill certificate	Associate Professional, Certified Specialist or Technician  Master Craft person Semi-skilled paraprofessional  Craft Operator  Semi-skilled  Semi-skilled

No.	Cycle	KQF Level	Qualification	Holder's Nomenclature-ISCED 97
			KCSE+ non employment skill certificate	
5.	<b><u>Cycle IV :</u></b> <i>UPPER SECONDARY EDUCATION</i>	4	KVCET	Semi-skilled school leaver
			KCSE	Unskilled school leaver
6.	<b><u>Cycle III :</u></b> <i>JUNIOR SECONDARY EDUCATION</i>	3	KJCVET	Semi-skilled
			KJSE	Unskilled
			Artisan Cert. (Theory and Practice)	Skilled Artisan
			Artisan Cert. (Practice)	Skilled Operator
7.	<b><u>Cycle II:</u></b> <i>UPPER PRIMARY</i>	2	CPE +	Teenager
			GTT Cert. I	Skilled Operative
			CPE + GTT II	Semi-skilled
			CPE + GTT III	Semi-skilled
	<b><u>Cycle I:</u></b> <i>ECDE &amp; LOWER PRIMARY EDUCATION</i>	1		Child