REPUBLIC OF KENYA

MINISTRY OF EDUCATION

**TASK FORCE ON THE RE-ALIGNMENT OF THE EDUCATION
SECTOR TO THE CONSTITUTION OF KENYA 2010**

*TOWARDS A GLOBALLY COMPETITIVE QUALITY EDUCATION FOR
SUSTAINABLE DEVELOPMENT*

REPORT OF THE TASK FORCE

FEBRUARY 2012

TABLE OF CONTENTS

PRELIMINARIES

CHAPTER ONE

CHAPTER TWO

CHAPTER THREE

CHAPTER FOUR

CHAPTER EIGHTEEN
18.0 GENERAL RECOMMENDATIONS ON THE IMPLEMENTATION -------- 291

List of Tables

List of Figures

Appendices

PRELIMINARIES

THE TASK FORCE ON THE RE-ALIGNMENT OF THE EDUCATION SECTOR TO THE NEW CONSTITUTION

31st January, 2012

Hon. Amb. Prof. Sam K. Ongeri, MP, EGH
Minister for Education
P.O. Box 30040
NAIROBI

LETTER OF TRANSMITTAL

We, the members of the Task Force on Realignment of the Education Sector to the new Constitution were appointed by you, under Gazette Notice No. 1063 of 28th January, 2011. The Task Force was launched on 2nd February, 2011 and started work on the same day.

We were mandated, under our Terms of Reference, to realign the education sector with the Constitution 2010 and Vision 2030. The Task Force was also mandated to review the necessary literature, consult the stakeholders and receive submissions/memoranda and make recommendations to guide education and training along the lines of both blueprints - Constitution 2010 and Vision 2030.

The Task Force started by interpreting the Terms of Reference, which informed the formation of four (4) broad thematic working committees. The main themes were developed into distinctive chapters in this Report. The Task Force reviewed the Acts and policies governing Education and Training as well as Research, Science, Technology and Innovation. Based at the Kenya Institute of Education, the Task Force undertook extensive consultations with various key stakeholders across the country – including major educational institutions and Counties. The Internet was used to access information and data on international policies and perspectives on education, training and research. Several country models were explored to inform our analysis.

Following the review and consultative process, the Task Force prepared a Report on the findings and recommendations. From the Report, a draft Policy Document was prepared. The Bills proposing a legal framework will be submitted for review and discussion by you, the Permanent Secretary and senior officials of the Ministry of Education. They will also be reviewed by a National Stakeholders' Conference. The Bills will also be reviewed by the Parliamentary Committee on Education and draftsmen from the Attorney General's Chambers (State Law Office) in consultation with the Task Force.

The Task Force Report addresses mainly the issues of access, relevance, quality, retention, transition, equity, governance and management, in the light of the devolved governments to the County.

Honourable Minister, we have the pleasure to present to you our Report and to sincerely thank you for the honour and privilege given to us to serve our country, Kenya.

Yours sincerely,

1.	Prof. Douglas Odhiambo, EBS	-	Chairman--
2.	Dr. Peter N. Keiyoro	-	Vice Chairman-------------------------------------
3.	Mr. Samuel Sawa Maneno, OGW	-	Member--
4.	Mr. Joel Kumoi Ole Leshao	-	Member--
5.	Prof. Wangari Mwai	-	Member--
6.	Prof. Ben Murumbi Sihanya	-	Member--
7.	Mr. Philip Ochieng, OBS	-	Member--
8.	Mr. Cleopas Tirop	-	Member--
9.	Mr. Terry Childs	-	Member--
10.	Mr. Abdallah Mohamed Kamwana	-	Member--
11.	Bishop Maurice Crowley	-	Member--
12.	Mr. Joseph Karuga	-	Member--
13.	Ms Vane Nyaboke Akama	-	Member--
14.	Hon. Lady Justice Njoki Ndung'u	-	Member--

15.	Mrs. Maureen Onyango	-	Member--
16.	Rev. Samuel Njoroge	-	Member--
17.	Ms Jennifer Kimani, MBS	-	Member--
18.	Dr. Grace Cheserek, PhD	-	Member--
19.	Mr. Dima Dima Wilson	-	Member--
20.	Mr. Donald Kaniaru	-	Member--
21.	Mr. Paul M. Nyambala	-	Member--
22.	Dr. Gituro Wainaina	-	Member--
23.	Mr. Andiwo Obondoh	-	Member--
24.	Prof. James Legilisho Ole Kiyiapi, CBS	-	Ex-officio Member-------------------------------
25.	Prof. George I. Godia, EBS	-	Ex-officio Member-------------------------------
26.	Mr. Paul Wasanga	-	Ex-officio Member-------------------------------
27.	Mr. Gabriel Lengoiboni, MBS	-	Ex-officio Member-------------------------------
28.	Mrs. Lydia Nzomo, OGW	-	Ex-officio Member-------------------------------
29.	Mr. John Kabui Mwai	-	Ex-officio Member-------------------------------
30.	Mrs. Nancy Karimi, MBS	-	Ex-officio Member-------------------------------
31.	Mr. Moses Nthurima	-	Ex-officio Member-------------------------------

Acknowledgement

The Task Force appreciates the support and cooperation of the Minister, Permanent Secretary and Oversight Committee of the Ministry of Education. The Ministry of Education provided working facilities at the Kenya Institute of Education (KIE) and the staff to support and facilitate the work of the Task Force.

We are grateful to the Ministry of Education Senior Management, Provincial Directors of Education and District Education Officers who organized National and County Cluster Consultative meetings. We wish to acknowledge the technical assistance provided by CIDA, USAID and UNICEF through the contracting of lead Education Consultants. We also wish to appreciate input from all the stakeholders who participated in person or through submission of Memoranda.

Lastly, the Task Force acknowledges the contribution of the following for the able representation of their Institutions:

1. Ms. Stella Ruto   -   Teachers Service Commission

2. Mr. Francis W. Njagi   -   Kenya Institute of Education

3. Mr. Maundu Matenzawa -   Kenya National Examinations Council

The Task Force especially appreciates the members of the Secretariat. Their commitment and support immensely facilitated the work of the Task Force.

The members of the Secretariat were:

1. Mr. Kimathi M'Nkanata
2. Mr. Patrick S. Khaemba, HSC
3. Mr. Elijah K. Mungai
4. Ms Jane Wanza Mumo
5. Mrs. Ralia Mohammed
6. Mr. Joel Otini
7. Dr. Fredrick Kamunde
8. Dr. Thaddeus Rugah
9. Ms Virginia Kioi

10. Ms Esther Ndung'u
11. Mr. Daniel N. Kihungi
12. Mrs. Gladys Mwanyika
13. Mr. Cosmas Kasera
14. Mr. Caleb Towett
15. Mr. John Gichamba
16. Ms Mary Owino

Abbreviations and Acronyms

AA	Associate Assessors
ABE	Adult and Basic Education
ABET	Adult Basic Education and Training
ACCA	Association of Chartered Certified Accountants
ACE	Adult and Continuing Education
AiA	Appropriation in Aid
AIDS	Acquired Immuno-Deficiency Syndrome
AL	Adult Literacy
APBE & T	Alternative Provision for Basic Education and Training
ASALs	Arid and Semi-Arid Lands
ASET	Adult Secondary Education and Training
BOGs	Board of Governors
BOM	Board of Management
BOT	Board of Trustees
CATs	Course Assessment Tests
CBO	Community Based Organization
CDE	County Director of Education
CDEs	County Directors of Education
CDF	Constituency Development Fund
CEB	County Education Board
CEMASTEA	Centre for Mathematics, Science and Technology in East Africa
CEO	County Education Officer
CEO	Chief Executive Officer
CHE	Commission for Higher Education
COPC	Community Outreach Programme Certificate
COP	Community Outreach Programme
CICTIE	Centre for ICT Integration in Education
CPA (K)	Certified Public Accountant - Kenya
CPD	Continuous Professional Development
CPE	Continuous Professional Education

CPS (K)	Certified Public Secretaries - Kenya
CPU	Central Planning Unit
CRC	Convention on the Rights of the Child
DACE	Director of Adult & Continuing Education
DBE	Director of Basic Education
DE	Distance Education
DEB	District Education Board
DEMIS	District Education Management Information Systems
DEOs	District Education Officers
DFOS	Director of Field & Other Services
DG	Director General
DGE	Director General of Education
DHE	Directorate of Higher Education
DHRM	Director of Human Resource Management
DIS	Directorate of Inspection Services
DPP&EACA	Director of Policy, Partnerships & East African Community Affairs
DQAS	Director of Quality Assurance & Standards
DRD	Directorate of Research and Development
DRMD	Department of Research Management and Development
DSTE	Director of Secondary & Tertiary Education
DTE	Diploma Teacher Education
EAC	East African Community
EARCs	Education Assessment Resource Centres
ECDE	Early Childhood Development Education
EdRIC	Education Reforms Implementation Committee
EFA	Education For All
EMIS	Education Management Information System
ERS	Economic Recovery Strategy
ESQAC	Education Standards and Quality Assurance Commission
FBO	Faith Based Organization
FDSE	Free Day Secondary Education

FPE	Free Primary Education
GDP	Gross Domestic Product
GER	Gross Enrolment Rate
GoK	Government of Kenya
GPI	Gender Parity Index
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
IB	International Baccalaureate
ICT	Information Communication Technology
IGCSE	International General Certificate of Secondary Education
ILO	International Labour Organisation
INSET	In-Service Education and Training
IT	Information Technology
IoT	Institute of Technology
JAB	Joint Admissions Board
JKF	Jomo Kenyatta Foundation
KASNEB	Kenya Accountants and Secretaries National Examinations Board
KCPE	Kenya Certificate of Primary Education
KCSE	Kenya Certificate of Secondary Education
KEAC	Kenya Education Assessment Council
KEMI	Kenya Education Management Institute
KEPSA	Kenya Private Sector Alliance
KESI	Kenya Education Staff Institute
KESSP	Kenya Education Sector Support Programme
KIHBS	Kenya Integrated Household Budget Survey
KICD	Kenya Institute for Curriculum Development
KIE	Kenya Institute of Education
KIPO	Kenya Intellectual Property Organization

KISE	Kenya Institute of Special Education
KISNE	Kenya Institute of Special Needs Education
KJSEC	Kenya Junior Secondary Education Certificate
KLB	Kenya Literature Bureau
KNALS	Kenya National Adult Literacy Survey
KNATCOM	Kenya National Commission on UNESCO
KNEC	Kenya National Examinations Council
KNIS	Kenya National Innovation System
KPEC	Kenya Primary Education Certificate
KPSA	Kenya Primary Scholastic Assessment
KSSEC	Kenya Senior Secondary Examination Certificate
LATF	Local Authority Transfer Fund
LIN	Learners Identification Number
LRCs	Learning Resource Centres
MDGs	Millennium Development Goals
MDTIs	Multi-Purpose Development Training Institutes
MLIs	Middle Level Institutes
M & E	Monitoring and Evaluation
MoE	Ministry of Education
MoH	Ministry of Health
MoHEST	Ministry of Higher Education, Science and Technology
MVC	Most Vulnerable Children
NAC	National Assessment Centre
NACICTIE	National Centre for ICT Integration in Education
NACONEK	National Council for Nomadic Education in Kenya
NAS	National Assessment System
NCEOP	National Committee on Educational Objectives and Policies
NCRI	National Council for Research and Innovation
NCRST	National Council for Research, Science and Technology
NCST	National Council for Science and Technology
NEB	National Education Board

NEPAD	New Partnership for Africa's Development
NERs	Net Enrolment Rates
NESC	National Economic and Social Council
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
ODL	Open and Distance Learning
OVC	Orphans and Vulnerable Children
PACSTI	Presidential Advisory Commission on Science, Technology and Innovation
PC	Performance Contracting
PCRs	Primary Completion Rates
PDEs	Provincial Directors of Education
PECC	Peer Education and Counselling Clubs
PMF	Performance Management Framework
POSTI	Parliamentary Office for Science, Technology and Innovation
PPP	Public Private Partnerships
PS	Principal Secretary
PSC	Public Service Commission
PTA	Parents Teachers Association
PTR	Pupil Teacher Ratio
PWDs	Persons With Disabilities
QAS	Quality Assurance and Standards
SAGAs	Semi-Autonomous Government Agencies
SCECs	Sub-County Education Committees
SCEO	Sub-County Education Officer
SCs	Student Councils
SEBF	Secondary Education Bursary Fund

SEPU	School Equipment Production Unit
SMCs	School Management Committees
SNE	Special Needs Education
SRT	Science Research and Technology
STDs	Sexually Transmitted Diseases
ST & I	Science Technology and Innovation
SWAP	Sector Wide Approach to Planning
TCAE	Teacher Certificate in Adult Education
TEP	Technical Education Programme
TIVET	Technical, Industrial, Vocational and Entrepreneurship Training
TORs	Terms of Reference
TPR	Teacher Pupil Ratio
TSC	Teachers Service Commission
TTCs	Teacher Training Colleges
TTIs	Technical Training Institutes
UFGC	University Funding and Grants Council
UN	United Nations
UNESCO	United Nations Educational, Scientific and Cultural Organization
UPE	Universal Primary Education
WEO	Ward Education Officer
YMCA	Young Men's Christian Association

EXECUTIVE SUMMARY

1.1 Introduction

The Government of Kenya is committed to the provision of quality education and training to its citizens at all levels. The ongoing Free Primary Education, Free Day Secondary Education, and bursaries and loans provided through the Higher Education Loans Board bear testimony to this fact. The Social Pillar in the Vision 2030 singles out education and training as the vehicle that will drive Kenya into becoming a middle-income economy. In addition, the Constitution, 2010 has provided for Free and Compulsory Basic Education as a human right to every Kenyan child. The country is therefore obliged to align education and training to the demands of the two documents. This means reviewing all aspects of the education system to make it responsive to the new realities.

The Education Sector is responsible for the provision and co-ordination of education, training, research, education policy formulation and implementation and quality assurance at all levels of learning. The sector is presently managed by two Ministries, namely, the Ministry of Education and the Ministry of Higher Education, Science and Technology. This Task Force was officially launched on 2nd February 2011 by the Minister for Education to review and align the education and training sector to the Constitution 2010 and Vision 2030.

In view of this, the Task Force acknowledges that to be globally competitive and economically viable, Kenya requires an education system that is responsive to the national goals and aspirations of Kenyans. It was against this background that the Task Force embarked on a rigorous exercise to position education and training accordingly at the county, national, regional and global levels.

2.0 Approach and Methodology

2.1 Task Force

In carrying out its mandate, the Task Force reviewed the education system to align it to the Constitution, 2010, and Vision 2030, and proposed strategies to address policy, content and governance issues. Key challenges related to access, quality, equity, relevance, wastage and efficiency have been addressed. Information, Communication Technology (ICT) has been strengthened hand in hand with Research, Science, Technology and Innovation to facilitate

the realisation of Vision 2030. In addition, Mentoring and Moulding have been positioned to enhance national values as per the Constitution, 2010. Monitoring and Evaluation are further strengthened at all levels to ensure that standards and quality are maintained. Finally, a legal framework for the entire education sector is proposed.

To achieve its objectives efficiently, the Task Force created four technical committees to focus on the following broad areas:

(a) Finance, investment and resource mobilization

(b) Institutional management, governance, curriculum review and human resource capacity.

(c) Standards, Quality Assurance, Monitoring and Evaluation; Information and Communication Technology; Research, Science, Technology and Innovation; National Assessment System and National Qualification Framework.

(d) Regulatory and Legal Framework on Education.

2.2 Analysis and Review of Key Documents

The Task force undertook a detailed situational analysis of the education sector by:

(a) Reviewing the Education Act, various commission reports, other relevant policy and legal documents;

(b) Benchmarking with good practices from countries with national and county governments:

(c) Receiving submissions by various stakeholders;

(d) Holding county cluster stakeholder consultation forums; and

(e) Analysis of memoranda submitted to the Task Force.

2.3 Vision and Mission

The Task Force was guided by the Ministry's Vision, which calls for the provision of quality education and training to all Kenyans as fundamental to the success of the Government's overall development strategy. It anticipates that learners who have embraced entrepreneurship are able to engage in lifelong learning, learn new things quickly, solve more complex problems and assume more responsibility.

The Vision, therefore, remains **"To have a globally competitive quality education, training and research for Kenya's sustainable development"**

The Mission will be, **"To promote, provide and coordinate quality, equitable and lifelong education and training for national development"**

2.4 Findings

A number of challenges, gaps and concerns emerged, all raising this pertinent question: "Is the Kenyan Education System and its institutions and programmes fit for the purpose?" Specific issues were identified related to the following:

(a)   Relevance with regard to content and delivery;

(b)   Sufficient flexibility to adapt to the changing socio-economic needs;

(c)   Quality enough to match global competitiveness and to address challenges in the 21st century;

(d)   Effective governance and management;

(e)   Retention and transition rates at various levels;

(f)   Teacher education, management and attrition;

(g)   Effective structure;

(h)   Standards and Quality Assurance; Monitoring and Evaluation;

(i)   Access especially to the vulnerable for example, children with disabilities, refugees and internally displaced children, orphans, children affected and infected by HIV AND AIDS or alcohol and drug abuse and those from marginalised communities; and

(j)   Sufficiently flexible and responsive regulatory framework to be able to deal with the current and emerging challenges and ensure total access, equity and quality.

3.0 Structure of Education, Curriculum and Assessment

3.1 The Task Force noted that the current system of education, curriculum and assessment does not include Early Childhood Development and Education. In addition, the quality of education is not clearly spelt out so that the curriculum delivery can focus on development of specific expected competences to be assessed. In view of this, the Task Force found it necessary to recommend a more flexible and comprehensive structure for Kenya's Education System and Curriculum Reform to specify the expected competences at every level of learning. The recommended structure is 2 years of Pre-primary, 6 years of Primary (3 years lower and 3 years upper), 6 years Secondary (3 years junior and 3 years senior), 2 years minimum of Middle level Colleges and 3 years minimum University education. As a whole

this structure will have two cycles; Basic Education cycle of 14 years which is free and compulsory, and a Higher Education cycle.

3.2 The rationale for the revised structure is to:

(i)   Ensure learners acquire competences and skills that will enable them to meet the human resource aspirations of Vision 2030 by offering a choice of subject pathways at the end of the Elementary School phase.

(ii) Ensure the attainment of 100% transition rate from primary to secondary, thereby reducing wastage by introducing automatic progression to the junior secondary phase based on the acquisition of core skills and competences (literacy, numeracy and communication skills).

(iii) Focus on early identification and nurturing of talent in individual learners at the end of the junior secondary phase. In so doing it provides flexibility and allows learners to pursue areas of specialist interest in their learning.

(iv) Allow for specialization at the end of junior secondary.

(v)   Introduce a system of Competence Assessment Tests (CATS) measuring knowledge, skills and competences, the results of which will be cumulative and form part of a formative assessment process, the credits from which will be accumulated in the summative assessment at the end of each phase. This is distinct from the present situation where students either pass or fail and exit the system.

(vi) Fit more naturally into the child's maturation cycle, especially for girls.

The submissions to the Task Force strongly recommended a change of structure to make it more flexible and allow for a number of exit and entry points aligned with international best practice.

School calendar and term dates

It is recommended that the school year be divided into three terms of three months each as follows: **Term I** - September to November, **Term II** - January to March, **Term III** - May to July. The Task Force noted that the months of July and August have minimal public holidays allowing for ample time for management of examinations.

3.4 Curriculum

Aligning the curriculum to address the aspirations of the Constitution, Vision 2030 and the East African Community treaty is a priority. The content for basic education should therefore be designed with a view of equipping the learners with relevant knowledge that emphasizes on technology, innovation and entrepreneurship (Vision 2030), the development of their full capacities, living and working in dignity, enhancing the quality of their lives, making informed decisions and continuing with learning as a lifelong engagement.

3.5 The Task Force recommends a major reform of the curriculum to:

(a) Align it with the Constitution and to ensure that the aspirations of Vision 2030 are met.

(b) Structure the curriculum within a skills and competences framework that identifies the knowledge, skills and competences all learners will acquire, and which will provide both vertical and horizontal coherence.

(c) Develop a progressive assessment framework that identifies the knowledge, skills and competences that will be assessed for each level (Senior Secondary, Junior Secondary, Upper Primary and Lower Primary).

(d) The Task Force recommends revision of the curriculum and textbooks to ensure skills and competences are emphasized as proposed.

3.6 Assessment and Evaluation

The following issues and recommendations came up regarding assessment and evaluation:

(a) That the current summative assessment at the end of every cycle does not measure learners' abilities. School-based assessments need to be strengthened so that regular and cumulative assessment in the form of Competence Assessment Tests (CATs) is put in place.

(b) The current education system is examination based. The assessment has little regard to moulding good citizens and for self-reliance. There is need, therefore, to introduce competency-based assessment in line with a competency based curriculum. Revision of curriculum and textbooks is proposed to ensure skills and competences are emphasized.

(c) Assessment is not seen as part of the teaching and learning process but as a sieve to determine those who can move to higher education where the limited available space dictates the teaching/learning process towards examinations as opposed to competences applicable to life.

(d) Achievement at Kenya Primary Education Certificate (KPEC) level and Kenya Junior Secondary Education Certificate (KJSEC) will be considered in Senior Secondary School admission and streaming.

(e) Schools will be ranked based on holistic assessment on performance indicators built around the following areas: academic, co-curricular activities, quality of management, operations and maintenance of physical facilities, environmental care, learners' services and community outreach programmes. The Cabinet Secretary will give a report on these indicators during a national education day. The process should start from institutions through the county to the national level.

Competency Assessment Tests (CATs) by teachers are to be supported with a national framework/guidelines or test-bank by KEAC to be made available online on a regular basis. These will make the CATs standard and de-emphasize the many private examination papers being sold all over the country. Management and administration of examinations leave room for malpractices.

The Task Force recommends that KNEC is renamed the Kenya Educational Assessment Council (KEAC) and strengthened to address all matters related to management and administration of assessments in the country.

5.0 Access, Relevance, Equity and Quality Education

Access, equity, quality and relevance are fundamental characteristics that define and drive systems of education and training. In the design and implementation of education and training systems, governments worldwide pay special attention to the four characteristics. Although the Kenya Government has vigorously expanded access to quality and relevant system of education and training which also offers equal opportunity to all, there are still many challenges.

The Task Force recommends the following:

(a) Expand access to education at all levels.

(b) Undertake major curriculum reviews.

(c) Abolish all school levies which discriminate against poor households.

(d) Review capitation grants to be in line with inflationary trends.

(e) Establish a National Council for Nomadic Education in Kenya (NACONEK).

6.0 Standards and Quality Assurance

Whilst enrolment rates at primary and secondary levels have increased, learning achievements are declining. The application of standards and quality assurance measures are not comprehensive enough. Minimum quality standards are not achieved as schools are not regularly inspected and therefore teachers and school management in general are not held into account for the declining educational achievements in the country.

6.1 The Task Force recommends that:

Given the current state of the education sector and the central role that Standards and Quality Assurance plays in the provision of education, the Task Force recommends:

(a) A semi-autonomous Education Standards and Quality Assurance Commission (ESQAC) be established and reporting to the Cabinet Secretary. It will be the national custodian of standards and quality in education and it will hold to account all service providers across the education sector.

(b) The Commission for Higher Education (CHE) assumes responsibility for Standards and Quality Assurance across all universities and other institutions of higher learning.

7.0 National Accreditation and Assessment System

The Task Force recommends:

(a) The National Assessment Centre be adequately funded to facilitate effective administration of necessary studies and learning achievement tracking. In addition, an effective mechanism for dissemination and implementation of findings be developed.

(b) The National Assessment Centre needs to be institutionalised, aligned with the new structure of education and capacitated to manage and administer National Summative Assessment for each cycle.

(c) A review of the KNEC Act and other related Acts to address current and future challenges in examination administration and other issues regarding governance of examinations including the marking exercise.

(d) Assessments that are diagnostic in nature should be enhanced to effectively evaluate learner achievements at all levels of education.

(e) The Universities to focus on degree and postgraduate courses and avoid certificate courses.

7.1 National Qualification Framework (NQF)

The Task Force proposes the setting up of a National Qualification Framework for determining and assessing the level of achievement and competences of learners who have gone through different learning systems or different education structures. In order to achieve this, a National Qualification Authority (NQA) should be established by law.

The system shall set standards and benchmarks to be used to assess learner achievements comparatively. These benchmarks are then used to compare the achievements of a learner or the grade the learner is to be placed within the education systems and in the world of work.

8.0 Financing, Investment and Resource Mobilization

The Task Force recommends that:

(a) Government continues 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 the Free Primary education (FPE) and Free Day Secondary Education (FDSE) policy.

(b) Capitation grants be allocated to learners in ECDE, primary, secondary, special needs education, adult education and not-for-profit non-formal schools that meet set criteria.

(c) Bring TIVET into mainstream education so that the students can benefit from mainstream financing and enhanced skills development.

(d) Diversify and institutionalise university education funding sources to include government (grants, education bond and loans), private sector, development partners, scholarships, bursaries, financial institutions, income generating activities and philanthropy.

(e) Encourage local, regional and international public private partnerships in financing education.

(f) Invest in teacher professional development.

Institutional Management and Governance of Education and Training

The Task Force identified challenges at three levels, namely: national, county and institutional management. The Task Force thus recommends:

(a) Improved coordination, accountability and increased community/stakeholder participation in planning, implementation, management and governance of education at all levels.

(b) The Education Sector be headed by the Cabinet Secretary who will be supported by the Principal Secretary (PS) who is the Accounting Officer.

(c) There be a Director General of Education who will be the chief technical advisor (or head of technical functions) to the Ministry and answerable to the PS.

(d) There be the following directorates within which all the functions of the Ministry shall be distributed, namely:

  (i)   Policy and Planning

  (ii)   Partnerships and Private Educational Institutions

  (iii)   Research and Development

  (iv)   Higher Education and Teacher Education

  (v)   Basic Education, Adult and Continuing Education

  (vi)   TIVET

  (vii)   Field and Co-curricular Services

  (viii) Administration, Finance and Support Services.

Alongside the eight directorates, there will be Support functions or auxiliary service departments reporting directly to the PS. These will be Central Planning, Legal, Human Resource, Administration, Finance, Internal Audit and Accounts; all headed by officers at the rank of deputy directors and operating as small, independent units. Functions of these divisions or departments will be derived from the office of the Principal Secretary. A Technical Education Reform Secretariat will fast track reforms arising from the Task Force recommendations.

The broad functions of the Ministry will include regulation, coordination, policy, planning, partnerships and curriculum oversight. The mandate of the proposed National Education Board (NEB) will be to advise the Cabinet Secretary on all matters concerning education in the country.

9.1 County Level

The Task Force recommends that:

(a) County Education Boards (CEB) are established.

(b) Functions and membership of County Education Board (CEB) be defined.

(c) The post of County Directors of Education (CDEs) should be established.

10.0 Human Capacity Development in Education and Training

With regard to human capacity development the Task Force observed that the Ministry is currently heavily understaffed in terms of the technical cadre staff as it operates at less than half of the establishment. This shortfall is compounded by the increasing administrative structures (districts) in the recent past.

The Task Force recommends the following:

(a) That a clear human resource policy be developed to adequately address staff matters related to terms and conditions of service including recruitment, capacity building, promotion, deployment and redeployment in all cadres. This will enhance staff retention and boost the morale and motivation of staff. Senior staff at National and County levels should be competitively sourced.

(b) TIVET institutions be strengthened in terms of infrastructure with clear guidelines on their staff development.

11.0 Mentorship and Moulding to nurture national values

11.1 The Task Force noted that despite the importance of mentorship and moulding in the education sector, obvious gaps remain apparent. In particular, it is not clear where the responsibility lies among education stakeholders and those assigned have not put in place an effective programme. There is no clear policy or guidelines on mentorship by the government save for what takes place under guidance and counselling, which is not comprehensive enough.

The Task Force recommends that:

(a) Proper positioning of mentoring and moulding at all levels with a clear policy and legislation be in place.

(b) Partnership and collaboration with the relevant stakeholders including parents and local communities be encouraged.

(c) National values be mainstreamed in the curriculum.

(d) Institutional managers and teachers be provided with necessary resources to deal with emerging issues such as emerging health issues, substance abuse, violence and national values and cohesion.

12.0 Research, Education and Training

12.1 The Task Force observes that research is 'mystified' and remains a preserve of few Ministries and/or academic institutions - like universities where it is mainly at postgraduate level. Funding for research programmes remains very low. It is not a priority and therefore remains lowly resourced in terms of finances, material and human resources. Social research is yet to be recognised as a planning and management tool in education and other sectors of development.

The Task Force recommends that:

(a) Research be cascaded to lower levels including ECDE levels, to encourage critical, independent and investigative thinking among young learners.

(b) Research be institutionalised by teaching basic research skills among teachers in TTCs and other tertiary institutions including the universities; and formation of strong research clubs/groups.

(c) Research be introduced as a discipline (curriculum) and as a management tool at all levels, both national and county.

(d) Development of a clear policy and legal framework that guides the development of research be undertaken.

(e) More resources - Financial, human and infrastructure be allocated for research - at least not less than 1% of the country's GDP in line with international standards.

12.2 Science, Technology and Innovation

Science, Technology and Innovation (ST&I) are key and critical in the achievement of Kenya's Vision 2030. The Task Force identified challenges that need to be addressed to facilitate activities that are suitable for the delivery of desired levels of growth and technological advancement. Science, Technology and Innovation should be harnessed to stimulate industrial initiatives for increased and sustained economic growth.

The Task Force recommends that:

(a) Adequate and well trained staff in ST&I be put in place.

(b) Curriculum is regularly reviewed to meet skills demands that are constantly changing.

(c) Technical capacities be strengthened.

(d) Intensification of innovation in priority areas be undertaken.

(e) Enhancing of Science, Technology and Innovation awareness be undertaken.

13.0 Information and Communication (ICT) in Education

13.1 The Task Force noted that only about 2% of schools in the country have the necessary ICT infrastructure.

The Task Force recommends that:

(a) ICT institutional framework be strengthened to allow efficient integration of ICT in the entire education sector with enhanced ICT capacity at all levels.

(b) A National Centre for ICT Integration in Education (NACICTIE) be established as a SAGA and be devolve to county levels.

(c) Connectivity to enhance communication among the MoE headquarters, counties and individual institutions be enhanced.

(d) The Government provides technical backup in ICT initiatives in government learning educational institutions.

14.0 Open and Distance Learning (ODL) in Education

Open and Distance Learning is merely mentioned in the current Sessional Paper No.1 of 2005 and lacks policy framework for implementation. There is minimum use of Open and Distance Learning approaches in Primary and Secondary schools in Kenya - even in areas where physical and socio-economic barriers hinder access - especially among the difficult to reach communities.

The Task Force recommends that:

(a) In addition to the already existing initiatives in open and distance education, the Government should facilitate the establishment of a national university dedicated to Open and Distance Learning (ODL).

(b) A regulatory and Legal Framework for open and distance learning be developed.

(c) The government explores the possibility of adopting distance and open learning approaches including home schools at all levels of Kenya education and include NFE and SNE.

(d) The capacity of teachers and educators be built to enable them acquire skills in ODL and e-learning.

(e) Relevant materials in e-learning and ODL be developed.

15.0 Teacher Education and Management

The general consensus is that Teacher Education in Kenya has not kept pace with developments that have occurred throughout most developed countries. A policy framework for teacher education is lacking, while at the same time teacher education and the teaching profession are not well defined as few teachers have a clearly defined career development plan.

The Task Force recommends that:

(a) Teaching and teacher education be professionalized.

(b) The government grants public universities full academic and professional responsibility for the TTCs.

(c) The government makes Continuing Professional Development (CPD) of teachers and teacher educators a contractual entitlement.

(d) The government outsources some of CPD and INSET provision to the public, relevant SAGAs, TSC and the private university sector on a competitive basis.

(e) The government raises entry requirements and screen applicants for pre-service training to enable only those seeking career in teaching to join teacher training colleges.

16.0 Public Private Partnerships

Public private partnership in education is a mutual collaboration between the government and the private sector that could help reduce public spending, increase access, equality, equity in the provision of education. In this case, the private sector is instrumental in supplementing government efforts in providing services in the education sector.

The Task Force recommends that:

(a) The government facilitates the creation of a revolving fund which would be accessed by members at a lower interest rate for both short term and long term interest in education projects.

(b) The government develops a Public Private Partnership in education policy and entrenches it in law.p Private investors in education.

(c) The government provides adequate incentives to private investors in education so that they are able to effectively contribute to improving access, quality, equity and relevance.

(d) The government establishes a directorate for partnerships and private educational institutions.

17.0 Regulatory Framework

Since independence in 1963, the Government of Kenya has committed itself to providing an education system that guarantees the right of every learner to quality and relevant education. In an effort to provide quality education, the Government has laid down regulatory mechanisms mainly within the Education Act Cap. 211 and other legal instruments, although these have generally proved inadequate.

The Task Force recommends that:

(a) There should be a single Ministry of Education.

(b) There should be an inter-ministerial committee to coordinate all the ministries and non-line departments that have a stake in the regulation of educational matters in their various capacities.

(c) The proposed eight directorates of education be entrenched in law.

(d) Entrench students' councils and PTAs in law.

18.0 General Recommendations

The Task Force recommends that a committee of education experts be set up to guide the implementation of education reforms contained in this report.

CHAPTER ONE
1.0 CONTEXT AND MANDATE OF THE TASK FORCE

1.1 Introduction

All major policy and strategic developments in the Education Sector have since independence been developed through the work of successive Commissions, Committees, Working Parties and Task Forces. Major policy interventions were the introduction of Free Primary Education in January 2003 and Free Day Secondary Education in 2008. Thereafter, there was a national education conference whose recommendations led to the development of Sessional Paper No. 1 of 2005, which forms the current education policy. The Sessional Paper No. 1 of 2005 on Education and Training has led to major reforms in the education sector.[1] These reforms have enabled Kenya to make significant progress towards attaining the Education for All (EFA) and Millennium Development Goals (MDGs). To date, the main focus has been on improving levels of access, retention, equity, quality, relevance, and the overall efficiency of the education sector. Vision 2030, launched in 2008 and the new Constitution, 2010 made it necessary to re-align the education sector.

1.2 The Task Force Mandate

The Task Force on Re-alignment of the Education Sector to the Constitution, 2010 was mandated to review and align the education, training and research sector in accordance with the new Constitution. It was officially launched on 2nd February 2011 by Hon. Amb. Prof. Sam K. Ongeri, EGH, MP, Minister for Education.

1.3 Rationale

The Task Force subscribes to the view that, to be internationally competitive and economically viable, the education system must produce a Kenyan capable of lifelong learning and able to take the initiative to solve problems independently. The Vision 2030 is expected to make Kenya become internationally competitive and economically viable. The Republic, therefore, 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

---

[1] Kamunge (2008 and 1988), Gachukia (2003 and 2007), Koech (1999), MacKay (1985), Gachathi (1976), Ominde (1964), Education Act Cap. 211 (1968), TSC Act Cap. 212 (1966)

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. Further, the education and training sector must respond to the demands of the Constitution 2010.

1.4 Terms of Reference of the Task Force

The specific terms of reference (ToRs) of the Task Force as set out in the Gazette Notice No. 1063, of 28th January 2011 were to:

(a) Analyse the implications of the new Constitution on education, training and research for national development.

(b) Review the education system in Kenya in relation to:

    (i)   Relevance and responsiveness of the curriculum to Vision 2030;

    (ii)   Access, equity, quality and transitional issues;

    (iii) Structure of education system from Kindergarten to University, including tertiary educational institutions, institutions of research, special needs education, adult education, village polytechnics, home craft centres and child care facilities;

    (iv) Investment in education, both public and private;

    (v)   Institutional management or governance;

    (vi) Human capacity in education at all levels;

    (vii) The place of information communication technology and other technologies;

    (viii) Niche markets with reference to national, regional, and international dynamics; and

    (ix) Moulding and mentorship values.

(c) Undertake a situational analysis of the education sector by:

    (i)   Reviewing relevant documents including commissions reports, policy papers and legal documents; and

    (ii) Reviewing best practices from countries which have national and county governments.

(d) Undertake a needs assessment to establish gaps in relation to:

    (i) Curriculum delivery process including relevance and responsiveness of the curriculum; and

    (ii) The status of implementation of the targeted education sector interventions.

(e) Present periodic reports as and when required.

(f) Propose an appropriate educational management framework at the national, county, and institutional levels.

(g) Review policy and legal frameworks.

(h) The Task Force was empowered to:

    (i)   hold consultative clustered county meetings or workshops with stakeholders;

    (ii)   hold a national level consultative conference of stakeholders;

    (iii) co-opt local and international experts in particular areas as may be necessary;

    (iv) commission studies or researches to institutions or individuals with requisite expertise as required to undertake its tasks;

    (v)   co-ordinate and consult with relevant ministries, departments and agencies in order to access such information, documentations and studies as are relevant to enable the Task Force execute its mandate; and

    (vi) nominate an acting-chairperson from amongst the members in the absence of the Chairperson.

(i) The Task Force was to submit to the Minister periodic drafts of the proposed legal and policy frameworks for review, discussion and feedback on the following priority areas:

    (i)   Financing of education at all levels and modalities of resource mobilisation to ensure provision of free and compulsory Basic Education;

    (ii)   Regulatory frameworks for both Public and Private investors in the country;

    (iii) Framework on the relationship between National and County governments and structures in the management and implementation of education programmes;

    (iv) A national strategy for institutional and human resource capacity development in the education sector;

    (v)   A national strategy for research, monitoring and evaluation, education management information system, information and communication technology and to redefine their role in the education sector; and

    (vi) A national education qualification framework.

(j) The Final Report would contain:

    (i)   A comprehensive Task Force report

    (ii)   A proposed Sessional Paper

    (iii) A draft Education Bill

    (iv) A Cabinet Memorandum and Policy Brief.

1.5 Working Committees

To guide the review and analysis, the Task Force created the following working committees:

(a) Finance, investment and resource mobilisation.

(b) Regulatory and legal framework on education.

(c) Institutional management, governance, mentoring and moulding, curriculum review and human resource capacity.

(d) Quality assurance, standards, ICT in education, Research and Development, monitoring and evaluation.

A steering committee was formed to coordinate the work of those committees.

1.6 Interpretation of the Terms of Reference

In interpreting the ToR in the context of the provisions of the Constitution, 2010 and Vision 2030, the Task Force raised, deliberated and agreed on the following key and related questions:

Is the Kenyan Education System, its institutions and programmes, fit for purpose?

(a) Relevant as it should be, both with regards to structure, content and delivery?

(b) Sufficiently flexible to adapt to the changing needs of society?

(c) Without discrimination, physically and economically accessible to everyone, especially the vulnerable and marginalised, persons with disabilities, refugees and internally displaced persons, orphans, persons affected and infected by HIV AND AIDS and alcohol and drug abuse?

(d) Governed by a sufficiently flexible and responsive regulatory framework[2], and able to deal with the current and emerging challenges and ensure total access, equity and quality.

1.7 Methodology

The Task Force undertook its work through the following four stages:

1.7.1 Stage One: Analysis and Review of Key Documents

The Task Force undertook a detailed situational analysis of the education sector by:

(a) Reviewing relevant documents such as commission reports, policy papers, and legal documents.

(b) Reviewing good practices from countries which operate National and County Governments.

(c) Undertaking a needs assessment to establish gaps in relation to:

---

[2] Kenya Education Act (1968)

(i) Curriculum delivery process; relevance and responsiveness of the curriculum (ensure issues of spirituality, integrity, compliance to Vision 2030, citizen values, mentorship and governance are addressed); access, equity, quality and transitional issues;

(ii) The status of implementation of the targeted education sector interventions; and

(iii) Educational infrastructure and the School Mapping Report.

1.7.2 Stage Two: Consultations

Stakeholder consultations took various forms[3], and included:

    (i) Conducting inclusive consultative clustered county meetings, workshops and focus group discussions with key stakeholders;

  (ii) Meetings with specialist interest groups;

  (iii) Analysis of memoranda submitted to it.

1.7.3 Stage Three: Formulation

Presenting periodic draft reports for review, discussion and feedback based on the following priority areas:

(a) Financing of education at all levels and modalities of resource mobilization to ensure provision of free and compulsory Basic Education;

(b) Regulatory frameworks for both Public and Private investors in the country;

(c) Developing a framework on the relationship between National and County governments as well as other necessary structures in the management and implementation of education programmes (including management of education at municipality level);

(d) Developing a national strategy for institutional and human resource capacity development in the education sector;

(e) Developing a national strategy for research, quality assurance, monitoring and evaluation, EMIS, Information and Communication Technology, to redefine their role in the education sector; and

(f) Developing a national education qualification framework.

1.7.4 Stage Four: Finalisation of the report. Towards finalisation of the report—the Task Force

- Engaged the Hon. Minister, the Permanent Secretary and the Oversight Committee.

---

[3] See Appendix X for a list of persons and institutions consulted.

1.7.5 Stage Five: Production of the Final Outputs

This involved producing the final outputs:

(a) Comprehensive Task Force report

(b) Proposed Sessional Paper

(c) Draft Education Bill

(d) Cabinet Memorandum and Policy Brief.

1.8 The New Constitution, 2010 and its implication on the Education Sector

1.8.1 Relevant Sections of the Constitution

The new Constitution has many implications for Kenyan people's education, for their rights to education and for their education services. In particular:

(i) **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.

(ii) **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 the marginalised, good governance, integrity, transparency and accountability, and sustainable development.

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

(iv) **Article 12 Chapter 13** and its articles on the Public Service provides for the values and principles of public service.

(v) **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 any important information affecting the nation.

(vi) **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 educational 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 it is incumbent upon government to develop a culture of human rights, promote gender equality and equity and facilitate gender mainstreaming in national development.

(vii) **Articles 62**, **63** and **66** refer to public land, which will be vested in and held by both the national/and county governments in trust for the people resident in the country, 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 or community land.

(viii) **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 minorities and marginalised groups.

(ix) **Articles 201(a)**, **(d)**, and **(e)**; **226** and **227** on Public Finance relating to transparency, accountability, and appropriate governance of public monies.

(x) **Article 237** on the Teachers Service Commission accords special status to the TSC.

(xi) **Article 7** on official language and national language.

(xii) **Fourth Schedule, Part 1** and **Part 2**. National Government—Paragraphs 5, 12, 15, 16 and 17. County Governments—Paragraphs 4 (f) (h), and 9.

1.8.2 Key Issues Addressed

There are three main sets of issues relating to Education in the Constitution.

1.8.3 The Bill of Rights

Chapter 4 embodies the Bill of Rights and affirms the right of all Kenyans to education. *Article 21* recognises the fundamental duty of the State and every State organ to observe, respect, protect, promote and fulfil the rights and fundamental freedoms outlined in the Bill of Rights.

The right to education includes both duties and obligations which are to be realised immediately and those which are subject to progressive realisation. The obligation to ensure free and compulsory primary education and the prohibition of discrimination in education are, for instance, immediate obligations. These are also qualified as 'minimum core obligations' which apply regardless of available resources. On the other hand, most of the obligations relating to the right to education are to be realised progressively according to the maximum available resources of a State.

Whilst the detailed implications of this rights approach to free and compulsory education and related services will need to be determined, it is clear that the people will increasingly demand their rights through a more empowered civil society. The provisions of *Article 46 (1 a, b)* are important as they grant consumers the right to goods and services of reasonable quality and to information necessary for them to gain full benefit from goods and services. Education as a service, therefore, must meet minimum quality standards, which suggest there will be an increase in pressure for improved services, with comparison of indicators and results between counties.

1.8.4   Devolution to the Counties

The Constitution places major emphasis on devolution and decentralisation of previously concentrated powers at the national level to forty-seven counties each with a defined structure of government, elected governors, and county assembly and wards. Again, there are many issues still to be resolved, as, for example, the relationship between the central government, the counties and the urban local governments. However, it is likely that the initial change process will be fast, as the new county structures are required to be in place in 2012.

Some of the key issues the Task Force addressed are:

(a) Education a national responsibility

(b) Decentralization

(c) Resource allocation

(d) Management

(e) Infrastructure

These issues are explained hereunder:

(a)   Education a National Responsibility

The Constitution envisages that education will continue to be primarily a national responsibility. There are important implications for National level resource distribution, and the unbundling of decision-making. Major issue relate to:

(i)   Education service delivery;

(ii) The respective roles of the national and county governments, and between counties and educational institutions;

(iii) Financing arrangements.

(b)   Decentralization

Decentralisation to the schools level in the education sector is relatively well established. The national Government has the responsibility for setting policy, allocating the national budget for education, supervising and regulating the education system. In order to avoid over-centralization of decision-making and implementation, there is particular need to determine:

(i)   The specific education functions that could be devolved from the National to the County governments. One of the implications is the distribution of the existing administrative staff away from the national Ministry to devolved levels. There is the opportunity to strengthen the County governments to assist the National line Ministry to better supervise, legislate, regulate, monitor and evaluate the education system. The devolved functions would require revising Performance Contracting and appropriate accountability measures; and

(ii) Whether each County will have its own education departments/units. Responsibility for managing and implementing education service delivery could also be effectively devolved. The role of the current provincial, district, division and zonal level education authorities, including Boards of Governors (BOGs), School Management Committees (Primary) SMCs, Parents-Teachers Association (PTA), will be reviewed and redefined.

These sub-authorities could be mapped to county education service delivery authorities to implement the national policies, and to promote quality and relevant education through county level mechanisms. County level authorities could provide the day-to-day operational support through devolved functions. Finally, County governments could be empowered appropriately to ensure that social accountability is promoted and maintained.

(c) Resource Allocation

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 unlikely that the counties will receive a significant amount of funding for education beyond the 15% of total revenue and access to an "equalization fund". The implications of this will need to be examined and other forms of central support considered. There are many issues to be resolved regarding (i) the criteria for allocating the CDF if this continues to exist (under guidance from the Commission for Revenue Allocation), (ii) policies towards user fees, and (iii) the cost of transferred, new and proposed functions and services.

(d) Management

There are issues related to the management of the sector, especially as the Constitution makes the Teachers Service Commission, a former Semi-Autonomous Government Agency (SAGA), to a Constitutional Commission. Its relationship with the MoE will have to be clarified and established. Similarly, there are the other SAGAS with specific mandates, which will have to be reviewed in the light of the new Constitution. They are the Kenya Institute of Education (KIE), the Kenya Education Staff Institute (KESI) (Sector capacity building), the Kenya National Examination Council (KNEC), The Jomo Kenyatta Foundation (JKF), the Kenya Literature Bureau (KLB) and the Kenya Institute of Special Education (KISE).

(e) Infrastructure

There are also many issues relating to infrastructure, and especially those involving national schools at secondary education level. 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.

All of the above issues need to be seen within the context of pressing on with 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 ECDE, TIVET and University education levels, a revised education and training policy within the New Constitutional framework, maintaining and strengthening the current decentralised service provision system.

1.8.5 Envisaged Ministerial Re-organization

Under the Constitution, the Cabinet will be limited to 22 members, which inevitably entails a new structure of management. It is strongly expected that the Ministry of Education (MoE) and the Ministry of Higher Education, Science and Technology (MoHEST) will merge into one obviously raising questions about the size of the new education Ministry and the roles and responsibilities of possible new directorates. Some of the functions remaining at the national level include: policy and planning, standards and regulations, information technology, research. Finally, while the process of merger could bring about efficiency improvements, there is also the possibility that newly-achieved gains in education from the creation of a separate Ministry for that purpose in 2008 could be lost. For this reason an agreed percentage of the Education budget should be established and ring-fenced for Basic Education and research only reviewed every three years.

1.9 Vision 2030

Kenya Vision 2030 places great emphasis on the link between education and the labour market, the need to create entrepreneurial skills and competences, and the need to strengthen partnerships with the private sector. This has considerable importance for the structure and focus of the education system and curriculum. It also has considerable relevance to teacher education. Consequently this has been given consideration to changes to the structure of Education, the introduction of technical talent and general academic curriculum pathways, and the centrality of ICT to teaching and learning and its application on day-to-day life. Vision 2030 also recognizes the need for a literate citizenry and sets targets for enhancing adult literacy to 80% by 2012.

1.9.1 The Current Situation

(a) Macroeconomic context

Kenya's economic performance has fluctuated over time and this has had implications for the education sector financing and the provision of education. In the 1960s and 1970s, the economy grew at a rate estimated at 6-7% (Government of Kenya, Various Years). However, during the last two decades, the country experienced declining trends in macroeconomic performance until 2003 when the country began to experience a gradual increase in economic growth. Real GDP growth rate rose from a low of 5.1% in 2004 to 7.1% in 2007 before the drastic decline to 1.7% in 2008. The latter was attributed to post-election violence in early 2008 following the disputed elections in 2007. According to the Kenya Integrated Household Budget Survey (KIHBS) (2005/6), 45.9% of the population is poor, with a gini coefficient of 0.45 (Government of Kenya, 2007). During the same period, it was estimated that 49.1% rural population and 33.7% urban population were poor.

The working-age population (persons aged 15-64 years) was estimated at 15.9 million persons in 1998-99 and 19.8 million by 2005/6. However, the labour force participation rate (the ratio of total labour force to the working-age population) was relatively stable; 73.6% and 73% in the respective years.

The relatively low overall unemployment rate of 12.7% masks high levels of youth unemployment. For example, the unemployment rate among youths aged 15-24 was nearly 25% in 2005-06. A review of the literature on unemployment in Kenya highlighted various factors to blame for unemployment, but critical amongst them are the skills mismatch and information problems in the labour market.

(b) Education Sector

Since independence in 1963 the education sector in Kenya has experienced rapid expansion. The number of public and private primary schools increased from 6,058 in 1963 to 27,487 in 2010, while secondary schools 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, whilst 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 growth of population and the introduction of Free Primary Education (FPE) and Free Day Secondary Education (FDSE) in 2003 and 2008 respectively. At the TIVET level, enrolments grew to 75,547 in 2010 up from 62,439 in 2003.For the university sub-sector, enrolments shot up to 180,617 in 2010 up from 82,090 in 2003.

The main challenges facing the education sector have been issues of access, equity, quality, relevance and efficiency in the management of educational resources. In 2003, the Ministry of Education embarked on reforms geared towards attaining the education related Millennium Development Goals (MDGs) and Education For All (EFA). The Sessional Paper that followed the recommendations of the 2003 National Conference on Education and Training recognized the need to develop a policy framework. Sessional Paper Number 1 of 2005 was developed to guide the development of the education sector. It outlined sector targets, which included the attainment of Universal Primary Education (UPE) by 2005 and Education For All (EFA) by 2015.

The following specific targets were set:
(i)   A primary school Net Enrolment Rate (NER) of 100% by 2015;
(ii)   A completion rate of 100% by 2010
(iii) Achievement of a transition rate of 70% from primary to secondary school level by 2008;
(iv)   A 50% NER in Early Childhood Development Education (ECDE) by 2010;
(v)   Gender parity at primary and secondary by 2015;
(vi)   Development of a national training strategy for TIVET by 2005, and ensuring that TIVET institutions are appropriately funded and equipped by 2008;
(vii) Achievement of a 50% improvement in levels of adult literacy by 2010;
(viii) Expansion of public universities to have a capacity of at least 5,000 students each by 2015;
(ix)   An increase in the proportion of all students studying science-related courses to 50%, with at least one third of these being women, by the year 2010.

These targets were to be achieved through enhancement of access, equity and quality in primary and secondary education through capacity building for 45,000 education managers by 2005, and the construction/renovation of physical facilities/equipment in public learning institutions in disadvantaged areas, particularly in Arid and Semi-Arid Lands (ASALs) and urban slums by 2008.

(c)   The Base-line - Macro Statistics

Successive reviews of the Education Sector have shown increased investment in the sector and a substantial growth in both numbers of institutions of learning and enrolments.

(i) The ECDE Sub-sector (Age 4-5)

In the Sessional Paper No. 1 of 2005, the Government was to integrate ECDE into Basic Education by 2010 but this policy has not been fully implemented. However, the MoE plans to have children aged 4-5 years who are in pre-schools included in the FPE programme. Interventions for children aged 3 years and below are classified as childcare services.

Table 1.1: Enrolment at ECDE level

Baseline	Target (2010)	Actual (2010)	Achievement/Gap
ECDE Enrolment 1,643,175	2,162,095	2,193,071	+30,976
ECDE GER GER Boys 59.6% GER Girls 56.2% GER Total 57.9%	ECDE GER 60%	GER Boys 616% GER Girls 58.7% GER Total 60.2%	+0.2
Adult Education Enrolment = 126,324	226,324	265,000	+38,676

(ii) The Primary Sub-sector (Years 1-8)

The 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 Net Enrolment Rate (NER) increased from 68.8% 68.8% for boys and 68.8% girls respectively) 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 especially at the secondary and tertiary levels as shown Figure 1.1 below.

Figure 1.1: Primary School Level Enrolment Trends, 2004 - 2010
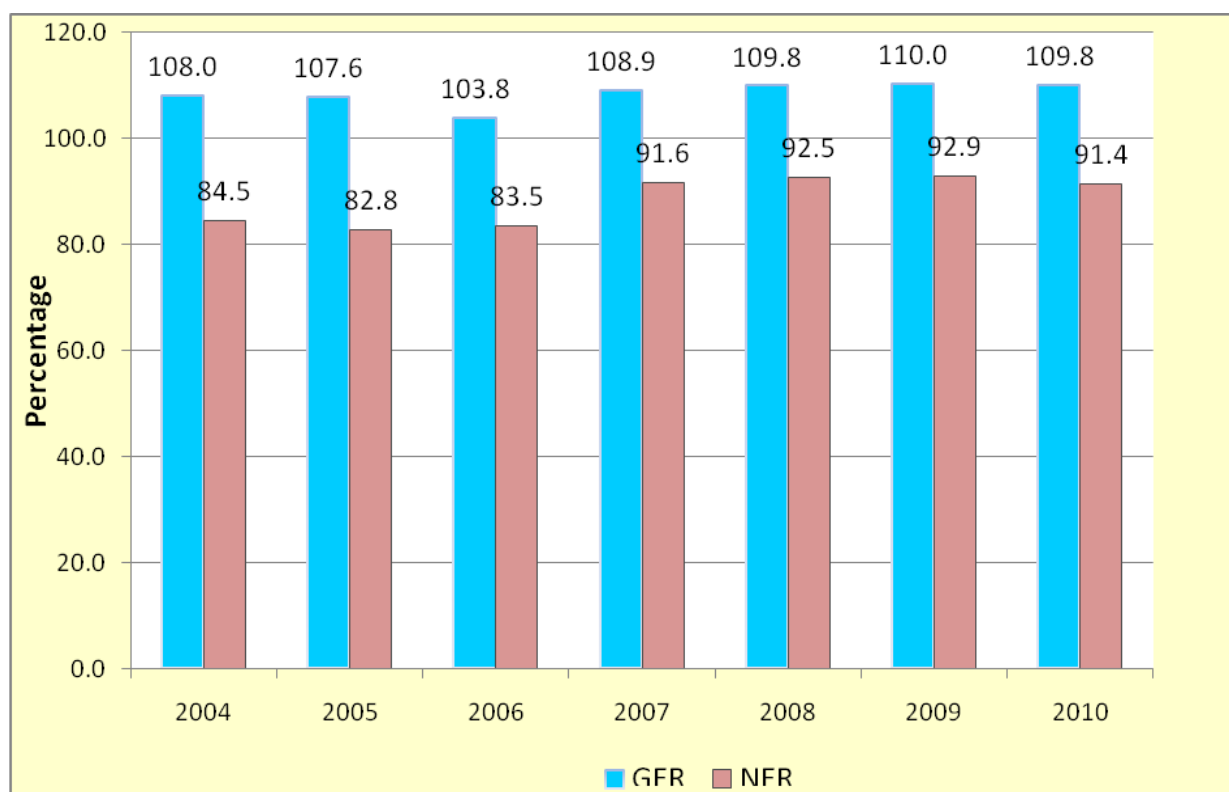
The Government policy within the context of EFA and MDGs is to enhance gender equity. However, this remains elusive at all levels of education and training. Nevertheless, gender parity in enrolments has been improving steadily. The disparity is relatively small with a gender parity index of 0.94 in 2007 and 2008 registering an improvement of an index of 0.98 in 2009.

The pupil/teacher ratio at primary school level increased from 1:39 in 2003 to 1:45 in 2009. However, there are gross disparities within regions, the worst affected being ASALs districts and areas affected by insecurity. The teacher shortage in primary schools is about 40,000 and about 20,000 at secondary level.

The textbook/pupil ratio 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 do not benefit from economies of scale, and have ratios far higher than this (Value for Money Audit Report (2009).

The GOK budgetary allocation for the sector is insufficient and this does impact negatively on the provision of resources such as textbooks, PTRs and Retention Rates are also affected. Completion Rates stood at 76.8% (79.2% boys and 74.4% girls) in 2010, although these already show a decline from the previous year, 83.2% (88.3% and 78.2% for boys and girls respectively).

Transition rate 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.

Figure 1.2: Primary completion rate (PCR) and primary to secondary transition rate, 2004-2010
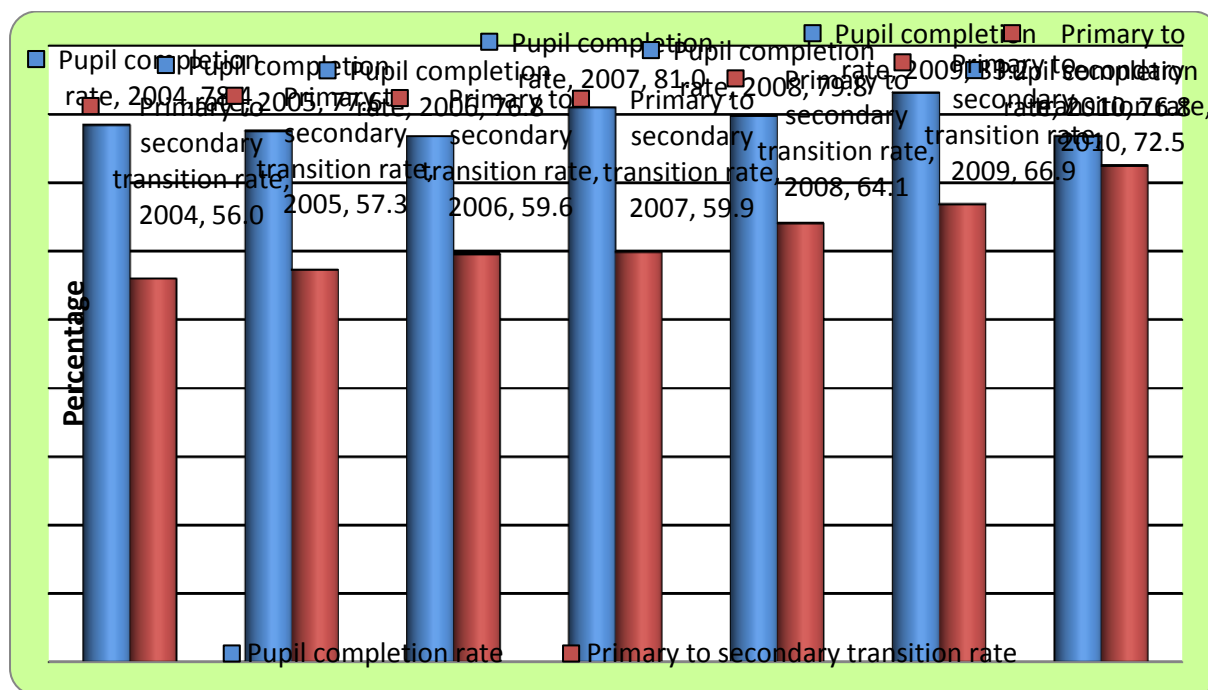
(iii) The Secondary Sub-sector (Forms 1 to 4)

The number of secondary schools has increased from a total of 6,566 secondary schools in 2008 to 7,308 in 2009 against 26,666 primary schools over the same period. 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) in 2008 and further to 1,500,015 (804,119 boys and 695,896 girls) in 2009.

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 35.8% (36.5% for boys and 35.1% 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%.

Figure 1.3: Secondary Schools Gross Enrolment Rate (GER) and Net Enrolment Rate (NER), 2004-2010
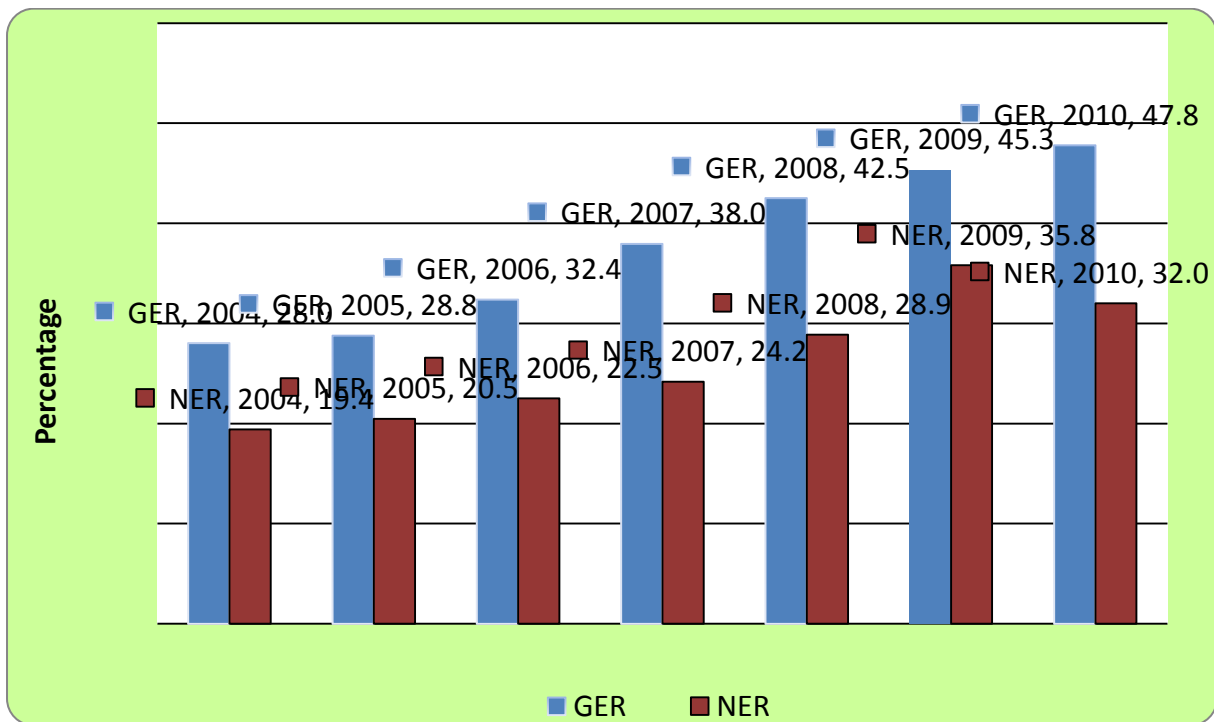
(iv) TIVET

At the TIVET level, enrolments have grown from 71,167 (36,541 male and 34,626 female) in 2006 to 75,547 (38,160 male and 37,386 female) in 2010. With the expansion of primary and secondary sub-sectors, TIVET remains the next sub-sector for expansion through infrastructure and equipment, including ICT.

(v) University Sub-sector (Bachelors degree, 4 - 7 years)

The growth in undergraduate student enrolment has also been witnessed in the university sub sector. Enrolment has grown from 112,229 (68,345 male and 43,884) in 2006 to 180,617 (110,721 male and 69,896 male). Issues of focus will be management, financing, expansion to accommodate the increasing demand and refocusing the curriculum to the demands of Vision 2030.

(vi) Adult and Continuing Education

The provision of Adult and Continuing Education throughout Kenya has suffered from inadequate funding, whilst the overall vision requires structural and curriculum reform to fit it to the aspirations of Vision 2030. Of particular concern is raising the levels of literacy. 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 competency. 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 achievements, with Nairobi recording the highest (87.1%) and North Eastern Province recording the lowest (8%). The Medium Term Plan (MTP) for Kenya's Vision 2030 recognizes the need to have literate citizens and sets a target of increasing the adult literacy rate to 80% by 2012.

(d) Private Sector provision of Education

A feature of the past ten years has been the increasing levels of private provision of education across all levels. In 2008, 924,192 primary school children representing 10.8% of total enrolled were being educated in the private sector, while 171,097 secondary school children representing 12.31% of total enrolled were being educated in the private sector.

Enrolment in private secondary schools rose from 83,733 students to 171,097 in 2008, whilst the growth in the number of Private Secondary Schools is far greater than that of Public Secondary Schools in any province. For example, in Nairobi, the number of Private and Public secondary schools is almost the same (47:48) (EMIS 2009). However, growth in numbers of Private Secondary Schools has been restricted by the shortage of land.

Incentives to encourage Private Sector investment in education have been acknowledged as a way forward for some time (Sessional Paper No. 1 of 2005) and the Task Force has considered issues related to Land, Taxation and reducing 'red tape'.

(e) Current Challenges

Although there has been marked progress towards realising Universal Primary Education (UPE), and increasing access to education across the sector, retention of pupils, especially at the primary level, remains a considerable challenge. In spite of continuing to receive the highest percentage of budgetary allocation over the last decade, especially since the launch of FPE and FDSE, quality remains a major issue across the entire spectrum of the education and training sector.

These challenges are:

(i)   high numbers of children out of school mainly due to a range of user charges being levied;

(ii)   high levels of unaccounted teacher absenteeism;

(iii)   scarcity of financial resources;

(iv)   high cost of education;

(v)   alcohol and substance abuse;

(vi)   inhibitive cultural practices;

(vii)   child labour;

(viii) high levels of poverty;

(ix)   lack of a clear policy in recruitment of education managers;

(x)   lack of clear roles of the sponsors;

(xi)   scourge of HIV and AIDS;

(xii)   high pupil/teacher ratios,

(xiii) weaknesses in the management, deployment and development of teachers,

(xiv)   a shortage of experienced teachers;

(xv)   overcrowded classrooms that compound the poor quality education in public schools;

(xvi)   teacher training programmes that are in need of radical reform;

(xvii) unsatisfactory financial management practices across the sector;

(xviii) a shortage of vacancies in secondary schools;

(xix)   inadequacies in the provision of educational infrastructure, especially in Arid and Semi-Arid Lands (ASALs);

(xx)   weak governance, weak management and unaccountable implementation of the education sector overall;

(xxi)   funding of Higher Education remains problematic.

1.10   Organization of the Report

The rest of the report is organized as follows:

Chapter 2:   Vision, Mission and Goals of Education and Training

Chapter 3:   Structure and Curriculum of Education System

Chapter 4:   Access, Equity, Quality and Relevance

Chapter 5:   Standards and Quality Assurance (QAS)

CHAPTER TWO
2.0 VISION, MISSION AND GOALS OF EDUCATION AND TRAINING

2.1 Introduction

An appropriate education system of a country is founded on a philosophy, vision and mission and must target goals pursued through clearly stated objectives. This Chapter spells out the philosophy, vision, mission, goals and objectives of the Kenyan Education system.

2.2 Philosophy of Education

The Ministry 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. Emphasis is placed on the provision of a holistic, quality education and training that promotes the cognitive, psychomotor and affective domains of learners, instilling values such as patriotism, equality of all human beings, peace, security, honesty, humility, mutual respect, tolerance, co-operation and democracy, through education.

2.3 Vision

The Vision of education service provision is **to have a globally competitive quality education, training and research for Kenya's sustainable development**. To achieve this, the Ministry has endorsed Vision 2030 and shall focus education and training towards achieving the goals of the Vision.

2.4 Mission

The Mission of the Ministry of Education is to provide, promote, co-ordinate quality education, training and research for empowerment of individuals to become caring, competent and responsible citizens who value education as a life-long process.

2.5 Mandate

The mandate of the Ministry of Education is to provide services that target achieving:

(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, whilst upholding the rule of law and respect for others. In addition, education to play a role in expanding democratic space and fostering political participation values.

2.6 Guiding Principles

Towards the realization of Vision 2030, the education system will be guided by the following principles:

(a) Reaffirming and enhancing patriotism, national unity, mutual social responsibility and the ethical and moral foundation of our society.

(b) Providing an education for all that has open door and alternative systems that ensure opportunities for continuous learning.

(c) Placing emphasis on quality, access, equity, relevance and transitional issues.

(d) Placing emphasis on new developments in science, technology and innovation.

(e) Providing education that focuses on entrepreneurship, agricultural and industrial development.

(f) Providing education that identifies and nurtures learners' talents and gifts.

2.7 National Goals of Education and Training

After independence, the Government of Kenya appointed a committee of eminent Kenyans under the Chairmanship of Prof. Ominde (1964) to collect views from the people of Kenya on what they wished the country to strive for.

2.7.1 The Ministry of Education shall retain the eight National Goals of Education and Training articulated by Ominde and subsequent reports. These are to:

(a) Foster nationalism, patriotism and promote national unity.

(b) Promote the socio-economic, technological and industrial skills for the country's development.

(c) Promote individual development and self-fulfilment.

(d) Promote sound moral and religious values.

(e) Promote social equality and responsibility.

(f) Promote respect for and development of Kenya's rich and varied cultures.

(g) Promote international consciousness and foster positive attitudes towards other nations.

(h) Promote positive attitudes towards good health and environmental protection.

2.7.2 Additionally, 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.

2.7.3 It is appropriate that the following eight goals of education are discussed:

(a) National Unity

The goal of education is to foster nationalism, patriotism and promote national unity. To achieve this goal the Ministry of Education and County Education Boards shall ensure access to education for all its citizens.

National and County Education Boards shall enforce the use of the two official languages Kiswahili and English both in and out of school. The language of the catchment area (Mother Tongue) shall be used for child care, ECDE and in the education of Lower Primary children (0-8 years). It is important that whenever possible learners are not confined in their local areas for the purpose of national integration.

(b) Socio-economic, Technology and Industry

The link between education and the world of work, the economy and national development is indivisible. The MoE shall strengthen that link through a review of the national curriculum to ensure that all learners are exposed to developments in science and technology, and to opportunities to apply that knowledge practically. The development of TIVET shall receive special attention together with skills training to increase small scale industries especially in the *Jua Kali* sector and agriculture. Opportunities for learners to specialise in technology education shall be developed when at age sixteen; learners will have an opportunity to select to follow the technology pathway for the senior secondary phase. The use of ICT shall be accelerated and integrated into the education system.

(c) Individual Development and Self-fulfilment

Access to a quality and relevant education is guaranteed in the 2010 Constitution. To facilitate individual development and self-fulfilment, a revised structure which will enable

learners to follow alternative knowledge pathways shall be introduced. Learners shall be equipped with practical skills to make them employable or to become self-employed and to ensure Kenya's economic competitiveness.

(d) Moral and Religious Values

Education and training shall inculcate moral and spiritual values, as well as, the valuing of cultural differences within the unity of Kenya. It shall instil the importance of integrity, honesty, respect for others and hard work. Further, it shall develop inter-personal skills and use the curriculum to instil these values.

(e) Social Equity and Responsibility

Education is closely linked to culture. An educated person is not only one who has sufficient knowledge and skills, but one who knows how to interact with others courteously and harmoniously. Education and training shall therefore embrace equity issues and equal opportunity for all. It shall be the duty of education and training to ensure that there is equal service delivery of good quality education to nomadic, orphans and vulnerable groups especially girls throughout Kenya.

(f) Respect For and Development of Kenya's Rich and Varied Cultures

Kenya's diversity in culture and ethnic heritage is best demonstrated by her wealth of 42 indigenous tribes. It is through education and training that integration of Kenya's tribes can be enriched. Education has 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.

(g) International Consciousness and Positive Attitudes towards other Nations

Information Communication Technology (ICT) has globalized education and made it easier for people to learn from one another. The MoE shall support links with schools internationally to extend the education of Kenyan children. Further, the MoE shall promote e-learning and thereby raise the level of international awareness of our children.

(h) Positive Attitudes towards Good Health and Environmental Protection

Education and training shall enlighten learners to the benefits of good health by including in the curriculum knowledge of how to prevent and combat Malaria, HIV AND AIDS and other diseases. The MoE shall endorse and support programmes designed to raise the awareness of young people to HIV AND AIDS, STDs and drug abuse. Further, the MoE shall institute Environmental Education in all schools, and through the proposed Community Service Programmes, channel this knowledge to the wider Kenyan community.

2.8 Performance Targets

2.8.1 The Ministry of Education shall:

(a) Ensure access, equity and quality across all levels of Basic Education and training by 2020.

(b) Eliminate gender and regional disparities in Basic Education and training by 2017.

(c) 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.

(d) Equip schools to ensure that all primary and secondary schools meet minimum quality standards of teaching and learning by 2017.

(e) In partnership with TSC, revise teachers' conditions of service, institute performance contracts for all teachers by 2012, and enforce regulations that require teachers to be on duty to cover the syllabus.

(f) Strengthen school inspection to ensure quality education service delivery at the classroom and school level immediately.

(g) Develop guidelines for the establishment, registration and operation of ECDE centres including specifications on physical facilities, equipment, materials, and qualifications of personnel required to operate them by 2015.

(h) Require all Primary Schools to have a functioning ECDE section, with admission not subjected to entry interviews or examinations by 2015.

(i) Create the conditions necessary to ensure that the teaching of science, technology and ICT takes place in all schools by 2022.

(j) Initiate the implementation of the new structure of education (2-6-6-3) by the year 2013.

(k) Review of the teacher training curriculum by September 2013.

(l) Review of Basic Education Curriculum by December 2012.

(m) In partnership with TSC, orient teachers on the new curriculum by 2013.

(n) Strengthen the school management through capacity building of BOM by December 2012.

CHAPTER THREE
3.0 STRUCTURE AND CURRICULUM OF EDUCATION SYSTEM

3.1 Structure

3.1.1 Introduction

The structure of an education system comprises the levels characterizing that system, and the length of time a learner is expected to spend or the content of the curriculum expected to be covered at each level, in fulfilment of clearly articulated objectives (Koech, 1999). Curriculum content dictates duration of a cycle. This cycle can be arranged into annual, term, quarter or semester duration.

A structure is basic to success of any education system for the following reasons:

(a)   It determines entry into various levels of the education system

(b)   It determines the time available for curriculum coverage

(c)   It determines the curriculum content and delivery modalities

(d)   It is through a structure that the system is fitted into the natural cycle of life

(e)   Structure dictates transferability/mobility of citizens, nationally and internationally.

3.1.2 Current Structure of Education in Kenya

The current structure of education in Kenya consists of eight years of primary, four years of secondary and a minimum of four years of university education. This structure excludes early childhood development education and does not specify standardized duration of middle level training. The situation is summarized in the table below:

Table 3.1: The Current Education Structure

Level	No. of Years	Age
ECDE	Not formally integrated	-
Primary	8 years	6 – 13+
Secondary	4 years	14 – 17+
Tertiary/TIVET	Not formally integrated	Flexible and Variable
Adult Basic Education and Training (ABET)/NFE	6 years	18 +
University	4 years	18- 21+

The 8-4-4 structure was adopted by the government based on a recommendation made by the MacKay report of 1983. Previously, the country had a 7-4-2-3 structure of education.

3.1.3 Limitations of the Current Structure

Submissions by members of the public to the Task Force highlighted numerous weaknesses in the current structure, some of which are outlined below:

(a) The failure to incorporate the pre-school cycle as part and parcel of the education structure.

(b) Lack of open-door opportunities for learners to pursue further education towards life-long learning.

(c) Unhealthy competition and over emphasis on examinations based certification at the end of each cycle.

(d) Limited training and vocational opportunities for learners wishing to acquire vocational, industrial and technological skills.

(e) Lack of harmony with the educational structures of the other East African countries.

(f) Limited focus to the world of work.

(g) Lack of the secondary equivalent for Adult Basic Education and Training (ABET).

These and other shortcomings notwithstanding, there is a widespread belief that the current structure is too rigid in that it lacks subject pathway and flexibility. In addition, it keeps children in the primary phase for too long, limits subject area and vocational orientation choice.

3.1.4 Structure of Education in Selected Countries

A study of structures of education from Uganda, Ghana, South Africa, Malaysia, Singapore, South Korea, England and Israel revealed that learning experiences between primary one and end of secondary cycle lasts between 12 and 13 years. It also revealed that the content for primary level focuses on literacy, numeracy and communication skills and that the duration of the primary cycle is between five and seven years. It was further observed that admission to successive levels of education is strictly linked with the age of the learner.

The following table shows the structure of education systems from selected countries:

Table 3.2: Comparative Education Systems: International Comparative Analysis of Structures

	Country	Years	Pre-Primary	Primary	Junior Secondary	Senior Secondary	TIVET	University
(i)	Uganda	Duration	-	7	4	2	-	3
		Age	-	6-13	14-17	18-19	-	20-22
(ii)	Ghana	Duration	-	6	3	3	-	3
		Age	-	5-11	12-14	15-17	-	18-20
(iii)	South Africa	Duration	1	6	3	3	-	3
		Age	5-6	6-12	12-15	16-18	-	19-21
(iv)	Malaysia	Duration	2	6	3	2	2	3
		Age	3-4	5-11	12-14	15-16	17-18	19-20
(v)	Singapore	Duration	3	6	2	3	2	3
		Age	3-6	6-12	13-14	15-17	18-19	20-22
(vi)	South Korea	Duration	3	6	3	3	-	4
		Age	3-6	6-12	13-15	16-18	-	19-22
(vii)	England	Duration	-	6	3	3	-	3
		Age	-	5-11	11-16	16-18	-	-
(viii)	Israel	Duration	2	6	3	3	-	3
		Age						
(ix)	**Kenya**	**Duration**	**-**	**8**	**-**	**4**	**-**	**4**
		Age	**-**	**6-14**	**-**	**15-19**	**-**	**20-23**

3.1.5 The Rationale for a New Structure of Education and Training

Arising out of the provisions of the Constitution for the right of all citizens to Basic Education, the objectives of Vision 2030 and submissions from Kenyans to the Task Force on their desire for a change of the current education structure, the Task Force is of the view that *a new structure of education that has the support of the people is called for. Such a structure should reflect the aspirations, objectives and values of the Kenyan people. Furthermore, the new structure of Education and Training should lessen the rigidity in the transition from one level to the other, and expands curriculum choice.*

In its consideration of various proposals for a new structure of education and training in Kenya, the Task Force considered at length a new Vision for education in Kenya. It compared structures practised in Britain, Ghana, South Africa, Malaysia, Uganda and Tanzania, and concluded that a structure that lessens the tension and rigidity in the transition from one level to the next would be the best for Kenya. The structure will ensure that teachers in primary and secondary school levels concentrate on teaching rather than coaching for terminal examinations.

A comparison of education systems of some of the top ten countries (Global Competitive Report, 2010/2011) indicates that their systems contain Pre-Primary, Primary, Junior Secondary, Senior Secondary, Tertiary and University levels. An example of this is Singapore, which is ranked number one in its quality of its education system has a structure of 2 years Pre-primary, 6 years Primary, 4 years Junior secondary, 2 Senior Secondary and 3-4 years University.

The Kenyan people are well aware that the achievement of Vision 2030 depends heavily on science, technology and innovation. However, the current structure leaves little room for development of technical education, innovativeness and identification of individual talents. In addition, learners exiting current system at the end of either primary or secondary school levels are not well prepared to join the world of work. They also lack focus on the type of trade they may wish to join at either middle or tertiary level.

The Task Force re-affirmed the right of all Kenyans to Basic Education (Articles 53(b) and 54(b) of the Constitution, 2010). This calls for a system of education that will guarantee this right. It therefore implies that the structure should allow all learners to transit from one level

to the other until they are 18 years of age. In addition, a suitable structure should be flexible and provides limitless opportunities for lifelong learning for all.

The Task Force's proposal for a new structure of education is, therefore, an all-inclusive system that is flexible and well coordinated as to provide limitless opportunities for lifelong learning and the achievement of basic education for all.

The specific reasons that persuaded the Task Force to recommend review of the education structure are:

(a) To provide a system that is in line with the learners' growth and maturity cycle as provided in theories of learning.

(b) To provide for an education system that is less burdening for the learners.

(c) To provide a system that allows for specialization at the end of the junior secondary school.

(d) To ensure learners acquire competences and skills that will enable them to meet the human resource aspirations of Vision 2030 by offering a choice of subject pathways.

(e) To provide for a system that allows ease of re-entry of learners that had dropped out of the education system later on as adult learners.

(f) To ensure reduction of wastage by introducing automatic progression from primary to secondary phase.

(g) To provide an opportunity for the learners to acquire core skills and competences throughout the entire Basic Education cycle.

(h) To provide an opportunity for early identification and nurturing of talents in individual learners.

(i) To allow for flexibility and choice by learners to pursue areas of special interest in their learning.

(j) To provide a system of Competency Assessment Tests (CATs) that will contribute to the overall performance of learners.

(k) To align the Kenyan structure with international best practices.

(l) There is a perception that the 8-4-4 system is heavily examinations oriented and that a lot of importance is attached to the examination results. This calls for re-branding of the system.

(m) To provide a system that is not examinations oriented.

(n) All the county stakeholders meetings conducted by the Task force proposed a change of the structure

3.1.6 The Recommended Structure

Following the analysis of presentations and papers from the general public, the Task Force concluded that numerical titles such as 8-4-4 fail to indicate what the education system represents. The new system should, therefore, focus on child development, skills and competences to be learnt, and the ultimate outcome at each level from Early Childhood Care and Development to University level. The competences and skills will enable the learners to meet the human resource aspirations of Vision 2030 by offering a choice of subjects and career pathways.

The Task Force recognizes the right of all Kenyans to Basic Education [(Articles 43 (1) (f), 53 (1) (b) and 54(1) (b) of the Constitution, 2010)]. This calls for a system of education that will guarantee this inalienable right. Therefore, the structure should allow all learners to transit from one level to the next until they are 18 years of age.

The Task Force proposes a new structure of education that is all-inclusive, flexible and coordinated, as well as signalling to stakeholders what each phase means. It aims to provide opportunities for lifelong learning and the achievement of Basic Education for all.
The Task Force recommends a structure of:

(i) Child care,
(ii) 2 years of Pre-primary,
(iii) 6 years of Primary (3 years lower and 3 years upper),
(iv) 6 years Secondary (3 years junior and 3 years senior),
(v) 2 years of Middle level institutions, and
(vi) A minimum 3 years University education.

As a whole this structure will have two cycles:

A: Basic Education cycle, and

B: Higher Education cycle.

Basic Education, 14years; Higher Education with middle level education and training, 2 years; and University Education, 3 years minimum) as shown in Figure 3.1.

3.1.7 Elaboration of the Structure

The Basic Education Cycle

Basic Education refers to education provided from Pre-primary to end of the Senior Secondary education. This is the minimum level of formal instruction that every eligible Kenyan needs in order to be adequately equipped, with a firm foundation of knowledge for further learning and practical skills necessary for economic development.

The content for Basic Education should, therefore, be designed with a view of equipping the learners with relevant knowledge that lays emphasis on technology, innovativeness and entrepreneurship (Vision 2030), the development of their full capacities, living and working in dignity, enhancing the quality of their lives, making informed decisions and continuing with learning as a lifelong engagement. This cycle is discussed in full below.

(a) Child Care

The Task Force observed that child care is such an important stage in a child's growth and development, hence the need to fully support the child. It is thus recommended that the first phase (child care, ages 0 to 3 years), be under full responsibility of parents and local communities.

(b) Pre-Primary

The Task Force noted that ECDE has been in operation for a long time, operating under various titles like baby class, nursery and pre-school unit. This level of education has over the years been offered by the communities, local authorities and private organizations.

Pre-primary provides an opportunity for the development of the learner's brain, which is most rapid during the first five years of life. In addition, this stage provides emotional, cognitive, social, physical, moral values, spiritual and aesthetic development of the learner. Therefore, the curriculum will consist of communication skills, manipulation skills, awareness of the immediate environment and play.

Investing in pre-primary education prepares children for further learning and growth. Moreover, a proper approach at this level can help the education system reduce costs in the long run. The main focus at this level should be to:

(a) Promote cognitive skills, and exposure to general knowledge in various fields.

(b) Instil life and social skills, national values and encouraging interpersonal relationships at an early age.

(c) Encourage an independent personality, the capacity of treating others with respect and tolerance, and accepting similarities as well as differences.

(d) Encourage linguistic and symbolic literacy, becoming acquainted with technology and means of communication, instilling sensitivity to aesthetics and recognition of the arts and various means of artistic expression.

(e) Instil skills that will turn children into lifelong learners.

This level will focus on five key elements i.e. child protection, early learning, play and stimulation, child health and child nutrition. The language of instruction will be the language of the catchment area.

The Task Force recommends that the policy of mainstreaming ECDE (ages 4-5 years) into the primary school system should be implemented. As earlier stated, the first phase (childcare i.e. ages 0 to 3 years) should be under the full responsibility of parents and local communities.

(c) Lower Primary

This phase will target learners in the age bracket of 6 to 8 years. This is a Foundation Stage in the learning process and the curriculum shall contain learning experiences that provide the basics for communication, numeracy and life skills through play. It will also form a foundation for moral and attitudinal development of the learners.

(d) Upper Primary

This phase will target learners in the age bracket of 9 to 11 years. The focus during this stage is to provide opportunities for further development of knowledge gained in lower primary. The content remains broad and general in nature, with a focus on developing core cognitive building blocks. The learner will develop an increasing appreciation and awareness of the

environment at regional, national and international levels. Knowledge and skills to be acquired include: literacy, numeracy, life skills, scientific knowledge, exploration and technology-based skills. It will also provide an opportunity for development of positive moral values and attitudes.

(e) Junior Secondary

The phase will be a transition between primary and senior secondary schools for those in the age bracket of 12 to 14 years. It is meant to build on and develop further the learning experiences obtained at primary school level. This phase will offer an opportunity for learners to identify areas of interest and growth. Upon completion, learners should be able to join any of the four streams, namely, general education, talent, technical and vocational. This will be dictated by their preferences and career path, with the advice of both parents and teachers.

Besides academics, emphasis will be on technology and the identification of talents, development of life skills, moral and attitudinal skills.

(f) Senior Secondary

This level will be for learners in the age bracket of 15 to 17 years. It will focus on specialized areas or fields of study, in addition to elements of the core curricula as a continuation from junior secondary. Senior secondary schools will be specialized institutions that will provide opportunities for learners to specialise and focus on further education and the world of work. The senior secondary cycle will have four distinct specialization streams, namely; General Education, Technical, Talent and Vocational. This will be expounded further at the university level.

All senior secondary schools will have the same core curriculum that will include development of moral and attitudinal skills, language skills, and communication skills, scientific and technological skills. However, general education streams will major in regular academic subjects leading to relevant degree courses. On the other hand, Technical streams will major in technical subjects leading to technological degree courses, while Vocational streams will major in trade courses leading to the world of work or further education including degree programmes. In addition to offering regular academic subjects, Talent streams will major in various talents leading to world of work and higher education.

(g) Adult and Continuing Education (ACE)

ACE targets adults who never went to school or those who dropped out of school for various reasons. For many years, this was never part of the mainstream education. Adult and Continuing Education programme is equivalent to Basic Formal Education. In this respect ACE is offered at two levels, namely, Primary and Secondary levels' equivalent. The programme will be flexible and accelerated. Upon completion of the secondary equivalent, the adult learner may access Middle Level Institutions or University Education.

(h) Higher Education

This phase refers to all formal and non-formal education and training offered after the Basic Education cycle and comprises middle level institutions and university levels of education and training. Under this category are found:

(i)   All Teacher Training Colleges

(ii) All Technical and Vocational Institutions

(iii) All Sectoral Colleges within Government Ministries

(iv) All Institutions offering Pre-University Academic Programmes

(v)   All Private and Public Chartered Universities

(vi) All Non-Governmental Institutions offering commercial and other skill-development courses beyond Basic Education provided approved by the Commission of Higher Education.

(i) Middle Level Institutions (MLIs)

The programmes offered by MLIs will be transitory or terminal leading to the world of work. MLIs will comprise colleges offering both certificate and diploma courses. MLIs will include all TIVETs and other middle level training institutions. Students who complete diploma and higher diploma courses and attain the required learning thresholds will go for further training if they so wish. The Commission for Higher Education (CHE) will set up the regulations for admission to universities and MLIs. Matters regarding certificates and diplomas will be regulated by guidelines given from time to time.

(j) Universities

These are institutions offering degree programmes at undergraduate and postgraduate levels as follows:

(i)   Undergraduate degrees (to take minimum 3 years).

(ii) Postgraduate Diplomas.

(iii) Masters degrees.

(iv) Doctoral degrees.

In order to ensure achievement of Vision 2030, particular Universities that shall offer technological courses should be earmarked. This will cater and provide a pathway for learners who have completed Technical Senior Secondary and Vocational Schools as well as those who may wish to pursue degree courses from institutes of technology. Universities will, therefore, be required to review their curricula to accommodate the four pathways. Universities will exclusively concentrate on degree programmes and postgraduate diplomas.

3.1.8 Transition Process

(a) Primary to Junior Secondary

Primary 6 pupils will be guided to make choices of the junior schools they wish to join within their counties. The selection lists will be forwarded to the County Directors of Education to be used for placing learners in junior schools following the KPEC results.

(b) Junior Secondary to Senior Secondary

Students will be guided to make choices of the senior schools they wish to join depending on their choice specialization streams. The selection lists will be forwarded through the County Directors of Education to the MoE National Office. The MoE directorate in charge will place students to senior schools.

(c) Senior Secondary to University and Middle Level Institutions

Students will make choices of the degree programmes they wish to pursue if they attain the university entry requirements. Admission to Universities will be conducted by the universities' Joint Admissions Board (JAB). Those wishing to pursue higher education and MLIs will make individual applications depending on their preferences.

Figure 3.1: Recommended Structure of Education and Training

Basic Education   **Higher Education**

0-3	4-5	6-8	9-11	12-14	15-17	18-19	18-20

Age (yrs)

Adult Education/NFE
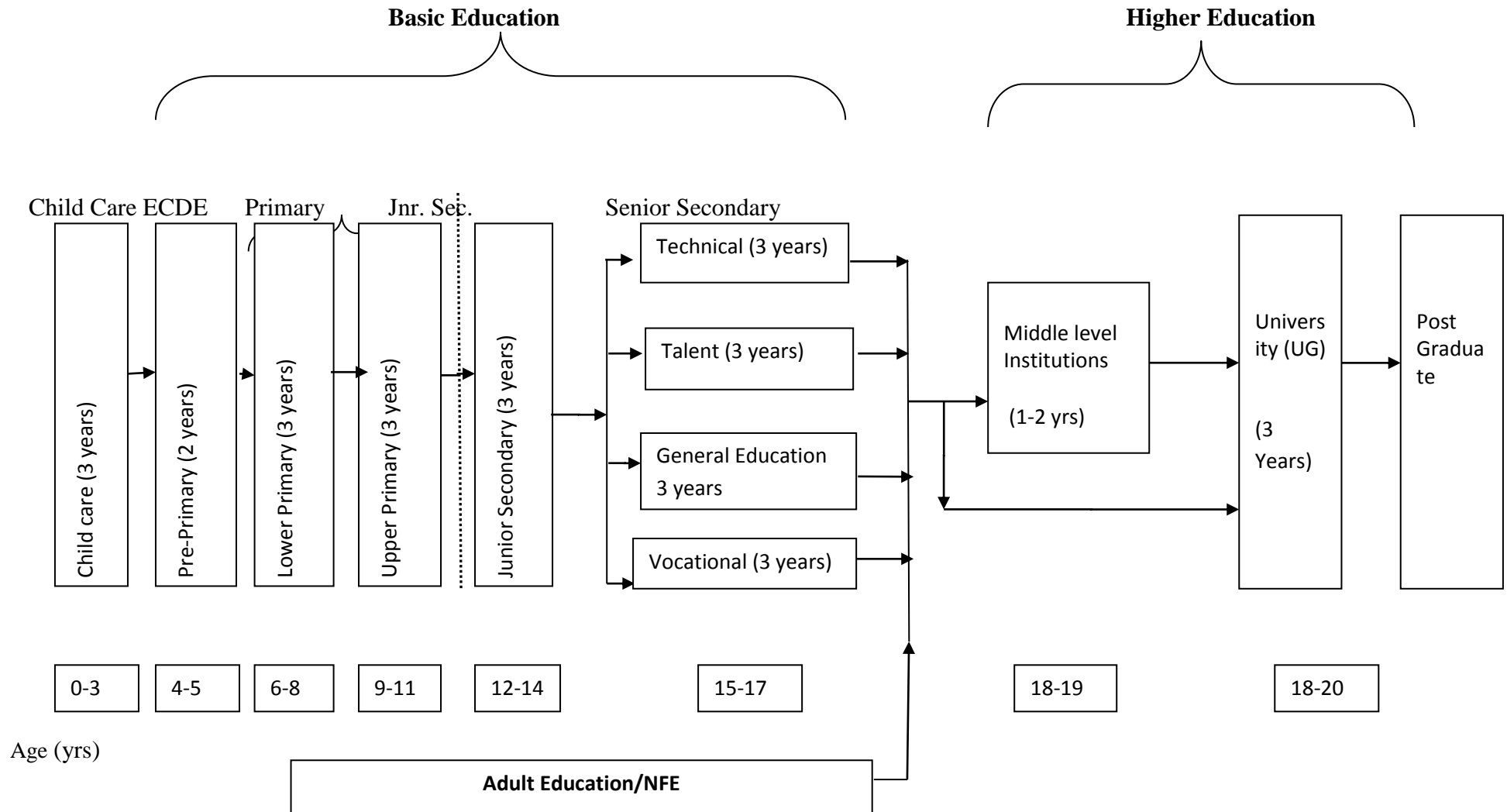
(b) Structure of Adult Education

```
          I
ABET-Primary II
          III              Basic Education Cycle


ABET -Secondary
```
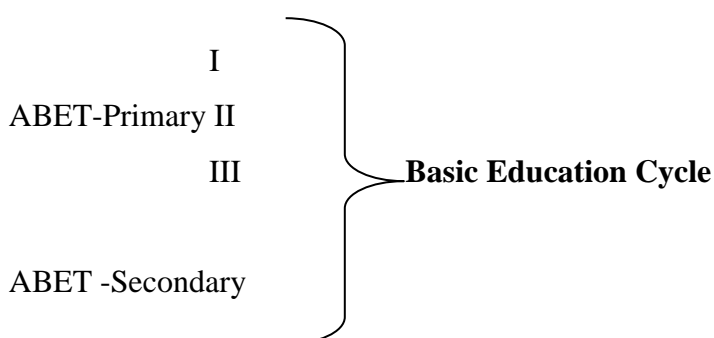
3.1.9 Core Curriculum Competences

The following Table lists the core competences recommended by the Task Force that all learners should acquire. It indicates the competences and the form of assessment to be used.

Phase	Core Competences	Form of Assessment
Pre-Primary Years 1 and 2	• Communication skills • Manipulation skills • Social skills • Environmental awareness	Observation and pupil profiling in core social development areas.
Lower Primary (p1 – P3)	• Foundation of Communication skills • Numeracy • Writing • Environmental awareness • Foundation of Technological and Innovation Skills • Foundation of Moral and Ethical Values • Foundation of Talent Identification • Observation skills	Observation and pupil profiling in core social development areas. **Standardised literacy and numeracy tests**
Upper Primary (P4 – P6)	• Enhancing Communication Skills • Enhancing Technological and Innovation Skills • Enhancing Moral and Ethical Values • Enhancing Talent Identification	• Observation and pupil profiling in core skills and social development areas. • Written and oral language testing • Written numeracy testing. • Continuous and written course assessment testing.

	• Enquiry skills – • Environmental awareness • ICT	**Standardised assessment in all subjects**
Junior Secondary (J1 – J3)	• Advanced Communication skills • Advanced Technology and Innovation • Moral and Ethical Values • Talent Enhancement • Environmental and Social Skills • Enquiry skills • ICT	• Observation and pupil profiling in core skill areas and social development. • Written and oral language testing. • Written course assessment testing **Standardised assessment in all subjects**
Senior Secondary (S1 – S3)	1. **General Specialization Stream** • Citizenship • Entrepreneurship • Environmental awareness • ICT • Languages • Humanities • Pure Sciences • Applied Sciences 2. **Technical Specialization Stream** • Citizenship • Entrepreneurship • Environmental awareness • ICT • Technical Disciplines that will lead to pursuance of Technological Degrees at the University or Advanced Diplomas at middle level Colleges. 3. **Vocational Specialization Stream** • Citizenship • Entrepreneurship	• Observation and pupil profiling in core learning areas and social development. • Written course assessment in each subject at the end of each term. **Standardized assessment in all subjects**

| | • Environmental awareness
• ICT
• Vocational and Trade Disciplines that will lead to the world of work or Diploma trade courses at middle level Colleges.

4. Talent Specialization Stream
• Citizenship
• Entrepreneurship
• Environmental awareness
• ICT
• Disciplines in Performing Arts, Creative Arts and Sports, which will lead to pursuance of degrees/diplomas at higher education institutions or the world of work.
• Learners may pursue other electives as found in General Specialization Stream. | |

3.1.11 Categorization of Schools

Currently, Secondary schools are categorized as National, Provincial and District schools. This has created unhealthy competition for the few places available in the existing national secondary schools, with the resultant adverse effects on primary schools and teaching, where teaching is done primarily to guarantee passing of examinations. A suitable classification will be one that gives equal chances to all, promotes non-discrimination and national cohesion in line with the new Constitution. The Task Force therefore recommends that:

(a) Schools shall be classified into two broad categories, namely: Public and Private schools.

(b) All schools' infrastructure should be targeted for upgrading and standardization.

(c) The existing day and boarding secondary schools be converted into junior and senior secondary schools. Junior secondary schools can be established within existing primary schools as an interim measure.

(d) The Government policy on establishment of day schools should be enhanced.

(e) More senior secondary schools are established while expanding the existing secondary schools to ensure 100% transition.

(f) All senior secondary schools should have adequate infrastructure to ensure that they admit learners from across the country.

(g) Selection to senior secondary schools shall consider the school's local catchment area, (i.e. constituency, county and national), national cohesion, learner ability and individual/personal subject choice.

(h) The government to ensure that each county has a sufficient number of schools to absorb all learners up to senior secondary school.

(i) The government to enhance the development of model schools as pilot schools for excellence (i.e. smart schools) in each constituency.

(j) The national and county governments should develop and implement an effective transport policy for pupils and students.

(k) Encourage the development of more day schools.

3.1.12 Proposed changes in the school calendar

(a) The Current Situation

An important issue that the Task Force considered is the school term dates. The current term dates run thus:

(i)   Term I: January to April (13 weeks)

        Vacation: April (4 weeks)

(ii)   Term II: May to July (13 weeks)

        Vacation: August (4 weeks)

(iii)   Term III: September to November (13 weeks)

        Vacation: December (5 weeks)

(b) Issues and Challenges

From the submissions to the Task Force and presentations during the county meetings, the following issues were raised with regard to term dates:

a) The FPE and FDSE have been hampered by delayed remittance of funds to schools granted that Government's financial year starts in July. Funds are available from September.

b) Most university calendars start in September. Hence, students wishing to join university have to wait from December when they complete KCSE examinations to September the following year. This translates to a 'loss' of eight months.

c) Conducting national examinations in November has been quite a challenge in rural areas as this is the period when the annual short rains are experienced across the country. KNEC normally spends substantial resources in ensuring examinations reach all centres, the adverse weather conditions notwithstanding.

(c) Recommendations

It is recommended that the school year be divided into three terms of thirteen weeks each as follows:

(i) Term I (Learning)   -   September to November (13 weeks)

       Term I (Community Outreach)   -   First week of December (1 week)

       First Vacation   -   Three weeks in December (3 weeks)

(ii) Term II (Learning)   -   January to March (13 weeks)

         Term II (Community Outreach)   -   First week of April (1 week)

         Second Vacation   -   Three weeks in April (3 weeks)

(iii)Term III (Learning)   -   May to July (13 weeks)

        Third Vacation   -   Five weeks in August (5 weeks)

(d) Justification of School Term Dates
(i)   To align the school calendar to the Government's financial year;
(ii) August has no public holidays and hence there is ample time for processing national examinations;
(iii) To align term dates to University calendars (local and international).

3.1.13 Community Outreach Programme (COP)
Education, social cohesiveness and economic management are interwoven. Relevant education should seek to create a linkage that would appear natural to all. The Task Force recommends the establishment of a Community Outreach Programme (COP) that will

create activities to facilitate this linkage. The main objectives of the COP will be to promote national unity, the culture of community service and introduction to the world of work.

a) COP will be for all levels of education and should be organized and managed at all levels of education including tertiary colleges. MoE will set benchmarks and general guidelines to guide planning and management of community service programmes by learning institutions.

b) The benchmarks/guidelines will be used by CEBs to develop more specific guidelines to govern the running of Community Outreach Programme activities.

c) COP activities and locations will be identified based on interests, talents and career goals of learners.

d) COPs will be organized at least one week per term for the three terms in the Basic Education cycle and three weeks per an academic year for Higher Education.

e) COPs will be organized and managed by institutional managers and teachers. In this regard, MoE should sensitize all stakeholders on their nature and implementation .

f) Each participating student on completion of primary, junior secondary, senior secondary school and college education will be given a Community Outreach Programme Certificate (COPC) and earn credit to be included in NQF.

3.1.14 Recommended Implementation Plan

In order to provide adequate time for proper implementation of the new structure, it is proposed that the first entry should be for Standard 5 and below in September, 2013 for primary schools; 2015 for Junior Secondary schools and 2018 for Senior Secondary schools. This will mean that the first entry into middle level institutions and universities will occur in 2021. This will allow time for necessary changes to the curriculum to be developed, infrastructure to be in place, teachers trained and ensure curriculum support materials are available.

Implementation Explanatory Notes

Period	Activity

(i)   December: 2012   -   Revised Curriculum ready (by January 2013)

(ii)   January – March 2013   -   Training of Teachers

(iii)   Transition table below

year / class	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021
	8	F1	F2	F3	F4 (KCSE)					
	7	8 (KCPE)	F1	F2	F3	F4 (KCSE)				
	6	7	8(KCPE)	F1	F2	F3	F4 (KCSE)			
	5	6	7	8 KCPE)	F1	F2	F3	F4 (KCSE)		
	4	5	6 (KPEC)	J1	J2	J3 (KJSEC)	S1	S2	S3 (KSSEC)	
	3	4	5	6 (KPEC)	J1	J2	J3 (KJSEC)	S1	S2	S3 (KSSEC)
	2	3	4	5	6 (KPEC)	J1	J2	J3 (KJSEC)	S1	S2
	1	2	3	4	5	6 (KPEC)	J1	J2	J3 (KJSEC)	S1

Transition Explanatory Notes

2014:   There will be KCPE for the second last cohort of 8-4-4 system and there will also be the KPEC for the first cohort of the 2-6-6-3 system.

2015:   There will be KCPE for the last cohort of 8-4-4 and KPEC for the 2nd cohort of 2-6-6-3. (The 1st admission in Junior Secondary).

2016:   There will be the last cohort of 8-4-4 joining F1.

2017:   The Pioneer Class of 2-6-6-3 is examined at J3.

2018:   The 1st cohort of 2-6-6-3 joins Senior Secondary (S1).

2019:   The last cohort of 8-4-4 sits for KCSE

2020:   The Pioneer Class of 2-6-6-3 to sit KSSEC.

2021:   The Pioneer Class of 2-6-6-3 joins the University and other Middle level Institutions.

These notes need to be entrenched in the Education Act.

Justification for the Implementation Plan

a) The pioneer class of Standard 5 will spend two years using the revised curriculum for upper primary (2013 and 2014). This amount of time is adequate to embed the new structure.

b) The two-year window will allow time for construction of new classrooms for the Junior Secondary phase.

c) The 'pioneer' class of Standard 5 in 2013 will take another 5 years to reach the Senior Secondary phase. This time will be adequate to equip schools with learning materials and other equipment for the four streams of Senior Secondary, Technical, General Education, Talent and Vocational.

d) The gradual implementation of the plan which will commence in 2013 for the Primary, 2015 for the Junior Secondary and 2018 for the Senior Secondary. This will be entrenched in the Education Act.

3.2 Curriculum and its Relevance to Vision 2030

Curriculum is the sum total of the learning opportunities presented to a learner by the environment, especially planned, organized and constructed for that purpose (Education Act, Cap. 211). Curriculum is defined as a plan for providing learning opportunities and experiences to our learners to achieve educational goals and specific objectives for the Kenyan society. There is no better general statement of purpose of education in Kenya than that of National Goals of Education. First, enlarge learners' knowledge, experiences and imaginative understanding and thus their awareness of moral values and capacity for enjoyment. Secondly, enable him/her enter the world after Basic Education as an active participant in society and responsible contributor to it, capable of achieving as much independence as possible.

Sessional Paper No. 1 of 2005 recognizes the importance of curriculum in the promotion of quality education and training and has specified policies and strategies to ensure the development of quality curriculum. The mandate to carry out research and develop affordable and relevant curriculum and curriculum support materials for quality education and training for all levels of education except university lies with the Kenya Institute of

Education (Education act Cap. 211 of 1968 and Kenya Institute of Education Order 2010 under the State Corporations Act Cap. 446).

The National Goals of Education reflect the aspirations of the people of Kenya as stated in the Constitution of Kenya (2010) and the Kenya Vision (2030). These goals provide a framework for developing a national curriculum where the key learning areas focus on learners, content, opportunities, experiences and evaluation.

Through education, Kenya seeks to build a just and cohesive society, with equitable social development and a clean and secure environment. Education is, therefore, a critical means of realizing the desired growth and development goals in a country. The following will be achieved through education:

(a)   Poverty reduction
(b)   Increased individual earnings
(c)   Enhanced democracy and good governance
(d)   Strengthening of skills and abilities
(e)   Improved nutrition and health promotion for economic growth
(f)   Enhanced productivity.

3.2.1 Recent Curriculum Reviews

The current primary and secondary school curricula were reviewed in 2002; and in order to address the changes in the Teacher Education, The Primary Teacher Education and the Diploma Teacher Education curricula were reviewed in 2004 and 2007, respectively.

Since then, new developments that need to be appreciated have emerged. These include:

(a)   Kenya Vision 2030 was launched in 2008
(b)   The Constitution of Kenya (2010) was promulgated in 2010
(c)   The East African protocol is ongoing

Issues appertaining to these recent developments are not addressed in the current curriculum.

3.2.2 Summative Evaluation for Primary and Secondary School Curricula, 2009

The summative evaluation of primary and secondary school curricula (Republic of Kenya, 2009) identified the following gaps as regards the relevance of the current curricula:

(a) The content addresses nationalism, patriotism and national unity but the social context impedes the inculcation of these values;

(b) Implementation of the primary education content relegates practical skills necessary for economic development as espoused in Vision 2030 to non-examinable subjects. As a result, the acquisition of requisite practical technological and entrepreneurial skills is not addressed;

(c) Achievement of the goal of producing morally upright and patriotic Kenyans, achieving social cohesion has been hampered by the fact that carrier subjects like History and Government, and Religious Studies at the secondary level are optional; and

(d) The needs of learners with special needs are addressed. However, inadequate resources at the implementation stage raise concerns.

Additionally, the manner in which the current curriculum is delivered does not facilitate the full realization of the national goals of education. Monitoring reports (2004, 2006, and 2007) indicate that at secondary school level, only 50% of the learners are taught Physical Education while at primary school level, the subject is hardly taught yet it is compulsory. Creative Arts is another compulsory subject at primary school level which is hardly taught. This is an integrated subject which comprises music, drawing and craft and is designed to nurture learners' talents. Music and Fine Art are taught in very few secondary schools especially National Schools, and hence the majority of secondary school students have no opportunity to develop their talents along these lines.

3.2.3 Submissions to the Task Force

According to submissions from members of the public to the Task Force and presentations during the County visits, the following issues were raised in relation to the current curriculum:

(a) It is overloaded in that there is too much content to be covered, forcing learners to spend all their time on books and limits time to play and spend holidays at home.

(b) There is no emphasis on technical subjects in that the few technical subjects offered are optional and that they are offered in few schools.

(c) The curriculum is objective oriented and geared towards passing examinations. This approach hampers learning as learners are often drilled to pass examinations.

(d) There is too much focus to joining university and thus any post-secondary education is looked down upon. This has impacted negatively on middle level training which in essence produces the bulk of the human resource required to drive the country towards Vision 2030.

(e) It provides limited opportunity for individual talent development.

(f) It is not responsive to current needs of the society as spelt out in the Vision 2030 and the Constitution.

(g) It lays no emphasis on ICT, Technology and Science.

(h) Linkage with the world of work is weak.

In addition, the current curriculum does not address the following:

(i) Technology, innovativeness and entrepreneurship, which are the prime drivers of Vision 2030.

(j) Primary school teacher's education training is at certificate level, yet global trends indicate that the lowest level of teacher education is at diploma.

(k) local communities' needs and priorities.

What this means is that the current primary, secondary and teacher education curricula do not address the dictates of Vision 2030, the Constitution and regional integration. Furthermore, a relevant curriculum should instil positive values, mould character, moral and spiritual formation of the learners.

Aligning the curriculum to address the aspirations of Vision 2030, the Constitution and the East African Community treaty is a priority. The content for Basic Education should therefore be designed with the view of equipping the learners with relevant knowledge that emphasizes on technology, innovation and entrepreneurship (Vision 2030). In addition, the learners should have an opportunity to develop their full capacities in order to live and work in dignity, enhance the quality of their lives, make informed decisions and continue with learning as a lifelong engagement.

3.2.4 Recommendations

1. The Task Force recommends a major *reform* of the curriculum to:

    (a)   Align it with the Constitution, 2010 and to address the dictates of Vision 2030.

    (b)   Structure the curriculum within a skills and competences framework that identifies the knowledge, skills and competences that all learners will acquire, and which will provide both vertical and horizontal coherence.

    (c)   Develop a progressive assessment framework which identifies the knowledge, skills and competences that will be assessed for each level of Basic Education (Lower Primary, Upper Primary, Junior Secondary, and Senior Secondary).

    (d)   Address local needs and include the study of local knowledge and culture. A review of all textbooks to ensure they are aligned with the Constitution, especially with regards to equal opportunities, gender and civil rights and the content addresses the skills and competences framework.

2. The Task Force also recommends the teaching of the following *core subjects* at all learning levels;

(a) Citizenship (it should encompass History of Kenya and the Constitution)

(b) ICT

(c) Entrepreneurship

(d) Environmental Studies

(e) Languages for global competitiveness.

NB: See guidelines on further curriculum content for basic education in Appendix I.

3.3 TIVET

TIVET (Technical, Industrial, Vocational and Entrepreneurship Training) is the Kenyan version of the internationally known TVET (Technical and Vocational Education and Training). It is a comprehensive term referring to pragmatically important components of a national training system that entails "those aspects of educational process involving, in addition to general education, the study of technologies and related sciences, and the acquisition of knowledge, practical skills, and attitudes relating to occupations in various sectors of economic and social life." (UNESCO, 2001)

TIVET provides and promotes lifelong education and training for self-reliance. The training programmes are expected to provide opportunities for individuals to learn the practical, social and personal skills that will enable them to function at workplaces and as members of society. The programmes are also to provide for progress within their occupational area and serve as avenues to further education and training.

TIVET programmes are to be designed in line with the government's goal of industrialization by the year 2020 and Kenya Vision 2030, which will enhance the transformation of Kenya into a newly-industrialized, middle income country providing a high quality of life to all its citizens in a clean and secure environment. Curriculum is a crucial component of any training process as it is what ultimately shapes the outcomes of training programmes. It is thus important that curriculum processes are fairly harmonized across the public and private sectors.

3.3.1 Current Situation

Currently, there exists divergence in TIVET curricula in various Technical and Vocational Training Institutions in Kenya. Fragmented curriculum development, training, assessment and certification of TIVET have made it difficult for prospective employers to determine the comparative value of qualifications from centralized and decentralized systems. In addition, the TIVET programme has other challenges such as:

(i) Inflexible and outdated TEP curricula

(ii) Mismatch between skills learnt and skills demanded by modern industries

(iii) Inadequate mechanisms for quality assurance

(iv) Inadequate physical facilities for training, coupled with lack of sufficient modern equipment

(v) Inadequate and expensive training materials and textbooks

(vi) Low participation of the industry and private sector in curriculum design and development, training and assessment of skills.

3.3.2 Recommendations

This framework shall therefore provide the platform for harmonization and rationalization of TIVET curricula, examinations, testing and certification. There is need to review and develop the curriculum that addresses the emerging needs of our society in order to enable the learners to acquire and develop the desired knowledge, skills, values and attitudes for

life in the emerging knowledge society. In addition, it will enable the government attain the Millennium Development Goals (MDGs), industrialization by the year 2020 and the Kenya Vision 2030, in which TIVET has been identified as critical in realizing its economic, social and political pillars.

In order to achieve this objective, the TIVET Curriculum Framework should be shared and owned by all stakeholders to enhance implementation. Further to this, the Task Force recommends the following:

(a) Provide vertical and lateral curriculum overlaps to facilitate credit points transfer between successive training levels and from one programme to another.

(b) Introduce adequate, relevant contents and curriculum delivery modes to cater for new and emerging job performance trends as well as modern planning and quality management best practices.

(c) Integrate ICT driven industrial processes and technologies in the trade contents on national production systems.

(d) Adopt a broadly scoped, units driven, competences based modular curriculum design model to achieve multi-skill training programmes, flexible attendance, self-paced learning and alternative routes of progression via the course modules formulation.

(e) Adopt an appropriate mechanism for syllabus development that makes testing flexible and responsive to the current trends in the skilled labour market.

(f) Increase the general academic component of the curriculum to cater for the life skills and knowledge of citizens.

(g) Develop programmes on pedagogy and andragogy to satisfy demand for TIVET trainers.

(h) Design a flexible technical teacher education curriculum that allows skilled persons with valuable experience as trainers or part-time instructors to be considered for credit transfer when they enrol for teacher training or pedagogy.

(i) Training programmes be designed on the basis of five broad areas, namely:
- Science, engineering and technology
- Applied sciences
- Business management
- Hospitality management
- Entrepreneurship and innovation.

3.4 University

3.4.1 Current Situation

Currently, universities develop and implement their own curricula in the disciplines they offer. The Commission for Higher Education (CHE) oversees the curricula and programmes offered at private universities.

3.4.2 Recommendations

(i)   Universities should develop their curricula and programmes based on the curricula offered at the Basic Education cycle.

(ii) CHE should undertake to quality assure the programmes offered at all Universities in the country.

(iii) Fast track the passage of proposed TIVET Bills to oversee the national skills and competences training programmes

(iv) Encourage high academic achievers with talents to pursue TIVET courses to promote high standards in the institutions.

(v) Establish mechanisms for linkages and credit transfers to attract students of high calibre in TIVET courses, facilitate horizontal and vertical mobility to sustain high standards and quality in skills and competences in various programmes.

CHAPTER FOUR
4.0 ACCESS, EQUITY, QUALITY AND RELEVANCE

4.1 Background Information

Introduction

(a) Access, equity, quality and relevance are fundamental characteristics that define and drive systems of education and training. In the design and implementation of education and training systems, governments worldwide pay special attention to the four characteristics. Over the years, the Kenya Government has vigorously expanded access to quality and relevant system of education and training, which also offers equal opportunity to all, thereby ensuring equity.

(b) Access to education and training means adequacy of opportunities available to persons that wish to enter the system.

Measures of access include:

- Gross Enrolment Ratios (GERs)
- Net Enrolment Ratios (NERs)
- Transition Rates from one cycle to the next
- Dropout Rates (DRs) within each cycle – negative
- Retention Rates
- Completion Rates
- Children out of school or training institutions (but should be in)
- The number of education and training institutions
- Regional and gender parity.

Other indicative measures include adequacy or otherwise of infrastructure, learning materials and teachers. Even if the enrolment ratios are high, large class sizes show inadequacy of infrastructure and hence limitation in expanding access. Similarly, high pupil to textbook ratios affects quality and limits expansion of access.

Additionally, high Pupil to Teacher Ratios (PTR) affect both quality and opportunity to absorb more pupils for training, as are also the inadequacy of training equipment, laboratories and workshops and trainers with particular skills.

(c) Equity means offering equal opportunities for education and training to all, irrespective of gender, ethnicity, religion, political affiliation or social status. Special attention is focussed on disadvantaged persons such as persons with special needs and those from marginalised communities and minorities.

Equity refers to fairness in participation in or using a service or allocation of resources. In education and training, equity focuses on:

(i)   Gender – girls vis-à-vis boys or females vis-à-vis males

(ii) Regional differences

(iii) ASAL/Slum areas vis-à-vis other areas

(iv) Socio-economic classes, mainly the poor vis-à-vis the rich

(v)   Special Needs – such as disadvantages caused by disabilities.

In education and training, equity is the most elusive characteristic at all levels and in some cases, affirmative action is needed to realise it.

(d) Quality is an indicator of the extent to which educational goals and objectives are achieved through implementation activities. Such objectives are normally stated in the curriculum documents. Assessment of quality is complicated as the tendency is to peg it to examinations performance.

(e) Relevance refers to being 'fit for purpose', and depends mainly on the curriculum content, learning materials and other support resources. An education and training system is relevant if it seeks to meet the development needs of the nation as anticipated by the national goals. The adoption of the development blueprint Vision 2030, and Constitution, 2010, has raised issues of relevance for the Kenyan education and training system. Proper needs assessment must be conducted, followed by curriculum review and revisions of learning materials. Teachers have to be trained and retrained in new skills areas to implement the new curricula.

4.2 Situational Analysis

4.2.1 Access and Equity

Since the attainment of independence in 1963, the Government of Kenya has massively expanded access to education several-fold. Basic indicators of access show that primary and secondary schools have increased from 6,058 and 151 in 1963 to 27,489 and 7,308 in

2010, respectively. Equally, primary and secondary enrolments have increased from 891,553 and 30,121 in 1963 to 9.4 million and 1.8 million in 2010, respectively.

The data on GERs & NERs are given in Chapter One. To emphasize the rapid expansion, the data on institutions of learning are shown in Table 4.1 for the period 2006 to 2010.

Table 4.1: The number of education and training institutions for the period 2006 to 2010

Type	2006	2007	2008	2009	2010
Pre-primary Schools					
Public	22,796	23,100	23,783	23,823	23,980
Private	10,325	14,163	14,171	14,424	14,543
Sub-total	**33,121**	**37,263**	**37,954**	**38,247**	**38,523**
Primary schools					
Public	17,946	18,063	18,130	18,543	19,059
Private	8,983	8,041	8,076	8,124	8,430
Sub-total	**26,929**	**26,104**	**26,206**	**26,667**	**27,489**
Secondary schools					
Public	3,646	4,245	4,454	5,019	5,296
Private	2,013	2,240	2,112	1,952	2,015
Sub-total	**5,659**	**6,485**	**6,566**	**6,971**	**7,311**
TTC (All levels)					
Public	47	45	44	43	44
Private	16	24	88	136	194
Total	**63**	**69**	**132**	**179**	**238**
University					
Public	7	7	7	7	7
Private	17	21	21	24	25
Total	**24**	**28**	**28**	**31**	**32**

From the above Table, it is noted that the growth in the number of institutions:
(a) Has been steady at school level.

(b) Has declined for public Teacher Training Colleges, but recorded rapid increases for private Teacher Training Colleges. (It should be observed, however, that the mushrooming of these private TTCs poses a threat to the quality of training.)

(c) Has remained constant for public universities but recorded modest increases for private universities.

A critical challenge is how to enforce quality and standards for the private teacher training colleges of which there are 105 for pre-primary teachers and 89 for primary teacher training. The public universities have expanded by annexing middle level colleges and converting them into university campuses.

Another basic indicator of expansion is the level and percentage of expenditure in education. The expenditure data are given in Chapter Sixteen of the report and shows that in the last five years, expenditure has increased from Ksh. 92.6 to 160.33 billion.

With regard to equity, the regional and gender dimensions are the most dominant for enrolments. Gender parity index or ratio, is a measure of the enrolment of girls vis-à-vis boys at the various levels of education. Also to consider are the regional GERs and NERs. Table 4.2 (a) below summarises the enrolments for girls vis-à-vis boys over selected years, for the primary level, while Table 4.2 (b) gives similar data for the secondary level.

Table 4.2 (a): Primary Enrolments by gender for selected years: 2001 – 2010 for selected years

Year	2001	2004	2007	2010
(i) Boys	3,002,500	3,815,500	4,222,800	4,759,900
(ii) Girls	2,939,100	3,579,300	4,031,000	4,629,300
Total	**5,941,600**	**7,394,800**	**8,253,800**	**9,389,200**
Parity Index (ii) ÷ (i)	0.98	0.94	0.95	0.97

Table 4.2 (b): Secondary students Enrolments by gender from 2001 to 2010 for selected years

Year	2001	2004	2007	2010
(i) Boys	403,390	489,006	638,690	914,971
(ii) Girls	359,855	483,128	541,577	786,530
Total	**763,245**	**972,134**	**1,180,267**	**1,701,501**
Parity Index (ii) ÷ (i)	0.89	0.99	0.85	0.86

4.3 Issues and Challenges

4.3.1 ECDE Level

(a) Quality assurance services at the ECDE level have not been offered since the level was not part of mainstream education.

(b) Three curricula are offered at the level, which is a preparatory phase for entry into primary.

(c) Relevance of education and training at the level is not established because the level was outside the education mainstream.

4.3.2 Primary

Notwithstanding the introduction of Free Primary Education in 2003, there are still some issues and challenges relating to access, equity, quality and relevance.

(a) Access

There is no total access as not all children who should be in school are in school because of:

(i) Inadequate level of capitation, leading to levies that parents cannot afford.

(ii) Delayed remittances of the grant, forcing school management to impose levies to purchase urgently needed learning materials at the beginning of each year.

(iii) Certain cultural practices like early marriages and tending to livestock, forcing girls and boys out of school.

(iv) Inadequate infrastructural facilities, especially lack of classrooms to accommodate all children.

(b) Equity

i)   While gender parity index generally averages close to one, there is variation in equity when considering ASAL regions and urban slums vis-à-vis the rest of the country.

ii)   There is also lack of equity in the distribution of various resources, especially teachers, who resist posting to ASAL (hardship) areas.

Nomadic communities are victims of severe poverty, which militates against universal access

to education. Thus there is no equity in accessing quality, relevant education and training.

(c)   Quality

i)   There is severe shortage of teachers or understaffing which, combined with inadequate learning materials, lead to poor quality.

ii)   There is lack or inadequate quality assurance services due to a combination of factors, amongst them:

- Shortage of quality assurance and standards officers.
- Shortage of resources such as vehicles and budgetary allocations for carrying out the work.
- Inadequate relevant training on quality assurance.

iii) One of the effects of the introduction Free Primary Education (FPE) in 2003 was an upsurge in pupil enrolments, from 6,131,000 to 7,117,300, an increase of nearly one million. The upsurge was at its peak in Standard One, which registered an increase of over 330,000 pupils (more than one third of the overall increase). The negative effect of that was the drop in the quality of education due to understaffing, inadequacy of learning materials and crowded classrooms. As these factors persist, the quality of primary education continues to suffer with the consequence that many well to do parents have transferred their children to private schools.

(d) Relevance

The present curricula and learning materials are not relevant to the demands created by the 2010 Constitution and goals of Vision 2030 since no reviews have been undertaken since 2006.

4.3.3 Secondary Education

The issues and challenges at secondary level are essentially similar to those at primary level with the following additions:

(a) There is gender disparity in the enrolments at this level, demonstrating inequitable access.

(b) Due to cultural and historical biases, the resources for science education are not equitably distributed to girls' schools vis-à-vis the boys' schools.

(c) Due to variations in supporting infrastructure, access to ICT services is inequitable.

(d) There are variations in quality of education and training services because of differing quality of management in schools.

(e) Inadequate number of secondary schools to ensure high transition rates from primary level and hence, limited access.

(f) Extreme poverty in slum urban areas and ASAL regions, militating against equity.

(g) Gender disparity against the girl-child with poor households preferring to support boys if resources are limited.

(h) High cost of secondary education, especially boarding, militating against access and equity, despite the FDSE grant, which is grossly inadequate.

(i) Disparity in resource allocations especially teachers, to different categories of schools, which is against equity.

(j) The HIV AND AIDS scourge, which has left many orphans and militated against access and equity.

4.3.4 Tertiary Level

(a) Low level of investment and funding at tertiary level has led to limited access to persons in need of training at the level.

(b) Tertiary education and training institutions are not available in many regions and tend to be concentrated in large urban centres. While some institutions have boarding facilities, in general, there is difficulty in accessing the institutions.

(c) There is a general gender disparity in enrolments in tertiary institutions due to a combination of factors, amongst them poor performance of girls in Mathematics and Science at secondary level.

(d) Students in ASAL regions have low access to tertiary institutions.

(e) There is a general shortage of trainers and obsolete equipment and technology, leading to poor quality of education and training at the level.

4.3.5 Teacher Training/Education

(a) There has been a general shortage of public teacher training colleges, leading to a proliferation of private colleges. While private colleges have improved access, there is low level of equity due to the costs involved.

(b) With several private institutions, quality assurance services cannot be effectively offered and hence quality is not guaranteed.

(c) Current teacher training curriculum has not been reviewed to incorporate emerging issues and hence not adequately relevant.

(d) The format of training allocates limited time to teaching practice, leading to poor quality products, poor competency for the job.

(e) Research, innovation and technology curriculum has not been incorporated in the Teacher Training.

4.3.6 Adult and Continuing Education

(a) There has been no systematic and planned investment in adult education centres and hence low access.

(b) Even where communities and individuals open the centres, many adults are reluctant to join the classes mainly because of other preoccupations, negative attitude and lack of understanding of the value of adult education. Thus a low number of adults access education and training.

(c) Due to the uncoordinated approach, not every region is properly targeted, leading to low equity.

(d) There is no quality assurance at this level coupled with few trained and employed teachers, leading to poor quality service delivery.

(e) Adults with disabilities rarely attend adult classes because of genuine challenges and stigmatization.

4.3.7 University and Higher Education

(a) Whereas the qualification for entry to university was set at C+, the limited university vacancies causes many qualified students to stay away from university, or join self-

sponsored programmes, private universities or middle level colleges. Thus, there is low access to education and training at this level.

(b) As a result of low access and costly alternatives, there is no equity for education and training at this level, as learners from rich households are favoured.

(c) Statistics available show gender disparity in university enrolments, more so in engineering and technology programmes. Table 4.3 provides this scenario for the period 2006 – 2010.

Table 4.3: University enrolments by gender, 2006 to 2010 (All programmes)

		2006	2007	2008	2009	2010
	Male	56,517	60,504	62,753	89,611	89,257
Public	Female	34,820	36,603	37,896	52,945	53,873
	Total	**91,337**	**97,107**	**100,649**	**142,556**	**143,130**
	Male	68,345	70,775	73,543	110,328	111,050
Private	Female	43,884	47,464	49,304	68,407	69,928
	Total	**112,229**	**118,239**	**122,847**	**178,735**	**180,978**
Grand Total		**203,566**	**215,346**	**223,486**	**321,281**	**334,108**

- Data for engineering and science-based programmes would show even greater gender disparity.

- Quality assurance in universities is conducted internally without benchmarking with other universities. Enforcement of standards depends on strengths of individuals involved and therefore quality varies and cannot be guaranteed.

- Many universities conduct curriculum development without the involvement of employers and hence, the relevance of education and training they offer do not meet the needs of the labour market.

4.4 Recommendations

4.4.1 Expand access to ECDE by:

(a) Attaching the pre-primary component to each primary school

(b) Providing capitation grant to ECDE level

(c) In partnership with TSC, employ and deploy ECDE teachers.

4.4.2 Expand access to primary school by:

(a) Reviewing FPE grants upwards

(b) Investing more in infrastructure

(c) In partnership with TSC, employ and deploy more teachers

(d) Providing additional learning materials

(e) Abolishing all levies.

4.4.3 Expand access to secondary school by:

(a) Making the minimum size of a school to be three streams

(b) Opening junior secondary wings in idle primary school facilities

(c) Promoting private sector investments in secondary schools

(d) Building additional schools where there are established demands for places

(e) Abolishing all levies in schools

(f) Enforcing fees guidelines

(g) Reviewing FDSE grant upwards.

4.4.4 Enhance quality at all levels by:

(a) Training head teachers in skills of quality assurance, financial and human resource management.

(b) Training, deploying and supporting quality assurance officers to do their work effectively.

(c) Providing adequate learning materials.

(d) Carrying out continuous regular course assessments and use them to guide learners towards better performance.

4.4.5 Promote equity by:

(a) Designing special affirmative action programmes for girls, ASAL regions and slum areas.

(b) Abolishing all school levies which discriminate against poor households.

4.4.6 Make education and training relevant by:

(a) Undertaking major curricula reviews informed by research and needs assessment, to establish the challenges posed by the 2010 Constitution and skills needed for achieving Kenya Vision 2030 goals.

(b) Reviewing and revising core learning materials to conform to the new curricula.

(c) In-servicing teachers to implement the new curricula.

(d) Redesigning teacher education curriculum and training programmes to prepare teachers for implementing the new curricula.

4.5 Special Focus on Marginalised Areas and Disadvantaged Communities

4.5.1 Introduction

There are two categories of disadvantaged communities in Kenya. These are people living in urban areas under abject poverty (in slums and informal settlements); and those living in harsh arid and semi arid regions characterized by periodic droughts and famines. The latter group is predominantly nomadic, as they have to move around in search of pasture and water for their animals.

4.5.2 Situational Analysis

(a) The predominantly nomadic communities are found in the North Eastern, parts of upper Eastern, North Rift and parts of the Coast of Kenya. As a result of the challenges facing the education sector in these regions, the following measures are taken to address the issue of access to education:

(i) Low cost boarding schools to provide access to learners as communities migrate in search for pasture.

(ii) Special bursaries for ASAL regions.

(iii) Special bursaries for girls from North Eastern Province under the UNICEF/GoK sponsorships.

(iv) School feeding programmes.

(v) Mobile schools.

(vi) Grants in mitigation against hunger.

(b) In urban slums and informal settlements, there are efforts to provide non-formal institutions at both primary and secondary levels. This is in addition to public primary schools. These institutions do not have regular programmes because, more often than not, the learners are involved in a form of income generating activity to support siblings, old or ailing parents. The teachers are mainly volunteers and are untrained. In

a study commissioned by UNICEF on NFE institutions in Nairobi in 2005, it was established that the distribution of the NFE in Nairobi reflected the socio-economic situations in the various divisions that make Nairobi, with Kasarani having 126 centres while, Westlands had 36 centres.

(c) Despite these efforts, there are still members of these communities who have not been reached yet. In 2007, for example, North Eastern Province's gross enrolment rate stood at 30.5% and was the lowest nationally. Western Province led with a high of 135.6%.

4.5.3 Issues and Challenges faced by pastoralist/nomadic communities

(a) Nomadic communities operate under very harsh climatic conditions, and have a myriad of competing needs yet very limited resources at their disposal.

(b) The difficulty of reaching children in nomadic communities with special needs who were previously not attended to.

(c) Lack of appropriate school infrastructure hampers access to Basic Education in these areas due to their geographical location and harsh ecological conditions.

(d) The mobility of nomadic communities, the hardships associated with ASALs makes recruitment, deployment and retention of teachers difficult.

(e) Lack of a clear institutional framework to oversee the development, implementation, Monitoring and Evaluation of Nomadic Education.

(f) Lack of proper co-ordination of the various agencies involved in the provision of education in the nomadic areas.

(g) Duplication of efforts and unnecessary overlaps in the provision of education services.

(h) Lack of adequate information relating to nomadic education including data on the population of school going age children out of school.

(i) Poor infrastructure in vast ASAL regions making accessibility difficult.

(j) Religious obligations which require children to attend Madrassa/Duksi.

(k) High levels of poverty among the pastoralists and cases of insecurity occasioned by banditry and inter -clan conflicts that affect education negatively.

(l) The national curriculum does not meet the needs of nomadic children.

(m) Stigmatization of those with special needs, cultural and other practices such as FGM and early marriages.

(n) Few teachers have a nomadic background, which makes recruitment, deployment and retention of teachers difficult.

(o) Boarding schools are culturally unresponsive to nomadic pastoralist children, creating the fear of alienation of children from their communities' way of life. Majority of these schools have inadequate water and sanitation facilities, lack bedding facilities, and the harsh environmental conditions make children susceptible to communicable skin and respiratory illnesses.

4.5.4 Recommendations

(a) Operationalize the Nomadic Education Policy framework to address the challenges in the provision of education in ASALs and fast track the establishment of National Council for Nomadic Education in Kenya (NACONEK).

(b) Integration of Madrassa/Duksi, which is a non-formal education system into the formal education system in predominantly Muslim regions to improve access and retention. The Madrassa institutions fit well into the nomadic lifestyle and enrich the spiritual and moral virtues, which are highly valued by Muslim nomadic communities.

(c) Introduce Open Distance Learning (ODL) using local radio stations and mobile telephony to boost the transmission to increase radio coverage and reception.

(d) Give incentives such as "conditional cash transfers" to encourage enrolment and retention of children in nomadic/pastoral areas.

(e) Expand and adequately finance feeder, mobile and low cost boarding primary schools. These schools should be provided with qualified, experienced and motivated teachers. In addition, full time boarding facilities that are not affected by the school academic calendar should be introduced.

(f) Develop a coherent education implementation plan to address the needs of ASAL areas.

(g) Establish rescue centres to cater for the vulnerable girl-child in ASALs.

(h) Rehabilitate one designated TTC to provide in-service training to teachers who are prone to nomadism.

(i) Provide regular sensitization of community members on out-of-school children.

(j) Provide scholarships for school leavers who make teaching a career of choice in order to have more local teachers.

(k) Establish pre-schools in ASAL areas, allocate capitation and development grants in line with all Basic Education sub-sector funding.

(l) Adopt a holistic approach to pastoralist education by ensuring provision of proper water and sanitation in schools, immunization and regular de-worming of all school going children, supplementary feeding and registration of births at school level.

(m) Provide better remuneration and conditions and terms of service for teachers working in hardship regions for motivation, including the guarantee of teaching posts outside these areas after completing a four-year contract. In addition, the resource/teaching centres should be equipped with relevant instructional materials.

(n) Enhance and encourage Private Sector involvement in the development of university education and training to ensure that universities produce graduates with proven qualifications as required by industries. Expand university education in tandem with population growth and the demand for university education and research to ensure standards and quality are sustained.

(o) County Education Board to mobilise children and expand access, enhance equity and ensure relevance of education.

4.6 Non-Formal Education

Non-Formal Education (NFE) is any organized system of learning activities outside the framework of formal education system (National Action Plan on Education For All, 2003-2015). NFE was introduced in Kenya to address the education needs of children and some adults who are unable to attend formal schools due to various social and economic reasons. NFE is accessed at Non-Formal Schools (NFSs) and Non-Formal Education Centres (NFECs).

NFSs and NFECs operate mainly with the support of governmental, non-governmental organisations (NGOs) and communities. NFSs target primary school age children using the 8.4.4 curriculum whereas NFECs target school age children and youth, below 18 years and use various curricula including the MOE NFE curriculum.

These institutions have been registered as self-help businesses by various government bodies including the Ministry of Gender, Children and Social Services. They are also registered through church organizations and CBOs. The newly launched Alternative Provision of Basic Education and Training (APBE&T) policy has given MOE the mandate to register these institutions.

Large numbers of children in urban informal settlements are still un-enrolled due to a plethora of factors, key of which is poverty. On this account, Nairobi's Gross and Net Enrolment Rates is the second lowest in the country (GER – 61.8% compared to an overall of 109.8% as at 2008 [Education Facts and Figures – October 2009).

4.6.1 Current Status

Non-Formal Education Centres are primarily in urban slums and other poverty stricken areas especially in Nairobi, Mombasa and Kisumu. They are also found in ASAL areas in parts of Coast, Eastern and North Eastern Provinces. There are some centres in rural areas. The Government is involved in addressing the issues of access to education in these areas by doing the following:

(a) Provision of instructional materials through funding for NFE institutions of urban slums in different municipalities, namely, Nairobi, Thika, Mombasa, Kisumu, Kitale and Eldoret.

(b) Provision of FPE tuition grants to some validated NFE schools.

(c) GOK/ADB infrastructure support for NFE schools.

(d) Capacity building of some SMC members. Over 900 members have so far been trained on management of instructional support funds.

Despite these initiatives, there still remains many school age going children amongst the urban poor who have limited access to education and low retention and completion rates compared to other regions.

4.6.2 Issues and Challenges to NFE

(a) The MOE capacity to coordinate and support NFE service providers has been inadequate due to financial constraints and inadequate NFE database with linkages to the National EMIS.

(a) Weak management of NFE institutions for proper transparency and accountability due to poor registration of NFE centres.

(b) Inadequate quality assurance services and resources in terms of infrastructure support resulting to poor quality NFE programmes.

(c) Inadequate land, water, sanitation facilities, teaching and learning resources.

(d) The subsector is highly dynamic as the school can change status from being ineligible for government grants to being eligible and vice versa. Enrolments levels are also likely to fluctuate substantially over time. There is also the complexity of naming of

NFS determined by various reasons such as religion, locality and community aspirations. These factors make obtaining grants difficult.

(e) Support: Programmes run by MOE in poor urban slums, such as the school feeding programme or support grants for the Most Vulnerable Children (MVC) and HIV/AIDS programmes are confined to formal schools and are yet to be expanded to NFE institutions.

(f) Household poverty, HIV/AIDS, and geographical challenges coupled with continuing high cost of education.

(g) Variability of curriculum offered across NFE. Some of these centres offer 8-4-4 curriculum while others offer NFE curriculum

(h) Negative attitude by the general public towards NFE as it is mostly viewed as providing inferior education compared to the formal education system.

(i) Shortage of qualified and competent teachers who understand the diverse backgrounds and needs of learners and who are able to transmit academic skills that can prepare learners for further education and training. Most of the teachers also lack training on pedagogical skills.

4.6.3 Recommendations

(a) Operationalize the Alternative Provision of Basic Education and Training (APBE&T) Policy.

(b) The government, NGOs and other donors supporting NFE should prioritize and harmonize teacher training for NFE Centres to enhance subject content mastery and pedagogical skills.

(c) All providers of Non-Formal Education to work closely so as to be able to address issues of accommodation, infrastructure, staffing, HIV AND AIDS, water, sanitation, health and nutrition.

(d) Harmonize all players in the NFE sub-sector with a view to formalizing their existence.

(e) Develop an examination framework for NFE curriculum to ensure accreditation and linkages with formal curriculum.

(f) Prioritise the introduction of capitation/development grants to all Non-Formal Education Centres/Schools to ensure availability of funds for tuition and relevant instructional materials as a short-term measure.

(g) Make it easier for schools to register with the MOE by reviewing requirements for the NFE schools, such as land ownership.

(h) Operate a flexible curriculum for NFE schools that entails the core subjects plus life skills and entrepreneurship.

(i) Expand the physical facilities of the available public schools to operate a double shift system to accommodate more students as public schools have adequate land to permit expansion. This could include erecting storey buildings to accommodate more classrooms and to save on prime land.

(j) Develop learning resource materials to support NFE curriculum implementation.

(k) The government should fast track the formalization of NFE and eventually phase out the NFE centres.

CHAPTER FIVE
5.0 STANDARDS AND QUALITY ASSURANCE

5.1 Introduction

Developing standards in education and maintaining the desired quality 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 (UNESCO, 2000). During the World Education Forum held in Dakar in 2000, participants committed themselves to improving the quality of all aspects of education. The delegates concluded that quality is at the heart of education and is one of the key goals in achievement of EFA. This conclusion was based on evidence that expanded enrolment must be accompanied by enhancement of quality education if children are to be attracted to school, stay there and achieve meaningful learning outcomes.

The role and character of Standards and Quality Assurance (SQA) varies from country to country[4]. The purpose of Standard and Quality Assurance should be to identify strengths and weaknesses at schools and wider institutional level so that schools may maintain effective school management systems, improve the quality of education provided and raise the educational standards achieved by pupils. In spite of the pivotal role SQA can play in improving the quality, management, provision and output, the Task Force found out that this role was weak and ineffective and subjected to severe resource constraints. To maintain standards effectively requires regular institutional visits by trained and well-resourced specialists. It was also found out that only a relatively small share of education resources is allocated to support this function. The challenge in Kenya remains that of addressing the need for an effective and adequately financed sustainable SQA and support service to teachers and all learning institutions. This is inevitable to facilitate the education system to realize the Vision 2030 and The Constitution, 2010, along with other educational objectives as spelt out in Sessional Paper No 1, 2005 and subsequent policy framework.

The government recognizes that the education and training is fundamental to the achievement of the goals of Vision 2030. Education equips citizens with knowledge and

skills that enable them to make informed choices about their social and economic growth. To achieve these, standards, relevance and quality will have to be addressed more vigorously than ever before. Quality education, viewed from a lifelong perspective of learners, focuses on what has been acquired through education programmes, in terms of knowledge, skills, attitudes and values of learners as they participate in socio-economic contexts.

5.1.1 Current Situation

Currently, the Ministry of Education has a Directorate of Quality Assurance and Standards mandated to undertake issues of quality and standards through independent assessment/ inspection. The Directorate's functions include establishing, maintaining, improving quality and standards in all educational and training institutions whether public or private other than Universities. Others functions are undertaking institutional reviews, organizing and conducting subject mastery and pedagogical skills, upgrading for teachers and tutors, conducting teacher proficiency, assessment of new institutions for registration, maintaining and disseminating lists of approved learning and teaching materials, supervising and co-ordinating the implementation of curriculum in all educational and training institutions and coordination of co-curricular activities at all levels. The purpose of Quality Assurance and Standards assessment is to provide an independent evaluation of an institution's strengths and weaknesses in order to support institutional management and other stakeholders in reforming the institution.

5.1.2 Issues and Challenges

(a) The Directorate reports take long to be acted upon because of heavy bureaucratic structures.

(b) The Directorate faces financial and infrastructural constraints. For instance, it is not provided with adequate transport to enable its officers to reach as many institutions as they would wish to.

(c) Quality Assurance officers are often directly recruited from serving teachers who may lack the necessary skills, knowledge and competence to deliver on standards and quality assurance.

(d) Officers recruited in the Directorate most often get deployed to other departments of the education sector such as Education Officers, further aggravating staff shortage.

(e) There is no specific scheme of service for the officers to give them incentives to work.

(f) Standards and quality assurance services are irregular and rarely reach the target institutions.

5.1.3 Major findings and issues from cluster hearings and literature review

(a) SQAs officers do not visit all institutions as required since they are few and lack transport.

(b) SQA officers have been cited to lack the required skills and competences to add value to the standards and quality of education in the institutions.

(c) It was observed at the cluster submissions that interaction between the officers and school managers was often not cordial.

(d) School managers do not have the necessary skills and competences to monitor standards and quality of curriculum delivery.

(e) School managers are not integrated in the standards and quality assurance service delivery.

(f) Standards and quality assurances delivery services are poor in the counties and sub-counties, as the once effective TAC system has collapsed.

(g) Delivery of education services in Kenya indicates that many children are learning very little and that learning outcomes in literacy and numeracy are poor (Uwezo Kenya, 2011).

(h) Whilst enrolment rates at primary and secondary levels have increased, learning achievement is not commensurate.

(i) Concerns were raised on how effectively ECDE would be managed as an integrated level of Basic Education as well as constitutionally under the county governments.

(j) Submissions were made to the effect that the absence of school inspection services has resulted in falling standards countrywide.

(k) Standards and Quality Assurance services have not been felt in foreign curricula schools.

5.1.4 Recommendations

(a) SQA officers should be aptly trained to equip them with relevant skills and competences.

(b) There should be a specific scheme of service for the quality assurance personnel.

(c) Proper recruitment mechanisms should be put in place to avoid enrolling less qualified officers in this very important education service.

(d) SQA services should be provided with adequate funding and the necessary infrastructure, such as vehicles, to facilitate research etc.

(e) SQA officers should receive appropriate and regular training, retraining and in-servicing to ensure they possess relevant skills and competences.

(f) Managers of institutions should be integrated into the standards and quality assurance delivery services and receive regular training and in-servicing to enable them to effectively monitor standards and quality of curriculum delivery.

(g) Mechanisms should be established to ensure that standards and quality Services in ECDE are co-ordinated on policy at national level and effectively devolved to counties for implementation.

(h) More benchmarking opportunities be provided in developing countries to enhance the capacity of SQA officers.

(i) SQA service programme should apply to all institutions including foreign curricula ones.

5.2 Standards and Quality Assurance at Various Levels

5.2.1 Early Childhood Development Education (ECDE) Level

Early Childhood Development and Education interventions are significant to the social and economic development of a country as they provide children aged between 4 and 5 with a strong start in life. Children who access ECDE services will be more likely to enrol in primary schools at the right age and less likely to drop out of school or repeat grades. There is also a high probability that these children will have improved school performance and cognitive abilities than those who do not attend ECDE. The Task Force noted that quality and standards directorate has not adequately monitored standards and quality of ECDE institutions.

5.2.2 Major findings and issues from cluster hearings, submissions and literature review

(a) The ECDE level of education is yet to be embraced as an important level of education before a child joins Class 1.

(a) Standards and quality are low due to poor delivery of curriculum.

(b) Infrastructure and teaching/learning equipment are poor in most ECDE schools.

(c) Most infrastructure is unplanned and unsuitable for teaching and learning at ECDE level.

(d) Standards and quality directorate has not focused on ECDE level for monitoring teaching/ learning delivery.

(e) ECDE level has tended to concentrate mainly on cognitive learning rather than on the child's talents, self-actualization, socialization and environmental appreciation.

5.2.3 Recommendations

The Education Standards and Quality Assurance services should monitor ECDE delivery to ensure national standards and quality in delivery of the curriculum, infrastructure and equipment. SQA services to be devolved to the counties to take care of ECDE.

5.3 Primary School Level

5.3.1 Issues and Challenges

The following challenges were noted at the primary school level:

(a) Overcrowding in schools/classrooms hence - high pupil/teacher ratio.

(b) Inadequate infrastructure and equipment.

(c) Low capacity in numbers and skills levels.

(d) Inequitable regional distribution of teachers.

(e) Lack of empowerment of managers to monitor standards and quality in their schools.

5.3.2 Major findings and issues from cluster hearings, submissions and literature review

i) Free Primary Education has resulted in increased number of children and subsequent over-stretched and overcrowded facilities and high pupil/teacher ratio.

ii) Poor quality of infrastructure - in terms of classrooms, sanitation and furniture in rural areas and more so in ASAL areas.

iii) Most schools are not visited for standards and quality assurance monitoring due to inadequate staff in DQAS.

iv) Most teachers prefer to work in urban areas.

v) The two-year teacher training programme is inadequate for teacher trainees to acquire mastery in subject content, skills of pedagogy in the many subjects they are expected to teach resulting to poor preparation for quality teaching.

vi) Head teachers and management committees lack the necessary skills to monitor standards and quality of teaching in their schools.

vii) Emphasis on cognitive abilities for the sake of passing examinations has resulted in rote learning.

viii) Most schools do not have well equipped libraries.

5.3.3 Recommendations

(a) With increased number of schools and pupil enrolment:

(i) Steps should be taken to employ more teachers to improve pupil/teacher ratio and subsequently improve teacher contact for improved standards of teaching and learning.

(ii) Steps should be taken to improve and strengthen the standards and quality assurance services to schools by increasing the number of officers and to equip managers with skills and competences to monitor standards and quality of curriculum delivery in their schools.

(b) Standards and Quality Assurance officers should ensure that:

(i) Standards required, infrastructure and equipment are available in schools.

(ii) Teacher absenteeism is curbed.

(iii) Teacher imbalance in schools and regions is addressed quickly to ensure equal standards and quality of education in the country.

(c) The current age limit of 6–13 years in primary schools should be enforced to avoid a generation gap that can create problems of managing the children.

(d) Adequate funding and resources should be availed to enable standards and quality assurance officers to reach as many schools as possible in the country.

(e) Develop and strengthen school based and Sub-county level standards and quality assurance capacities.

(f) Establish a programme for teacher development through regular retraining and in servicing to improve teacher competence in curriculum delivery.

(g) A system for periodically monitoring teaching and learning competences at various grades using established attainment standards should be established.

(h) Quality assurance officers' powers should be strengthened to include taking action on their reports from different schools.

5.4 Secondary School Level

5.4.1 Issues and Challenges

The following were noted at the secondary school level:

(a)   Overcrowding in schools/classrooms – high pupil/teacher ratio.

(b)   Inadequate infrastructure and equipment.

(c)   Inadequate standards and quality assurance officers to access all schools.

(d)   Inadequate teaching staff and inequitable region/school distribution of teachers.

(e)   Lack of empowerment of managers to monitor standards and quality in their schools.

(f)   Inadequate or lack of infrastructure such as libraries and laboratories for effective delivery of the curriculum in science and languages.

(g)   Theoretical (chalk and board) teaching even in science subjects emphasizing mainly on cognitive skills.

5.4.2   Major findings and issues from cluster hearings, submissions and literature review

(a) Free Day Secondary School Education has resulted in increased enrolment in schools and subsequent overstretched, overcrowded facilities and high pupil/teacher ratio.

(b) Most schools are not visited for standards and quality assurance monitoring due to inadequate staffing in the Directorate of Quality Assurance and Standards.

(c) Managers lack the necessary skills and competence to monitor standards and quality of teaching in their schools.

(d) Most schools lack adequate infrastructure and resources.

5.4.3 Recommendations

(a) Adequate funding and resources should be availed to enable standards and quality assurance officers to reach as many schools as possible in the country.

(b) Develop and strengthen school-based and zonal level standards and quality assurance capacities.

(c) Establish a programme for teacher development through regular retraining and in-servicing to improve teacher competence in curriculum delivery.

(d) A system for periodically monitoring teaching and learning competences at various grades using established attainment standards should be put in place.

(e) Capacities of standards and quality assurance officers should be strengthened, including taking action on their reports from different schools.

5.5 TIVET Level

5.5.1 Issues and Challenges

The following were noted at the TIVET level:

(a) There exists an inflexible TIVET curriculum, which is not responsive enough to the changing needs of standards and quality of the labour market.

(b) There is a mismatch between the skills learned in training institutions and skills demands of the industry.

(c) Inadequately trained teachers.

(d) Weak mechanisms to monitor standards and quality assurance in training institutions.

(e) Inadequate, old and outdated equipment and physical facilities for training.

(f) High cost of training equipment, materials, and textbooks, most of which are sourced from overseas.

(g) Inadequate participation of the private sector in curriculum design, development process, monitoring of standards and quality of training.

5.5.2 Major findings and issues from cluster hearings submissions and literature review

(a) There is a general perception that TIVET training programmes, especially those practical in nature are for low performing learners.

(b) Facilities and equipment that once existed in secondary schools to teach industrial education have been left to go to waste and disuse.

(c) There has been a systematic taking over of established middle level technical and polytechnic institutions by Universities, thus reducing their original core purpose of training middle level certificates and diploma graduates.

(d) Admissions to TIVET institutions is not based on academic, skills, qualifications and talents but on the applicants' needs.

(e) Lack of clear linkages and credit transfers to facilitate horizontal and vertical mobility.

(f) Un-coordinated standards and quality assurance programmes in TIVET institutions.

(g) Inadequate funding to enable TIVET institutions train for the market.

5.5.3 Recommendations

The TIVET sector as viewed in the context of Vision 2030 in terms of producing human resource to enable the country rise to a higher level of industrial development, is a critical area to be revitalized. The Task Force thus recommended the following:

(a) The need to review and harmonize the many subjects curricula in TIVET to establish acceptable national standards and quality.

(b) Encourage the industry/private sectors that are consumers of TIVET graduates to participate in curricula design, development process, and monitoring standards and quality of training through industrial attachments and internships of students.

(c) SQA officers should be trained, retrained and in-serviced in the requisite skills and competences to enable them to deliver standards and quality services to TIVET institutions.

(d) Ensure regular review and upgrading of equipment and infrastructure in the training institutions offering technical education to respond to the changing standards and quality of training.

(e) Actively revive TIVET programmes in secondary schools through the provision of facilities for industrial arts to offer technical education to promote and attract early interest in TIVET courses to ensure high standards and quality graduates in order to prepare them for various TIVET courses.

(f) Technical teachers should be trained, retrained and in-serviced to ensure that schools and technical institutions perform to the required training standards and quality delivery of curricula as will be acceptable to the industry.

(g) Establish an effective mechanism to devolve the standards and quality services from the national level to the counties for close monitoring of TIVET programmes in the institutions.

5.6 Teacher Education Level

5.6.1 Issues and Challenges

The following were noted at Teacher Education level:

(a) Only about 44% of pre-primary teachers are trained.

(b) Pre-primary teachers have largely been trained privately or through government holiday teaching programmes.

(c) A large percentage of pre-primary teacher training curriculum at the pre-primary training level is yet to be harmonized e.g. there is the Kenya Institute of Education, Montessori curricula, headmistress curricula etc.

(d) Majority of trainers at all levels of teacher training education lack the necessary skills and competences to train teachers.

(e) Teacher training education suffers from low funding especially at the Primary level.

(f) There is lack of adequate and appropriate tuition, equipment and materials particularly in Learning Resource Centres (LRCs).

(g) Dilapidated physical facilities at the training institutions.

(h) Inadequate ICT infrastructure, equipment and materials to incorporate ICT programmes in the training of teachers.

(i) Teacher Training Colleges suffer from inadequate, old and poorly maintained transport facilities, which affect teaching practices.

(j) The pre-service teacher training curriculum is yet to fully capture modern trends in education e.g. ICT and other emerging and contemporary issues.

(k) Entry level of ECDE teacher trainees is not standard.

(l) Over-emphasis on content rather than pedagogical skills.

5.6.2 Major findings and issues from cluster hearings, submissions and literature review

(a) Most of teacher trainees do not have teaching as a first career choice at all levels of teacher training.

(b) Training colleges and universities admit students with low grades as opposed to other disciplines.

(c) Schools and communities have not been well sensitized to support trainees on teaching practice.

(d) Submissions were received that diploma teachers are often more effective than university degree teachers.

(e) Principals and Boards of Management are ill equipped to perform standards and quality assurance duties.

5.6.3 Recommendations

The Task Force recommends that:

(a) There should be a harmonized national training curriculum for the pre-primary teachers to establish national standards and quality to be monitored by the ESQAC.

(b) Adequate and appropriate teaching/learning materials and infrastructure should be provided in all teacher training colleges.

(c) Trainers of trainees should receive the necessary pedagogy and skills to teach in teacher training colleges and universities

(d) Adequate funding should be made available to all training colleges at all levels.

(e) Adequate transport, learning/teaching materials should be made available to teacher trainees on practice.

(f) Communities and schools should be sensitized to support trainees on teaching practice as part of the training programmes.

(g) Principals, tutors and Boards of Management should be equipped with the necessary knowledge and skills to undertake standards and quality assurance duties for effective, quality teacher training.

(h) Teacher training colleges should not be dumping places for failed teachers from secondary schools as this negatively affects standards and quality of teachers produced.

(i) Explore possibilities of ensuring that all trainees for teacher training are vetted to establish their interest and commitment to teaching as a career.

(j) Adequate competent staff should be deployed at the county level to ensure effective monitoring of standards and quality teacher training at the colleges and at the University level, the senates to establish mechanisms to do the same.

5.7 University Level

5.7.1 Issues and Challenges

The following were noted:

(a) Each university is established by an independent Act of Parliament. Issues of standards and quality are not harmonized across the board.

(b) The Commission of Higher Education (CHE) is mandated to regulate higher education hence standards and quality in universities. However, CHE pays more attention to standards and quality in private universities.

(c) There is lack of clear mechanisms for consultation and collaboration to harmonize issues of standards and quality.

(d) There is lack of a harmonized programme to train lecturers in pedagogy, a situation that does not guarantee well coordinated standards and quality in university education.

(e) The increased demand for university education has resulted in overcrowding in lecture rooms – affecting lecturer/student ration, standards and quality.

(f) The high number of students has put pressure on existing infrastructure and instructional equipment.

(g) Low funding has affected development of additional infrastructure and equipment to match the increased demand.

5.7.2 Major findings and issues from cluster hearings, submissions and literature review

(a) There is a mismatch between what universities teach and the demands of industries in both standards and skills.

(b) Public and private universities have become much commercialized thus compromising standards and quality.

(c) The parallel degree programmes in most public universities, while opening more places for students who qualify, have overstretched the capability for the available lecturers to effectively and competently deliver on the teaching/learning programmes.

(d) There is a lot of part-time teaching in universities due to shortage of university lecturers and tutors in the country, thus compromising standards and quality of education.

(e) Views were expressed that there was a general drop of standards and quality in degrees offered in both public and private universities.

5.7.3 Recommendations

(a) Restructure and mandate the Commission of Higher Education to be the national standards and quality agency for all universities (Public and Private) education and training.

(b) Enhance standards and quality mechanisms in university education and training through CHE.

(c) Lecturers and tutors should receive training and skills to ensure standard and quality delivery of curricula.

(d) Design an enhanced programme to produce more lecturers and tutors to meet the demand if universities are to produce highly rating and quality graduates.

(e) Internship and attachment should be integrated into the training system to enhance standards, quality and relevance to meet market and industry needs.

(f) Introduce a programme to equip lecturers in higher institutions of learning with strong communication skills to facilitate delivery of curriculum content.

5.8 Adult Basic Education Level

5.8.1 Issues and Challenges

The following were noted:

(a) Low participation rates.

(b) Inadequate funding and other relevant resources.

(c) Inappropriate teaching methods that have not added value to the standards and quality of delivery in the sector.

(d) Regional and gender disparities in participation rates.

(e) Low standards and quality of programmes delivery.

(f) The teachers engaged are either unqualified or lack the necessary andragogy for such learners.

(g) Negative image hence stigmatization of such learners.

(h) Unclear transition and linkages for self-progression of the learners.

(i) Lack of standards and quality assurance mechanisms of the sector.

(j) Inadequate teaching and learning materials to support the teaching and learning processes.

(k) Uncoordinated large number of service providers such as government departments, communities, non-governmental organizations, faith-based organizations etc. resulting in low standards and quality of service delivery.

(l) Uncoordinated curricula offered by various providers.

5.8.2 Major findings and issues from cluster hearings, submissions and literature review

(a) Adult male learners were embarrassed by participating in the same classes with female learners.

(b) Most men do not attach much value to Adult Basic Education.

(c) Learners do not see the value the sector adds in the absence of linkages for their personal growth and progression.

(d) Claims that there was lack of a national assessment and certification framework has demotivated the learners as they see no future in their efforts to learn.

(e) Issues were raised that there was dependence on unqualified teachers, who were largely poor performers in their respective fields of study.

(f) Reports that learning was taking place in borrowed classrooms, and whose availability depended on the goodwill of facility providers e.g. primary schools.

5.8.3 Recommendations

(a) Standards and quality assurance services should be integrated to an overall national system under the ESQAC.

(b) An assessment and national qualification framework to provide opportunities for linkages with the formal education and training systems to create re-entry at all levels to help in monitoring standards and quality should be established.

(c) To ensure standards and quality of delivery, qualified teachers should be employed, with an established scheme of service to motivate and retain staff.

(d) More funding and resources should be made available to improve on standards and quality.

(e) Adult Basic Education should be implemented through devolved Adult Education Boards in County Education Offices for effective delivery and monitoring of standards and quality.

(f) The centres for delivery of Adult Basic Education should be well identified, for regular use, and hours of attendance agreed upon.

(g) A relevant, more suitable curriculum should be developed for the adult learners to comprise of numeracy, basic literacy, communication skills and to integrate acquisition of skills with day-to-day lives of the people to improve on their performances in their daily economic activities.

5.8.4 Strengthening Standards and Quality Assurance Services in Educational Institutions

Based on the legal principle *nemo judex in sua causa* (no one can be a judge in his own cause) and given the state of the education sector; high teacher absenteeism, high pupil dropout, declining capacity of students entering universities, the unemployability of many school graduates and the lack of entrepreneurial skills of many school leavers, the Task Force recommends that the proposed semi autonomous Education Standards and Quality Assurance Commission (ESQAC) be established. It will function as the national custodian of standards and quality in education. It will guide all service providers across the education sector in order to:

(a) Ensure the effectiveness of policy implementation, strategic planning, resource mobilisation and the management of resources by ministries and institutions concerned with education, and their management bodies.

(b) Ensure efficient service delivery at ECDE, basic and tertiary institutions.

(c) Liaise with KNEC and KIE in matters of curriculum assessment and development.

(d) Coordinate co-curricular activities for the development of a holistic Kenyan at National and County levels.

(e) Ensure that quality education and learning outcomes are being provided to the Nation and that quality institutional leadership is being provided.

(f) Provide effective sector planning especially with regards to access, relevance, equity and quality of services provided to the learners.

5.9 Context of Quality Assurance

The Task Force was guided in its thinking about Quality Assurance and Standards by the UNESCO EFA Quality Assurance Framework. It includes the following dimensions:

(a) **Learner Characteristics**: Quality education includes learners who are healthy, ready to learn and are supported in learning by their families and communities. Differences in learner characteristics provide ways in which education providers can intervene to improve quality.

(b) **Context:** This dimension considers education to exist within a society. A quality context is one that provides an environment that is healthy, safe, and gender sensitive. The same environment should also provide adequate resources and facilities for learning. Tied to this, is a content that is reflected in the relevant curricula and materials.

(c) **Enabling inputs**, which comprise resources that are required to provide quality education. These inputs include human (teachers and educational administrators), physical (materials, classrooms). This dimension includes participatory governance and management, and engagement with local communities and cultures.

(d) **Teaching and learning dimension** considers what takes place in the classroom. These are processes that have a focus on classroom activities involving trained teachers using learner-centred methodologies. This includes time spent in learning, methods of assessment, styles of teaching, language of instruction and how classrooms are organized.

(e) **Learning outcomes**, which encompass knowledge, skills, and attitudes. These outcomes also have linked to the national goals of education. Specifically, learning outcomes are expressed in terms of test grades, emotive and attitudinal outcomes.

These five dimensions are captured in the following framework:

Figure 5.1: Framework for understanding Educational Quality

```
                    ┌─────────────────────────────────────┐
                    │                                      │
                    │        Enabling Inputs               │
                    │   ┌──────────────────────────────┐   │
                    │   │  Teaching and Learning        │   │
                    │   │  - Learning time              │   │
                    │   │  - teaching methods           │   │
                    │   │  - Assessment, feedback,      │   │
                    │   │  incentives                   │   │
                    │   └──────────────────────────────┘   │
```

| Learner Characteristics
- Aptitude
- Perseverance
- School readiness
- Prior knowledge | - Teaching and Learning Materials
- Physical infrastructure and facilities
- Human resources, teachers, principals, inspectors, supervisors, | Outcomes
- Literacy and life skills
- Creative and emotional skills
- Values
- Social benefits |

Context

| - Economic and labour conditions in the community
- Educational knowledge and support infrastructure | – Public resources available for education
- Competitiveness of the teaching profession on the labour market
- National governance and management strategies | - Philosophical standpoint of teacher and learner
- peer effects
- Parental support
- Time available for schooling and work | - National standards
- Public expectations
- Globalization |

Source: UNESCO GMR 2005

5.10 Monitoring and Evaluation

The Task Force observed that the Government of Kenya through the Ministry of Education (MoE) is committed to the provision of quality Education for All.

As stated in the policy framework of the Sessional Paper No.1 of 2005, the overall goal is to achieve Education For All (EFA) guided by the national philosophy of education. Education philosophy emphasizes the provision of holistic quality education and training which involve the cognitive, psychomotor and affective domains. It further espouses the

values of patriotism, equality, peace, security, honesty, humility, love, respect, tolerance and democracy.

The philosophy of education is expounded in the Vision whose pursuit is the provision of quality, lifelong education and training for sustainable development at individual, institutional and societal levels. The Ministry will achieve this by working in collaboration with all the stakeholders, community based organizations, Non-Governmental Organizations (NGOs), faith-based organizations, development partners and the private sector.

To assess the progress of the activities identified for the achievement of the national goals, it is critical that continuous monitoring of the specific outputs be undertaken. Consequently, the Government will put in place a Monitoring and Evaluation strategy under ESQAC.

5.10.1 Current Situation

(a) Decision-making is uncoordinated at all levels and hampered by inadequate data.

(b) There is not enough sense of urgency on follow-ups.

(c) The administrative system is piecemeal and reactive, not holistic and proactive.

(d) Budgeting is low, dispersed and ad hoc, not long-term and adequate.

(e) Deployment of high-level human resources is haphazard and unscientific.

5.10.2 Issues and Challenges

(a) The predominance of the project-based approach has meant that monitoring activities have not been harmonized resulting in duplication of efforts and ultimately inefficient use of resources.

(b) There is inadequate funding for monitoring and evaluation. Funding for M&E remains a major challenge within the government due to non-availability of budget lines for M&E. Hence the funds are not readily available for M&E activities as required.

(c) Schools and districts are not well sensitized on the importance of providing reliable and credible data. Some school managers exaggerate the enrolment figures in order to get more government/donor funding.

(d) There has been a weak data collection, storage management system and especially lack of accurate baseline upon which to measure changes in the quality of education services provided.

(e) There are limited personnel with technical competences and skills in M&E and data management analysis to arrive at the required or expected results.

(f) Limited implementation of projects at the district level due to inadequate financial and human resources.

(g) Different monitoring requirements for various projects have undermined co-ordination.

(h) Since government ministries and districts have not fully embraced M&E, they lack the necessary culture/attitude required to facilitate M&E activities. Some view them as fault finding missions rather than management tools for implementation of projects.

5.10.3 Recommendations

(a) Monitoring and Evaluation should be so coordinated and structured so as to serve the needs of the MoE and other stakeholders.

(b) Monitoring and Evaluation be devolved from national to county and then to institutional levels.

(c) The school-based M&E activities should be enhanced so that management decisions are taken at that level for greater impact on the quality of education services provided.

(d) There is need to train personnel in the necessary competences and skills in all devolved areas to ensure that Monitoring and Evaluation achieve the required standards in implementation of programmes.

(e) Adequate funding should be made available for inclusive and comprehensive monitoring and evaluation service delivery.

(f) Coordinate the process to strengthen monitoring and evaluation with field visits to verify and supplement desk approach.

(g) Strengthen the comprehensive baselines before implementing projects by enhancing and linking ICT, Education Management Information Systems (EMIS) to Monitoring and Evaluation to ensure that the required data are fully captured in designing of the necessary software.

CHAPTER SIX

6.0 THE NATIONAL ASSESSMENT SYSTEM AND THE NATIONAL QUALIFICATION FRAMEWORK IN KENYA

6.1 Introduction

Assessment of curriculum implementation is a critical component in provision of education service. Assessment provides information on achievement of the set objectives in an education system. Such information is used by policy makers in designing and improving on the current and future education programmes. Furthermore, assessment is used by individual learners to map the way forward either across levels or within the levels. Assessment is therefore part and parcel of curriculum delivery and should be carried out competently and with a high degree of reliability. Emphasis on assessment in education is important for a number of reasons as outlined below:

(a) Enhancing a culture of assessment for the support of the teaching and learning process. That is to support continuous improvement to align with leaning goals and the school vision based on understanding that tests are not a goal in themselves but rather, a tool in the service of learning.

(b) Provide for meaningful integration between internal and external assessments, and between formative and summative assessments.

(c) Reduction of pressure of high stakes examinations and resultant vices

6.1.1 Current Situation

The Task Force analyzed various presentations from groups, individuals and county cluster meetings and the following issues emerged:

 (a) That the current summative assessment at the end of learning cycles does not adequately measure learners' abilities.

(b) Teachers are not adequately trained in test development and evaluation procedures.

(c) Due to the importance that is attached to examinations, there are malpractices reported in the management of examinations because the candidates, parents and teachers want to compete unfairly.

(d) The current curriculum is perceived to be examination oriented with little regard to moulding good citizens and for self-reliance.

(e) Assessment is no longer seen as part of teaching and learning process but as a sieve to determine those who can move to higher levels of education.

(f) The current system of summative assessment at the end of primary and secondary levels dictates the teaching/learning process towards examinations as opposed to learning.

(g) The ranking of schools based on examination performance has brought about a lot of negative effects. For example, head teachers of schools that are ranked low often get demoralised and others even resort to suicide. Likewise. pupils who score low grades regard themselves as failures in life and some commit suicide.

6.1.2 Recommendations

The following are proposed:

(a) Revise learning materials to ensure skills and competences are emphasised.

(b) Develop and introduce a policy on competency assessment.

(c) In-service teachers on role of assessments and evaluation in learning and teaching process.

(d) MOE should introduce a Learners Identification Number (LIN) at entry point, which will be used to track the learner throughout the education system.

(e) KEAC to introduce special assessment which will be done by candidates who fail to sit the normal examinations at the prescribed time due to reasons of sickness, pregnancy, child birth or any other major hindrance. These assessments should be done three (3) months after the normal assessments.

(f) Provide for a mechanism for supplementary exams.

(g) Abolish the ranking of schools and students when releasing examination results. KEAC to release results to schools and individual candidate to assess them and find out how they performed.

(h) Achievement at Kenya Primary Education Certificate (KPEC) and Kenya Junior Secondary Education Certificate (KJSEC) will be considered in Senior Secondary School admission and streaming.

(i) Schools will be ranked based on a holistic assessment of performance indicators built around the following areas: academic, co-curricular activities, quality of management,

operations and maintenance of physical facilities, environmental care, learners' services and community outreach programmes. The Cabinet Secretary will give a report on these during a national education day. The process should start from institutions through the county to the national level.

(j) KNEC be renamed the Kenya Education Assessment Council (KEAC) to reflect the specific focus of its work, which is shifting towards assessment.

It is further recommended that assessment in the new education structure be carried out at two levels: National and School levels. KEAC will conduct the National Assessment at Primary 6 as well as end of Junior and Senior Secondary levels, while individual institutions will be responsible for school-based assessment. CEB will conduct Primary 3 numeracy and literacy assessments.

KEAC will also conduct the summative examinations at the end of Basic Education cycle and for all Tertiary institutions other than university. The assessment at each level will be as follows:

(a) Pre-Primary

The institution shall assess the learners on basic outcomes acquired against the set objectives in the curriculum.

(b) Lower Primary

There shall be a standardized county-based assessment process for Lower Primary aimed at diagnosing individual learners' talents and abilities. However, this will only be used to help the teachers and parents to attend to learners' individual differences. There shall also be school-based assessment. This assessment will not deter a learner from progressing to the next level. KEAC will provide a database from which these assessments will be developed.

(c) Upper Primary

There shall be a national upper primary assessment test at the end of Primary 6 leading to the Kenya Primary Education Certificate (KPEC) aimed at identifying individual learner's talents and abilities. Besides, there shall be a continuous school-based assessment to

measure learner's progress. This exam will not deter a learner from progressing to the next level of Junior Secondary school.

(d) Junior Secondary

There shall be a National Assessment at the end of Junior Secondary education leading to the Kenya Junior Secondary Education Certificate (KJSEC). This assessment will help in identifying learners' abilities for placement in the four specialisation streams in the Senior Secondary schools. Learners will be prepared with certain amount of subject bias towards science, humanities, social sciences, technical and vocational subjects, to enable them specialize in Senior Secondary education. This assessment in essence will help learners to identify their career paths.

(e) Senior Secondary

There shall be a National Assessment at the end of Senior Secondary education leading to the Kenya Senior Secondary Education Certificate (KSSEC). The National Assessment at this level will be used for placement at Universities, middle level colleges and progress into the world of work.

(f) The Higher Education Cycle

The Higher Education cycle shall consist of TIVET, other middle level training institutions and Universities. In the middle level institutions, assessment will be by KEAC and various professional bodies. Performance based on Course Assessment Tests (CATs) should be integrated into the terminal assessments, which should be competency based.

It is recommended that a modular approach to teaching be used at these levels, to provide for flexible student exit and re-entry to avoid wastage. This should allow students to transfer credits from one institution to another with minimal costs. Student assessment will consist of Course Assessment Test (CAT) and institutional assessment in liaison with professional examination bodies. Tertiary institutions will provide training for certificates and diplomas, whereas Universities will offer degree and post-graduate programmes.

Figure 6.1: Assessments of Learning Achievement across the System

Level	Assessment Name	Administering Body	Certification and Purpose
ECDE	ECDE progress	School based	- None

			-Assess the learners on basic competences
Lower Primary	Lower primary progress	County Education Board	-None -Diagnosing individual learners' talents and abilities
Upper Primary	Kenya Primary Education Certificate (KPEC)	Kenya Education Assessment Council	-KPEC -Identifying individual learner's talents and abilities
Junior Secondary	Kenya Junior Secondary Education Certificate (KJSEC)	Kenya Education Assessment Council	-KJSEC -Identifying learners' abilities for placement in the four specialisation streams in the senior secondary and entry into career paths.
Senior Secondary	Kenya Senior Secondary Education Certificate (KSSEC)	Kenya Education Assessment Council Various professional bodies	-KSSEC -Helping learners to identify and enter their career paths.
Middle Level College	Certificate and Diploma	Kenya Education Assessment Council	-Certificate Diploma -Placement to higher learning and world of work.
University	University examinations	Universities	-Degrees -Placement to higher learning and world of work.

6.1.3 Use of Course Assessment Tests (CATs)

(a) A system will be developed to collect accumulated CAT scores for each learner. It is proposed that the accumulated CATs will account for a percentage of the eventual score at National Assessment. The other percentage will be contributed by summative assessment for the award of the final grade.

(b) There is need to monitor learners' performance and achievements regularly at all levels.

(c) The Course Assessment Tests (CATs):

(i)   Will be made meaningful through provision of standardized items by Kenya Education Assessment Council (KEAC).

(ii)   The items will be made available online for teachers to formulate the tests.

(iii) They will be used to orient teaching and learning towards skill and competency acquisition and learning achievement as opposed to attaining grades based on memorization.

(iv) They will focus on learning outcomes.

(v)   They will be used to identify a range of individual learner's abilities and talents.

6.2 National Assessment System (NAS)

NAS is an integral system of determining quality assurance in Education. It involves the monitoring of learning achievements of students to assess the quality of education. It is also a systematic evaluation of pupils' and students' learning achievement across Kenya. The results derived at will be used by policy makers and practitioners to inform the education quality reform process. With data that is comparable across various regions of Kenya and over time, policy makers and stakeholders can identify gaps and bring about improvements in the curriculum, teaching and classroom support practices, as well as in the development of learning resources.

National Assessment System is currently set up as follows:

(i)   End of Primary School cycle: Kenya Certificate of Primary Education (KCPE).

(ii) End of Secondary School cycle: Kenya Certificate of Secondary Education (KCSE).

(iii) Middle level training institutions: Certificates, diplomas and higher diplomas offered by KNEC and other examining bodies.

6.2.1 NAS in the work environment

6.2.2 Current Situation

Examinations and assessment are increasingly becoming important outside the mainstream educational training and research institutions. Examples of assessment in the world of work include Performance Contracting (PC), Staff Performance Appraisal (SPA), Results Based Management (RBM), and aspects of Outcome-Based Education and Training (OBET).

6.2.3 Issues and Challenges

Assessments in the world of work help secure outcomes or results especially for employers. The employee is also able to receive feedback on his/her performance and improve himself/herself by either seeking further training or developing other key skills they may possess. A major weakness is that the assessments are largely administrative. They have been sufficiently regulated by national ETR policy or law. The main threat is that such assessments may become routine and merely a question of proper paperwork, thus compromising the dynamism and flexibility of the world of work.

6.2.4 Recommended reforms

Assessments for workers should be better integrated into all job types and descriptions to ensure that employees are assessed and their concerns relating to work are identified and dealt with. It is also a basis for improving work environments and relationships.

It is important to note that there are various international curricula that are available in Kenya. Some of these are the British, American, German, Italian, French and Swedish education curricula. Students pursuing these curricula also sit internationally recognised examinations and assessment tests relating to the curricula they follow. For instance, in the British system, secondary school students sit IGCSE examinations. There is need to equate and harmonise all national and foreign qualifications that are available at basic and higher education levels.

6.3 National Qualification Framework (NQF)

To succeed in a globally competitive world, Kenya must ensure that it has a national education and training system that provides quality learning. The system has to be responsive to the ever-changing influences of the external environment and should promote the development of a nation that is committed to life skills and lifelong learning. The NQF is a strategy in response to ensure anyone who has gone through the Kenyan education system is globally competitive. Furthermore, it is the set of principles and guidelines by which records of learner achievement are registered to enable national recognition of acquired skills, knowledge, attitudes and values. It provides a way to compare qualifications across systems and ensure that they are quality assured and recognised locally and internationally. Therefore, NQF should provide a framework within

which the Kenyan qualifications are gauged internationally. Kenyan learners at all levels should compete and engage with their peers internationally.

Formally recognized qualifications are arranged in a clearly defined structure. In this context, qualifications are understood as sets of certified or documented skills – with no preference given to the respective learning path. The framework makes a hierarchical distinction between qualifications in the relevant path and categorises them by levels.

6.3.1 Objectives of NQF

The objectives of NQF are:

(a) to improve national education and training so as to determine the quality of education required for all learners;

(b) to make national qualifications systems easier to understand;

(c) to improving permeability of education and training by clarifying and strengthening the horizontal and vertical links within existing systems;

(d) to support lifelong learning by making learning pathways visible and by aiding access, participation and progression;

(e) to aid recognition of a broader range of learning outcomes (including those acquired through non-formal and informal learning);

(f) to strengthen the link and improve the communication between education and training and the labour market;

(g) to open up national qualification systems to qualifications awarded outside formal education and training (for example, awarded by sectors);

(h) to provide a reference point for quality assurance.

6.3.2   National Qualification Systems in Kenya

The consensus in all of Kenya's recent education policies and reports is that education in Kenya faces major challenges in terms of quality. Though access has been improved through the introduction of free primary education (FPE) and the cost-sharing in secondary school education, the quality of education has deteriorated. This is because teachers are not adequately trained to deal with the high numbers of students and are not motivated by good pay. In addition, schools have limited teaching facilities and practical skills and research are not adequately catered for.

The Education Act Cap. 211 lacks the mechanisms for establishing national standards for qualifications and competences to be the basis for accreditation of education and training institutions and programmes. Sessional Paper No. 1 of 2005 provides for the establishment of an NQF system but does not create mechanisms for its implementation.

The Report of the Task Force to Harmonise Education, Training and Research (Kamunge II report) has adequately dealt with developing a National Qualification Framework and provided for the creation of a Directorate of Quality Assurance and Standards, which will be mandated to develop and oversee the implementation of an NQF. The purpose of the NQF system will be to:

(a) set the standards and benchmarks for qualifications and competences;

(b) define the levels of qualifications and competences;

(c) provide for the recognition of attainment or competences including knowledge skills and values;

(d) be the basis for accreditation of programmes and institutions;

(e) facilitate linkages and credit transfers to enable entry, re-entry and exit from the institutions of education and training;

(f) establish systems and processes for continuous review and improvement of standards and quality assurance.

The draft Education and Training Bill in the Kamunge II report also provides for internship opportunities for students and systems for quality education through various distant and e-learning systems.

Although Kenya Vision 2030 does not provide for an NQF system, it provides that education provided should be relevant, internationally recognised and of international standards and quality.

6.4 NQF at ECDE

6.4.1 Current Situation

ECDE generally takes about 3 years and pre-primary about 2 years. But there are no national mandatory qualifications at the end of the process.

6.4.2 Issues and Challenges

Some institutions issue certificates of attendance, participation, or completion. The certificates do not necessarily reflect specific attainment or achievement.

6.4.3 Recommendation

ECDE qualifications should be part of the NQF.

6.5 NQF at Primary Level

6.5.1 Current Situation

The KCPE is the qualification in Kenya. It is awarded by KNEC for public examinations taken in public and some private institutions.

6.5.2 Issues and Challenges

There are divergences in primary level qualifications depending on the curriculum and examination or assessment body.

6.5.3 Recommendation

The primary level qualification should reflect a harmonised standard of achievement or attainment irrespective of the curriculum or the examining or assessment body.

6.6 NQF at Secondary Level

6.6.1 Current Situation

The KCSE is the main qualification at secondary school level. Other qualifications, based on foreign examinations syndicates, include GCSE, IB etc.

The level of achievement or attainment varies from one examining body or qualification to another. This has made entry, exit, and re-entry into tertiary and university systems complex especially because of equation, credit accumulation and transfer.

6.7 NQF at Tertiary Level

6.7.1 Current Situation

The tertiary level has numerous qualifications in the same professions, disciplines and occupations. Examples are various certificates, diplomas and international baccalaureates.

6.7.2 Issues and Challenges

There are KNEC as well as foreign qualifications. Universities also offer certificates and diplomas at tertiary level.

6.7.3 Recommendation

There is need to harmonise criteria on what constitutes a certificate, diploma or IB.

6.8 NQF at University Level

6.8.1 Current Situation

Public and private universities offer a wide variety of qualifications ranging from certificates, diplomas, postgraduate certificates, postgraduate diplomas, higher diplomas and degrees .The degrees range from bachelors, masters, doctorates, and higher doctorates.

6.8.2 Issues and Challenges

Qualifications are also quite diverse within the same discipline or level. For instance, some universities award Bsc and BTech degrees in ICT.

6.9 NQF in the Work Environment

6.9.1 Current Situation

There are numerous qualifications in the world of work. Most of them are certificates or awards issued for certain achievements or attainment. They include certificates of attendance, participation and completion.

6.9.2 Issues and Challenges

Increasingly, professional bodies require continuous professional education (CPE) or development (CPD). These are now the basis of licensing or accreditation to continue practising in a profession. The Kenyan society generally recognises most of these qualifications or systems of certification.

6.9.3 Recommendations

(a) It is necessary to provide clear criteria regarding qualifications in light of the relevant competences to facilitate credit accumulation, mobility and career development.

(b) Establish NQF Authority to manage NQF. This body will be called National Qualification Authority (NQA) and it will be independent in its operations. All other bodies offering examinations (e.g. KEAC) will be accredited to it.

CHAPTER SEVEN
7.0 FINANCING, INVESTMENT AND RESOURCE MOBILIZATION

7.1 Introduction

Article 43 (1) (f) of the Constitution (2010) makes education a right of every Kenyan and underscores the importance of education in sustainable development. The provision holds that every child has a right to free and compulsory Basic Education; and access to affordable tertiary education, training and skills development. Basic education is also provided as a basic human right in the Bill of Rights, thus implying that the citizenry will hold the state accountable in ensuring that every school-age going (age 4-18 years) child is in school. In pursuit of the declarations of the Jomtien Conference on Education for All (EFA) of 1990 and subsequent Dakar Conference of 2000, the Kenya Government had adopted the policy of Free Primary Education (FPE) and Free Day Secondary education (FDSE). As a result of these commitments, the Government has realized rapid quantitative expansion of schools and other educational facilities.

7.1.1 Issues and Challenges

Despite these achievements, the Government currently faces several challenges in the education sector. These include inadequate transition rates from primary to secondary schools; shortage of classrooms, especially in primary schools (leading to congestion); low cognitive achievement; an escalating teachers' wage bill that currently absorbs 73 per cent of the MOE's Recurrent Budget. Others are inadequate teaching/learning materials; inadequate teaching staff; high teacher/pupil ratio; inadequate capacity for both quality assurance and standards and education officers in the field particularly as regards low staffing levels. In addition, challenges, especially in regard to human resource utilization include limited capacity at all levels to manage decentralized functions and other related reforms; inefficient utilization of teachers; limited support by stakeholders in the implementation of reforms; the effects of the HIV and AIDS scourge; unplanned establishment of new schools especially, through the Constituency Development Fund, that further strains the existing supply of teachers, as well as the need to upgrade teachers' skills especially for those trained before the current reforms began.

To address these challenges, it is critical that feasible mechanisms are identified for sustainable financing of education and training in the country for it to realize the goals of

Vision 2030. This Chapter focuses on the status of current financing and investment in education; unit costs; policy proposals for provision of free and compulsory Basic Education for all children aged 4-18 years; and accessible, affordable and quality tertiary education; resource mobilization for the education sector, including public and private partnerships; and role of various stakeholders across all levels of education and training.

7.1.2 Status of Financing of Education and Training

Kenya's public spending on education has continued to rise over the years, particularly since the introduction of the free primary education in 2003. The sector's total expenditure increased from Kshs.92.6 billion in 2005/6 to Kshs.160 billion in 2009/10. On average, the education sector accounted for 28 percent of the aggregate public expenditure in 2005/6 and 26 percent in 2009/10. The country's education expenditure as percentage of GDP remained fairly constant ranging from 6.1% in 2005/6 to 6.2 % in 2009/10. Table 7.1 shows Education Expenditure, between 2005/6 and 2009/10 financial years:

Table 7.1: Education Expenditure, 2005/6 to 2009/10

	2005/06	2006/07	2007/08	2008/09	2009/10
Education as a % of GDP	6.1	6.0	6.2	6.3	6.2
Education as a % GOK total expenditure	28.0	26.0	23.2	25.0	26.7
Education recurrent as a % GOK total recurrent	32.1	32.8	31.0	31.7	32.7
Education development as a % of GOK development	10.3	7.4	6.0	7.9	7.8
Education recurrent as a % of total education expenditure	93.0	92.4	91.9	91.0	93.1
Education development as a % of total education expenditure	7.0	7.6	8.1	9.0	6.9
Appropriations in Aid (External financing) as a % of Education Expenditures	5.3	4.8	5.7	4.3	3.8

Data source: Appropriations Accounts, MPER, Various; 2009/10 figures are estimates

As reflected in Table 7.2, primary education sub-sector received the highest percentage allocation of public education spending; 54% in 2005/06 and 47% in 2009/10. In 2009/10 secondary education, technical and university education sub-sectors received 27%, 4.5% and 11% of total education spending, respectively. The high allocation to primary education is consistent with the MDGs and EFA goals of attaining 100% NER and completion rate by 2015 and can be associated with increased access to primary education (NER of 92% in 2009). However, unit cost spending shows a different picture.

Table 7.2: Public Education Expenditure 2005/6 to 2009/10

Item	2005/6	2006/7	2007/8	2008/9	2009/10
General Administration and Planning %	10.80	9.19	9.75	7.26	12.36
Primary Education %	53.70	56.03	52.01	49.81	46.60
Teacher Education %	0.34	0.19	0.36	0.29	0.17
Special Education%	0.21	0.34	0.35	0.43	0.13
Early Childhood Education %	0.06	0.05	0.05	0.18	0.15
Adult and Continuing Education %	0.08	0.08	0.10	0.12	0.09
Secondary Education %	19.26	16.98	22.97	24.67	23.98
Technical Education %	2.17	2.71	3.46	4.85	4.73
University Education %	13.39	14.43	10.9	12.39	11.28
Total Education Expenditure (Kshs. Billion)	**92.60**	**103.86**	**121.32**	**136.89**	**160.33**
Recurrent (%)	*93.04*	*92.43*	*91.88*	*91.05*	*86.46*
Development	*6.96*	*7.57*	*8.12*	*8.95*	*13.54*
Basic Education	*73.99*	*73.86*	*76.21*	*75.79*	*69.41*

Source: Appropriation Accounts and MPER various issues.

7.1.3 Unit public spending

Table 7.3 shows estimated government (recurrent) spending per student enrolled in the respective levels of education. Primary education public unit spending increased from Kshs.4, 945 in 2003 to Kshs.7, 781 in 2008 at current prices. The unit public spending at secondary education (Kshs.58, 585) was 7.5 times that of primary education in 2008 and 1.13% of GDP per capita. University and technical education public unit spending (Kshs.55,318 and Kshs.137,707) were 7 and 18 times that of primary education, respectively. The 2008 unit spending at secondary education level includes the annual free day secondary school per capita allocation to public schools across the country. Technical and university unit public spending were 1.06 and 2.64 times the GDP per capita.

Table 7.3: Unit Public Spending by Level, 2005 to 2008 (Kshs.)

Unit costs	2005	2006	2007	2008
Primary	6,251	6,862	7,457	7,781
Secondary	20,783	24,918	29,485	58,585
Technical	24,651	32,302	43,474	55,318
University	113,867	143,353	138,417	137,707
Secondary as % of primary	3.3	3.6	4.0	7.5
Technical as % of primary	3.9	4.7	5.8	7.1
University as % of primary	18.2	20.9	18.6	17.7
GDP Per capita	38,787	42,592	47,011	52,012
Primary as % of GDP per capita	0.16	0.16	0.16	0.15
Secondary as % of GDP per capita	0.54	0.59	0.63	1.13
Technical as % of GDP per capita	0.64	0.76	0.92	1.06
University as % of GDP per capita	2.94	3.37	2.94	2.64

Source: Economic survey, various Authors' computations

According to data presented in Table 8.4, low income groups benefit less from tertiary education compared to high and medium income groups, but more from primary education. The gains for poorest welfare group 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 indicates the need to increase access to post-primary education among the low income groups. This is particularly so because whilst increasing access to primary education is critical in laying the foundation for entry to higher education, primary education is not sufficient in itself in reducing poverty; ensuring sustainable development and meeting the skills needs identified in Vision 2030.

Table 7.4: Benefit Incidence of Public Spending on Education (%)

	Primary	**Secondary**	**Tertiary**	**All Education**
Poorest Quintile	24.7	9.5	1.9	17.4
Quintile 2	25.2	15.9	2.0	19.3
Quintile 3	21.6	21.9	7.0	19.4
Quintile 4	18.2	25.5	19.1	20.2
Richest Quintile	10.2	27.2	70.0	23.7

Source: Demery and Gaddis, 2009 based on the KIHBS dataset of 2005/06

7.1.4 Issues and Challenges in Financing of Education and Training

The introduction of Free Primary Education (FPE) in 2003 was intended to enable every Kenyan child have access to primary education (Std. 1-8). It is, however, reported that not every child took advantage of the FPE as over 1.5 million eligible children are reportedly still out of school.   The introduction of Free Day Secondary Education (FDSE) in 2008 was intended to increase enrolment, retention and transition from primary to secondary education.

Despite the above interventions, there have been high dropout and low enrolment rates at all levels of education and also low transition rates to secondary schools particularly amongst the girls in ASAL districts compared to other regions. There are unique social, religious, cultural and economic challenges facing nomadic children in their quest for participation in education. School managers at both levels have introduced levies, which

are largely responsible for keeping students out of school. The level of grants has also not been revised to reflect the variations in cost of services; commodities funded at the two levels; resource needs at institutional levels and the specific standards for school inputs. For instance, the consumer price index increased at an average of 9 percent between the period 2003 and 2010. On the other hand, the textbook policy provides that the average life of a book is 3 years for upper primary and 4 years at lower primary hence need to vary capitation grants to schools at given intervals while providing for replacements after every four years.

Despite high spending on the sector by the government, households spend substantial resources on education. This takes the form of Parents' Teachers Association (PTA) charges, examination fees, sports fees (and boarding), and other school fees. The cost of uniforms is another area of expense. Fees at private education institutions are high when compared to public education institutions. All these expenditures constitute off-budget spending on education but the data is rarely available on the cost burden of schooling on households despite the free schooling interventions.

Mobilizing resources across the sector lacks coordination. Physical infrastructure development especially that funded through decentralized funds such as the Constituency Development Fund (CDF) and Local Authority Transfer Fund (LATF) is not clearly linked to central government spending and recurrent sector spending. This has resulted in the emergence of small schools coexisting with larger ones in some localities, without or with limited number of teachers. Recurrent spending, predominantly administrators and teachers' salaries, accounts for over 90% of education sector public spending. There is therefore need to identify interventions towards improving efficiency across the sector. Some options for doing this include improving teacher utilization especially in secondary education where teaching loads need to be brought up to between 20 and 24 hours per week to meet international norms, and by implementing enrolment-based differentiated norms at primary education, and addressing serious levels of teacher absenteeism, which a recent survey estimated at 45%. Improving school management and targeting in the disbursement of secondary education bursary fund can also improve the efficiency of the sector.

7.2 Projected Demand for Education and Enrolment

This section presents information on school, age, population, ECDE, Primary and Secondary Education enrolment and resource projections, 2010 -2015.

7.2.1 School Age Population Projections

Provision and financing of education should be based on the level of potential demand for schooling or level of school age population over time and the internal efficiency (progression) across levels of education together with individual school needs. The current school cohort consists of a population aged 4-5 years for ECDE; 6-13 years for primary and 14-17 for secondary education. As shown in Table 7.5, from the 2009 population census, the school-age population for ECDE schooling was estimated at 2.4 million. This is expected to rise to 2.8 million in 2012 and 3.0 million by 2015. Primary school-age population in 2009 was 8.5 million and is projected to rise to 9.3 million in the year 2012 and to 10.7 million by the year 2015. At secondary school level, the school-age population is projected to increase from 3.01 million in 2009 to 3.3 million in 2012 and to 3.6 million by 2015. The population aged 18-25 years was projected to increase from 6.1 million in 2009 to 6.2 million in 2012 and 6.3 million by 2015.

7.2.2 Enrolments projections Summary

Table 7.5 shows enrolments projections at three levels of schooling from 2009 to 2015. At ECDE level, total enrolments will increase from 1.8 million in 2009 to 2.0 million in 2012 and 2.4 million in 2015. At primary level, the corresponding figures are millions 8.6, 9.7 and 11.0 for 2009, 2012 and 2015 respectively. At secondary level, enrolments are millions 1.4, 2.1 and 2.3 for 2009, 2012 and 2015 respectively. The Table also shows corresponding enrolments in public institutions in percentages.

It is estimated that the MoE should be projecting to provide Basic Education for about 15.8 million children (ECDE, Primary and Secondary education); and tertiary education and skills development programmes for about 6.3 million youth by 2015. In order to address the soaring youth unemployment levels in the country, which was estimated at 24% in 2005/6, education and training needs to be clearly linked with the labour market.

Table 7.5 School Age Projections 2009 to 2015 (Millions)

	2009			2010			2011			2012			2013			2014			2015		
	Boys	**Girls**	**Total**	**Boys**	**Girls**	**Total**	**Boys**	**Girls**	**Total**	**Boys**	**Girls**	**Total**	**Boys**	**Girls**	**Total**	**Boys**	**Girls**	**Total**	**Boys**	**Girls**	**Total**
School age population 4-5 years	1.22	1.22	2.4	1.4	1.4	2.7	1.4	1.4	2.8	1.4	1.4	2.8	1.5	1.4	2.9	1.5	1.5	3.0	1.5	1.5	3.0
6-13 years	4.3	4.2	8.5	4.2	4.1	8.3	4.4	4.4	8.8	4.7	4.6	9.3	4.9	4.8	9.7	5.1	5.1	10.2	5.4	5.3	10.7
14-17 years	1.5	1.5	3.0	1.6	1.6	3.2	1.6	1.6	3.2	1.6	1.6	3.3	1.7	1.7	3.4	1.7	1.7	3.5	1.8	1.8	3.6
18-25 years	2.8	3.2	6.0	3.0	3.1	6.1	3.1	3.1	6.2	3.1	3.1	6.2	3.1	3.1	6.2	3.1	3.1	6.3	3.1	3.1	6.3
Total Enrolment	6.1	5.7	11.8	6.4	6.1	12.5	6.8	6.4	13.2	7.1	6.7	13.8	7.4	7.0	14.	7.7	7.3	15	8.2	7.5	15.7
ECDE	0.9	0.8	1.8	0.9	0.9	1.9	1.0	0.9	1.9	1.0	1.0	2.0	1.0	1.0	2.1	1.1	1.0	2.1	1.3	1.0	2.4
Primary	4.42	4.17	8.60	4.63	4.35	8.98	4.84	4.52	9.36	5.04	4.69	9.73	5.26	4.88	10.15	5.50	5.11	10.61	5.74	5.34	11.08
Secondary	0.76	0.72	1.48	0.85	0.82	1.67	0.96	0.95	1.91	1.05	1.05	2.10	1.10	1.09	2.19	1.14	1.12	2.26	1.17	1.15	2.32
Public Enrolment																					
ECDE	0.66	0.63	1.29	0.70	0.66	1.36	0.72	0.69	1.41	0.75	0.71	1.46	0.77	0.74	1.51	0.80	0.76	1.56	1.07	0.76	1.83
Primary	4.06	3.85	7.91	4.26	4.01	8.28	4.47	4.18	8.64	4.66	4.34	9.00	4.87	4.52	9.39	5.10	4.74	9.83	5.32	4.96	10.28
Secondary	0.70	0.65	1.35	0.79	0.75	1.54	0.90	0.87	1.77	0.99	0.97	1.96	1.04	1.01	2.05	1.07	1.04	2.11	1.10	1.07	2.17
% in Public schools																					
ECDE	71.4	71.3	71.3	71.4	71.3	71.3	71.4	71.3	71.3	71.4	71.3	71.3	71.4	71.2	71.3	71.4	71.2	71.3	77.0	71.2	74.5
Primary	91.9	92.1	92.0	92.1	92.2	92.2	92.3	92.4	92.3	92.4	92.4	92.4	92.5	92.6	92.5	92.7	92.7	92.7	92.8	92.9	92.8
Secondary	91.9	90.1	91.1	92.6	91.2	91.9	93.3	92.2	92.7	93.7	92.7	93.2	93.8	92.8	93.3	93.9	92.9	93.4	93.9	92.9	93.4
Expected GER (%)																					
ECDE	75.7	74.9	75.3	71.5	70.7	71.1	72.2	71.4	71.8	72.9	72.1	72.5	73.6	72.8	73.2	74.4	73.6	74.0	90.4	72.0	81.4
Primary	102.4	99.3	100.8	111.1	105.2	108.2	109.7	103.5	106.6	108.3	101.8	105.1	107.4	100.8	104.2	106.9	100.6	103.8	106.	100.	103.5

																			5	5	
Secondary	42.4	42.2	42.3	53.6	53.2	53.4	58.7	59.2	58.9	62.5	63.4	62.9	63.7	64.0	63.8	63.8	64.0	63.9	63.9	64.1	64.0

Source: Education Simulation model, 2010 and 2009 population census.

7.3 Further Elaborations are given Level-by-Level

7.3.1 ECDE Enrolment and projections, 2010-2015

Enrolment at the ECDE level is projected to increase from 1.9 million pupils in 2010 to approximately 2 million in 2012 and to 2.5 million by 2015. This has serious financial implications for both the central and county governments.

A total of 35,155 public ECDE classrooms were recorded in 2007. Based on the public ECDE enrolment projection of three (3) million pupils by 2015; pupil teacher ratio of 25:1 and pupil class ratio of 30:1, a total of 61,343 teachers and 73,721 public ECDE classrooms will be required by 2015. It is also important to note that public ECDE centres are currently financed by local communities and in some cases, Local Authorities. It is important that the government intervenes to improve the quality of the infrastructure. This is because learning in some ECDE centres takes place in church compounds, social halls and private homes.

7.3.2 Primary Education Enrolment and projections: 2010-2015

Total primary school enrolment is expected to grow at a stable rate during the period from 2010 to 2015 following the stabilization of the impact of FPE which began in 2003. Enrolment in public primary schools is set to increase from about 8 million pupils in 2009 to 9.2 million in 2012 and 10.5 million by 2015. Total primary school enrolment (public and private) will increase from 9 million pupils in 2009 to 10 million in 2012 and 11.5 million by 2015.

The projected number of public primary school teachers required using a PTR of 40:1 is expected to increase to 221,296 in 2011. Teacher shortage at primary education was estimated at 30,637 teachers in 2011. Private primary schools enrolment is expected to increase from 793,683 pupils in 2007 to 967,722 pupils by 2015. Assuming a class size norm of 50:1, the required number of public primary school classrooms in 2015 is projected at 229,248, up from 193,000 in 2007. Automatic progression/transition of pupils from one grade to the next and from primary school level to secondary education is proposed.

Table 7.6: Distribution of Primary School Teachers by Qualification, 2003-2007

INSTITUTION	2003/2004			2004/2005			2005/2006			2006/2007			2007/2008*		
	2003			2004			2005			2006			2007*		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
TRAINED															
Graduate	147	107	254	530	395	925	510	380	890	584	436	1,020	620	463	1,083
Approved	11,007	5,753	16,760	26,791	22,309	49,100	25,755	21,447	47,202	22,302	18,572	40,874	23,692	19,730	43,422
S1/Diploma	570	677	1,247	4,512	4,655	9,167	4,338	4,475	8,813	6,786	7,001	13,787	7,209	7,437	14,646
P1	75,597	54,188	129,785	56,156	43,393	99,549	53,985	41,716	95,701	52,616	40,659	93,275	55,897	43,193	99,090
P2	13,920	10,378	24,298	9,037	6,738	15,775	8,688	6,477	15,165	6,541	4,877	11,418	6,949	5,181	12,130
P3	1,818	2,154	3,972	854	1,011	1,865	821	972	1,793	778	920	1,698	827	977	1,804
TOTAL	103,060	73,256	176,316	97,880	78,501	176,381	94,097	75,467	169,564	89,607	72,465	162,072	95,194	76,981	172,175
UNTRAINED															
KCE/KCSE	958	359	1,317	672	217	889	538	184	722	338	115	453	359	122	481
KJSE	113	36	149	84	40	124	67	34	101	42	21	63	45	22	67
CPE/Others	519	321	840	506	284	790	405	241	646	254	151	405	270	160	430
TOTAL	1,590	716	2,306	1,262	541	1,803	1,010	459	1,469	634	287	921	674	304	978
GRAND TOTAL	104,650	73,972	178,622	99,142	79,042	178,184	95,107	75,926	171,033	90,241	72,752	162,993	95,868	77,285	173,153
Provisional															
**Data does not include teachers on study leave, disciplinary cases and those performing non-teaching duties.															

Source: Ministry of Education

7.3.3 Secondary Education Enrolment and Resource Projections, 2010-2015

Total secondary school enrolment is expected to rise sharply over the period 2009 to 2015. This is as a result of a number of factors, including: the impact of free primary education and hence the growth in numbers completing class 8; the policy of increasing the transition rate to over 75% by 2012; the expected 100% transition rate by 2015 and the implementation of the Free Day Secondary Education policy and internal efficiency gains in primary and secondary schools. Public secondary school enrolment is expected to increase from 1.03 million students in 2007 to 2 million in 2012 and 2.2 million by 2015. Enrolment in both public and private secondary schools is projected to increase to 2.18 million students in 2012 and 2.4 million by 2015.

Assuming a maximum class size of 45:1, the required number of classrooms will increase from 31,473 in 2007 to 52,279 by 2015. The projected number of teachers required for public secondary schools based on Average Teaching Load (ATL) of 18 hours per week is expected to rise from the current 51,200 teachers in 2010 to 76,481 teachers by 2011. This translates to a teacher shortage of 21,728 teachers in 2011; 24,971 teachers by 2012 and a PTR of 24:1 by 2012 which is less than the recommended 35:1. Improving efficiency in teacher utilization by increasing average teaching load to between 20 and 24 hours average teaching load per week, and ensuring that teachers teach at least two school subjects will immediately cut the teacher shortage by around 32%. Table 7.7 shows the distribution of secondary school teachers by qualification while Table 7.8 shows enrolments in Teacher Training Colleges by gender. Overall, male enrolment is higher than that of females.

Table 7.7: Distribution of Secondary School Teachers by Qualification, 2003-2007

INSTITUTION	2003/2004			2004/2005			2005/2006			2006/2007			2007/2008*		
	2003			2004			2005			2006			2007*		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
TRAINED															
Graduate	19,281	11,206	30,487	19,829	10,499	30,328	19,734	10,629	30,364	21,565	11,934	33,499	23,061	12,762	35,823
Approved	8,197	4,082	12,279	8,456	4,446	12,902	8,415	4,425	12,840	5,225	2,747	7,972	5,587	2,938	8,525
S1															
Diploma	1,029	607	1,636	1,549	1,040	2,589	1,541	1,035	2,576	101	68	169	108	73	181
TECHNICAL	267	123	390	451	209	660	449	208	657	371	172	543	397	184	581
TOTAL	28,774	16,018	44,792	30,285	16,194	46,479	30,139	16,297	46,436	27,262	14,921	42,183	29,153	15,957	45,110
UNTRAINED															
Graduate	647	950	1,597	673	92	765	606	85	691	133	19	152	142	20	162
Dip/															
Technical	252	393	646	236	104	340	212	96	308	47	21	68	50	22	72
TOTAL	899	1,343	2,242	909	196	1,105	818	181	999	180	40	220	192	42	234
GRAND TOTAL	29,674	17,361	47,035	31,194	16,390	47,584	30,957	16,478	47,435	27,442	14,961	42,404	29,345	15,999	45,344
*Provisional															
**Excludes teachers on study leave, disciplinary cases and those performing non-teaching duties.															

Source: Ministry of Education

Table 7.8: Enrolment in Teacher Training and Diploma Colleges, 2003-2007

Numbers										
TYPE OF INSTITUTION/CERTIFICATION	2003		2004		2005		2006		2007*	
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female
Public Primary Teachers (P1)										
1st Year	4,316	4,210	3,931	4,508	4,589	4,334	4,201	4,589	4,914	4,804
2nd Year	3,963	4,305	4,449	4,730	3,951	4,530	4,589	4,334	4,388	4,300
SUB TOTAL	8,279	8,515	8,380	9,238	8,540	8,864	8,790	8,923	9,302	9,106
Private Primary Teachers (P1)	1,044	1,178	1,117	1,213	1,340	1,456	1,474	1,586	1,800	2,145
Diploma Teachers**										
1st Year	434	330	425	331	305	282	359	295	365	301
2nd Year	410	290	411	331	421	330	301	261	359	295
3rd Year	352	305	421	304	463	334	344	287	301	261
SUB TOTAL	1,196	925	1,257	966	1,189	946	1,004	843	1,025	857
TOTAL	10,519	10,618	10,754	11,417	11,069	11,266	11,268	11,352	12,127	12,106
GRAND TOTAL	21,137		22,171		22,335		22,620		24,233	
*Provisional										
**Kenya Science, Kagumo and Kenya Technical Teachers' Colleges										

Source: Ministry of Education

7.4 Resource Mobilization and Roles for Various Stakeholders by Level

The financing of education and training at all levels in Kenya will be a combined effort of the National and County governments as provided through various government legislation, the private sector, NGOs, households, communities, religious organizations and development partners. The flow of funds to schools and other learning institutions will depend on the source of funding; and established unit costs. Capitation grants will be channelled directly to schools and will be based on individual enrolments and special needs. Schools will then receive guidance on how to prepare their estimates, which will be sent to County Education Office for harmonization and prioritizing, The County Office shall then forward the estimates for the County education resource needs to National Government as basis of the Ministry estimates, drawn on the basis of learning needs. To this end the Capitation Grants to ECDE, primary and secondary education will be based on needs assessment at School, County and the Ministry levels.

The disbursement schedules for monies released from the National and County Governments, the private sector, NGOs, households, communities, religious organizations and development partners should be sent to County Director of Education (CDE) and Sub-County Education Officers (SCEOs) for monitoring purposes. County monitoring reports indicating total disbursements (budget and off-budget) and actual expenditures/outputs will then be sent to the Ministry of Education, school audit unit.

The managers of the various learning institutions will be held accountable for all resources sent to schools. The policy of publicly displaying total resources received will need to be fully enforced. The records must also be available for inspection by relevant authorities.

The managers will receive regular capacity building on procurement, financial and human resource management.

The introduction of FPE in 2003 and FDSE in 2008 have lessened the cost burden at the primary and secondary school levels for the households. However, households continue to bear more responsibilities in the financing of education and training in public ECDE, secondary and TTVET levels. There is also significant support by the households at the university level after the recent introduction of Module II programmes in the public

universities. In private institutions, the financing of education and training is borne by the households.

7.4.1 Recommendations on the role of Stakeholders and Partnerships in the Financing of Education and Training

(a) To spread the cost of providing education services, the government should invite, encourage and facilitate other stakeholders to participate fully in providing such services at all levels, including ECDE, continuing and university education. Amongst such stakeholders are the private investors in the education sector, NGOs and other members of civil society.

(b) The Government should retain, through policies and legislation, full responsibility for curriculum development, teacher training standards, registration and certification of teachers, public examinations and quality assurance services, to ensure relevance and quality.

(c) The Government's main actions in facilitating private sector participation in providing education services should include:

    (i) Enabling an efficient inspection and licensing services;

    (ii) Provision of curriculum documents and literature speedily;

    (iii) Guidance on teaching establishments and making available lists of trained and registered, but unemployed teachers;

    (iv) Incentives to investors in education by granting free land, development infrastructures (roads, water, electricity, telecommunications), tax rebates and tax leave;

    (v) Designing special credit schemes for investments in education and guaranteeing larger investors to secure international financing;

    (vi) Making available unused government buildings and institutions to be used by private providers at low rentals:

    (vii) Granting of loans, bursaries and scholarships to students in private institutions especially at post-secondary and university levels.

(d) The MoE Report (2007) on Affordable Secondary Education recommended that public and private sector investment and private public partnership should be strengthened through the following actions:

    (i) Facilitate public investment in education across levels.

(ii)   Facilitate the private school proprietors to secure loans at low interest rates in order to encourage establishment of new schools and the expansion of the existing ones.

(iii)   Standardize the minimum basic requirements for establishment of both public and private schools.

(iv)   Facilitate the establishment of a revolving fund where private sector providers can borrow at low interest rates for development of schools.

(v)   Provide tax rebate on building materials and other taxable costs to boost the efforts of faith-based organizations in constructing secondary schools.

(vi)   Establish a memorandum of understanding between the MOE and MOPW and uniformed forces together to provide construction services at a low cost.

(e) To address mismanagement of resources, measures should include, the deployment of more auditors to schools and all other expenditure points.

(f) The Government shall have a policy framework to encourage development partners and the private sector to invest more in infrastructure development and equipping of educational institutions.

(g) The Government's policy of reaching every educational centre with electricity under Rural Electrification Programmes should be implemented and where institutions are far from the national grid, the development of solar power should be adopted.

(h) The Government should promote linkages between universities and research centres for collaborative research, allocate reasonable budgets for research authorities to market research products or empower the NCST to do so for accelerated national development.

(i) To expand access and equity at secondary school level, the Ministry should adopt a number of policy measures amongst them:

(i)   Introduction of double shifts in selected secondary schools especially in densely populated human settlements;

(ii)   Establishment of day wings in existing boarding schools;

(iii)   Utilization of primary school premises for secondary education; and

(iv)   Reiterate that the three streams be the minimum size of a school.

7.5 Incentives for Private Sector Provision of Education

7.5.1 Tax incentives

(a) A number of concessionary measures are in place, namely:

    (i)   An Educational building allowance has been introduced similar to the industrial allowance allowing the capital cost of educational buildings to be written off against corporation tax over two years.

    (ii)   Land bought for educational purposes on application to the Commissioner of Lands, can be exempted from Stamp Duty. (Stamp Duty is normally 4% in Municipalities, 2% elsewhere.)

    (iii)   The cost of materials used in construction of private university buildings is exempt from VAT.

    (iv)   Under certain circumstances a new private education business may qualify for up to 150% tax rebate on capital investments. This is available to all qualifying businesses and advertised by the Investment Promotion Authority. However, other than Stamp Duty concession very little is currently being done to offset the price of land in urban and suburban locations.

(b) Other than the VAT concession on material inputs to private universities, very little is being done to help with the financing of new institutions. Private investment is only possible in an environment where there is a catchment and rarely in ASALS except residential universities and possibly some private boarding schools. Parents in these regions depend on local state sponsored schools or on private boarding schools.

7.5.2 Recommendations for Private Sector Investment in Education

A number of measures are needed to promote private sector investments in education, amongst them:

(a) Strengthen Quality Assurance in order to address private as well as public education to providers to ensure there is no exploitation of parents and learners.

(b) Where possible, the government should give land to private developers desiring to invest in Education.

(c) Since land has been identified as the biggest single obstacle to the growth of the private education sector, investors should be allowed the use of government land and school buildings on a long term lease arrangements so that they can put in

fixtures including all furniture, school equipment, library books, textbooks, stationery, office equipment, all teaching resources and all normal overheads including electricity, water and maintenance. They would be responsible for recruiting staff (teaching, ancillary staff and administration and have sufficient resources to keep the school in operation until it becomes viable) and the state would benefit from corporate tax, VAT and rent as it becomes viable.

(d)   The new legislative framework should recognize private schools and their diversity.

(e)   The Ministry should use the data collected in Value-for-Money (2008/9) study to target schools reporting unusual data, to verify the accuracy of submitted data and also to enable it to be assured that there are no problems in the schools supplying aberrant data.

(f)   Any initiatives to encourage increased private sector investment have to be coupled with a commensurate increase in the Quality Assurance since there are people who would see this as an opportunity to exploit the public

7.6 Areas of Management and Fiscal Concern

7.6.1 School Financial Management

Although the MoE has set clear FPE and FDSE fees guidelines, implementation and enforcement systems including procurement at school level need to be closely monitored. This could address weaknesses in management that lead to schools charging higher levies than official levels, and putting in place mechanisms for ensuring that school revenues are efficiently utilised and the provision of quality education. Furthermore, expenditure on school inputs should reflect their market prices.

7.6.2 Textbook management in schools

The Ministry of Education needs to revisit the textbook funding policy to make it more consistent with expected education budgets in Kenya, including formalizing the current pupil textbook ratio of 5:1 for non-core subjects in addition to 1:1 textbook ratio for upper and 1:2 textbook ratio for lower primary for core subjects. National policy should also spell out the life of textbooks to be 3 years at lower primary and 4 years at upper primary. There is scope nationally to reduce further the rate of consumption of

textbooks by ensuring that best textbook management processes are more widely adopted, and that a more systematic national approach is adopted to tackle textbook theft.

The Ministry may need to consider a special textbook allocation to new primary schools once they are formally registered/recognized to ensure that they are quickly brought up to parity with other primary schools.

The textbook database should be progressively improved and integrated into the Ministry's mainstream EMIS and DEMIS. Planning department (EMIS division) should begin planning for annual textbook data collection and other school enrolment data in good time and protocols should be agreed on how to capture education data including data on textbooks obtained from other sources; and how to formally dispose of textbooks no longer in use, and how to engage parents and School Management Committees in providing additional assurance on the accuracy of reported data.

7.6.3 Management of Risks in the Sector

The Ministry should enhance its current approach to risk management by reviewing the risks facing the programme and ensuring that it has appropriate controls in place to mitigate these risks. As part of adopting a more risk-based management approach, the Ministry should allocate responsibility for managing the risks to members of staff at national, county and constituency levels.

7.6.4 Schools Audit

The Ministry should enhance the performance monitoring systems to better track the number of audits being performed and scope covered; the time spent on these audits; the audit recommendations; the responses by schools; and the follow up to ensure audit recommendations are implemented. It should also introduce a more rigorous approach to reviewing the quality of the audit work done by counties and identify key issues and challenges for wider dissemination and action.

It should ensure that all primary schools are audited through a visit by county-based schools audit staff at least once every two years. Furthermore, the government should

ensure that counties have adequate number of audit staff, with the appropriate skills and organizational framework, as well as transport and other budgets to carry out properly planned and fully executed school-based audits.

The Ministry should revise audit technical practices and procedures and move them closer to international auditing standards through revision of the schools audit guidelines and training programmes.

7.6.5   Textbooks Selection and Pricing

The Ministry should initiate a formal audit and assessment of whether the systems for selecting textbooks is operating as intended, whether the staffing resources are sufficient to manage effectively the activities, and whether the decisions of the Ministerial level selection committee are consistent with the inputs and advice of the Independent Administrator.

In addition, more could be done to benchmark the price of books in Kenya with other countries to ensure that the prices of textbooks remain competitive; and to develop closer links between the Independent Administrator and schools, possibly via the network of QASOs, so that information can be gathered on the technical performance of textbooks when they are used by schools.

When deciding whether to change the titles of books on *The Approved List for Primary and Secondary School Textbooks and other Instructional Materials* (the Orange Book) the Ministry and the independent administrator stationed at the Kenya Institute of Education (KIE) need to give more consideration to the way this is perceived in schools by teachers and parents, and the cost implications. Unless strictly necessary on education grounds, they should seek to moderate the rate of title change.

7.6.6 Textbook Procurement and Discounts

The Schools Audit Service and QASOs should routinely examine whether textbook discounts are being effectively obtained, properly applied and recorded. The generic findings and best practices should then be reported across the Ministry. The Ministry should continue to build on their links with the Booksellers and Stationers Association,

seriously consider their suggestions for improvements to drive out malpractices, and keep schools informed of the outcomes.

For the business community to engage in and support the financing of higher education, the Government shall develop a framework that clearly defines mechanisms for enhancing private sector participation in financing and development of higher education. Mechanisms for encouraging the business community to play an enhanced role in supporting higher education could include a variety of tax incentives such as, import tax exemptions, tax rebates and other incentives that are available for private investors in other sectors.

7.7 Financing Early Childhood Development Education (ECDE)

7.7.1 Current status

According to the Fourth Schedule, on the Distribution of Functions in the Constitution, county governments shall be responsible for managing ECDE among other areas of education. It is stated that the National Government would retain responsibilities for policy, standards and curriculum development, even where implementation is with county governments.

For several years, Early Childhood Development and Education (ECDE), was not part of mainstream education services, with ECDE provision left to various organisations and individuals in a totally uncoordinated way. Major stakeholders in the sector included individual private investors, faith-based organisations, NGOs and private providers, Ministries of Education, Home Affairs, Local Authorities, Gender, Culture and Social Services as well as local authorities and communities.

The importance of ECDE to child development and subsequent good performance in education beyond that level is well established. Amongst benefits identified are the following:

(a) Early identification and subsequent realization of the child's potential;

(b) The development and growth of the brain of the child is fastest at ECDE age bracket;

(c)   Children are able to learn and acquire knowledge, skills and attitudes rapidly at that stage;

(d)   It is relatively easier to mold the character of a child at the ECDE stage; and

(e)   If coupled with nutritional and health services, the ECDE stage facilitates proper physiological growth of the child.

7.7.2 Major findings and issues on ECDE from the cluster hearings, submissions and literature review

The demand for ECDE services is high and most stakeholders were positive about its inclusion in the Constitution. In the Sessional Paper No. 1 of 2005, the Government was to integrate ECDE into Basic Education by 2010 but this policy has not been fully implemented. However, the MoE plans to have children aged 4-5 years who are in ECDE included in the FPE programme. Interventions for children aged 3 years and below are classified as child care services.

Availability of ECDE services are variable, with some areas of the country well provided for as in the urban areas, whilst not so in many other areas. Many ECDE operators (now mainly private) choose to employ untrained teachers to avoid high wage bills. Where teachers have been trained, they are employed at very low salaries. ECDE structures are mostly semi-permanent, local or church halls or any other building which the local communities accept as suitable, but no inspection of ECDE premises occurs.

Despite the existence of a policy framework, gaps include:

(a)   Shortage of ECDE Centres relative to demand;

(b)   Use of unsuitable facilities as ECDE centres;

(c)   Shortage of personnel to conduct inspection and assure standards and quality;

(d)   Use of untrained ECDE teachers;

(e)   ECDE not being free while primary education is free;

(f)   Lack of learning materials, especially books for use at the early age;

(g)   Use of three different curricula or lack of one at all;

(h)   Most parents cannot afford ECDE fees;

(i)   There is no evidence that operators of ECDE centres consider the needs of children with disabilities.

7.7.3 Recommendations

To put into effect the well-articulated intentions in the policy document, the following should be done:

Repealing Education Act Cap. 211 (1968) to mainstream ECDE (4-5 years) into Basic Education and link the institutions with primary education level of Basic Education to meet the constitutional requirements.

Mainstream ECDE by:

(a)   Recruiting, remunerating and deploying teachers to ECDE centres and to primary schools with ECDE sections.
(b)   Opening ECDE units in every primary school.
(c)   Opening up training opportunities for ECDE teachers.
(d)   Ensuring automatic transition from ECDE to primary education across the country.

The Ministry of Education (with responsibility devolved to county governments) and the County Inspection Service should strengthen ECDE services by:
  (i)   Specifying the standards to be met by ECDE Centres.
 (ii)   Ensuring that the standards are met before a Centre is registered.
(iii)   Enforcing the employment of trained ECDE teachers.
(iv)   Enforcing the use of appropriate and relevant curriculum at ECDE centres.
 (v)   Spearheading the production of ECDE books.
(vi)   Integrate ECDE into the Free Primary Education programme.
(vii)   Promoting enhanced partnership for the development of ECDE services through a number of incentives to private investors.
(viii)   Financing the training of ECDE teachers.

(ix)   Identifying children with special needs and planning for special ECDE Centres.

(x) Promoting nutritional and health programmes at ECDE Centres in collaboration with the Ministries of Health, Agriculture and other stakeholders.

(xi) Financing of ECDE by county and national government on the basis of the following proposed annual capitation grants:

Table 7.9: Proposed ECDE Annual Capitation Grants, 2011

Item	Unit Cost (Ksh.)	Quantity (Ksh.)	Cost per child 2011 prices (Ksh.)
Learning Resources	550	1	550
Teacher guides	130	5	22
Teaching and Learning aids	115	1	115
White Boards, Dusters, Registers,	5	1	5
Environment and sanitation	250	1	250
Science and applied technology	100	1	100
ICT Infrastructure/ Maintenance	250	1	250
Morning snack and meals			5080
Support staff and maintenance			1000
Grand Total			**7,372**
Less meals (Ksh. 5,080)			2,292

Source: Taskforce computations, 2011

7.8 Financing Primary Education

7.8.1 Current Situation

The free primary school capitation grant of Kshs. 1,020.00, which was instituted in 2003 has not been increased to keep pace with inflation. Consequently, schools have resorted to charging parents levies for a range of activities, including supplementary assessment examinations, additional tuition and development levies. The requirement that all pupils should wear uniform is an extra cost burden on parents. It has been noted that as a result of alleged graft and mismanagement, the free primary programme now faces the withdrawal or suspension of development partners funding the programme.

All these point to the need for enhanced governance reform, the introduction of legislation to take legal action against corrupt officials and the institution of strong

financial management procedures to revitalize the programme. Delays in release of funds from Treasury, which in turn leads in delays in remittance of funds to school, is a major challenge.

7.8.2 Major findings and issues from the cluster hearings, submissions and literature review

The Task Force made the following findings:

(a)   Resource mismanagement - governance and financial management failures common across the sub-sector;

(b)   Poor infrastructure and corruption related to procurement and failures in monitoring;

(c)   Lack of accessibility and child friendly facilities;

(d)   Child Labour and failure of schools to report it to authorities or curb it;

(e)   Understaffing and over-staffing due to inequitable teacher deployment by TSC;

(f)   Evidence of the consequences of under-funding for the sub-sector by the Ministry;

(g)   Tuition fees have now become the norm;

(h)   Poor financial management in schools;

(i)   Lack of auditing of school funds.

Table 7.10: Components funded under the 2003 FPE programme

The School Instructional Materials to cover (Ksh. 650):	
i) Text Books	360
ii) Exercise Books	210
iii) Pens and pencils	
iv) Supplementary and reference books	15
v) Dusters, white boards and registers	55
vi) Charts and wall maps	
Sub-total	10
General Purpose Account (Ksh. 370) to cover	
i) Support staff wages	**650**
ii) Repairs, maintenance and improvements	
iii) Quality Assurance	112
iv) Local Travel and Transport	127
v) Activity	
vi) Electricity, Water and Conservancy	29
vii) Telephone, box rental and postage	21
viii) Contingency	
Sub-total	43
Grand Total	10
	22
	6
	370
	1,020

Source: MOE Guidelines on use of FPE grant.

7.8.3 Recommendations

A number of recommendations are proposed:

(a) Based on the unit cost in Table 7.11, the annual grant should be at least Kshs. 5,185 per child per annum, as per the 2010 projections. Presentation by KEPSHA recommended that from expenditure records in schools, the annual grant should be set at Kshs. 7,751 per pupil. While the Task Force considered those figures to be scientifically and practically correct, it is necessary to recommend a lower level of Grant. However, the Ministry should adjust the level every two years and progressively aim at reaching the correct level.

(b) The capitation grant should be applicable to all pupils in public schools. Provision of grants to learners in private schools will be on agreed conditions between the government and private education institutions. *(See 16.5.2)*

A realistic review of school funding based on adjustment for inflation proposes capitation as in Table 7.11 below.

Table 7.11: Current and Proposed Per Capita Annual Grants (Ksh.)

ACCOUNT 1: SIMBA (School Instructional Materials Bank Account)

Vote Head	Current	Proposed
Text books ratio 1:2 upper and 1:3 lower primary	360	952
Exercise books	210	350
Teachers Guides and Reference materials	55	182
Stationery	25	50
ICT Infrastructure and materials	-	500
Environment and sanitation	-	250
Science and applied technology	-	100

Assessment and Examinations	-	500
Sub-Total	**650**	**2,884**

ACCOUNT 2: GPA (General Purpose Account)

Vote Head	Current	Proposed
Support Staff Wages (SSW)	112	1000
Repairs, Maintenance and Improvement (RMI)	127	200
Lunch	-	4,500
Quality Assurance (QA)	29	60
Local Travel and Transport (LTT)	21	100
Activity	43	100
Electricity, Water and Conservancy	10	200
Telephone/Box Rental and Postage	22	50
Sanitary Pads (age 10 years)	-	585
Capacity Building of BOM	6	60
Sub-Total	**370**	**6,855**
Less meals (Ksh.4,500)		2,305

NB: The following measures should be taken:

(a)   Total annual textbook allocation to be done once in three years; taking into account life of a book (3 and 4 years) and associated replacement costs.

(b)   A provision of an additional amount to cover the cost of sanitary towels for girls.

(c)   A provision of an additional grant for infrastructural works to make facilities accessible for children with special needs to be determined on a need basis.

(d)   A provision for ICT in every school.

(e)   Provision of supplementary grants (Equalization Grants) targeting especially areas with peculiar characteristics such as slums and ASALs.

(f)   Provision of water and electricity to primary schools in slums and ASAL areas should be covered by the equalization grants.

(g)   Training of all head teachers/committees/boards in financial and procurement management.

(h)   Adoption of cost effective staffing norms and ensure equitable teacher deployment.

 (i)   Provision of incentives to teachers deployed to difficult areas, with the guarantee of serving for a maximum of three years only.

7.8.4 Priority Interventions

There is need to address challenges affecting vulnerable groups at Basic Education level including school-going age children in informal urban settlements, ASALs, inclusive and special needs education. Innovative approaches include sustainable support for mobile schools in the sparsely populated and nomadic parts of the country, improved health and nutrition programmes, sustained school feeding and capacity building for teachers in the local communities. Secondary school bursaries (with support from the Ministry of Education, constituency bursary committees and local communities) should target the poor and vulnerable children who should be identified right from primary and provided with full support for full secondary cycle.

Innovative approaches, incorporating the cultural and religious concerns of the local communities could be explored as follows:

(a)   Integration of ECDE into Basic Education will be considered to ensure consistency with the Constitution of Kenya (2010). Grants should be transferred directly to primary schools towards paying ECDE teachers and learning materials, while encouraging community and county support.

(b)   Infrastructure expansion should be well coordinated and linked with the recurrent budgetary provisions; both by National government, County government and decentralized funds. Infrastructure development should also be driven by demand for schooling and spatial distribution of learning institutions. Currently, planning systems do not link demand for education with spatial planning tools. This has resulted in a large number of small unviable schools across the country, some of which are in the same neighbourhood of existing schools.

(c)   Although the national average PTR at the primary level is about 43:1, there is a variation across districts and schools within districts, with a strong correlation

between school PTR, class size and school size. This requires continued redistribution of teachers from the schools with low PTRs to those with high PTRs, while adopting cost-effective hiring policies and addressing classroom shortages.

(d) The recommended primary education staffing norm should be based on enrolment rather than class-based. Implementation of differentiated norm allowing for a PTR of 45:1 in high potential areas and 25:1 in rural ASAL areas should be fully implemented as appropriate. Immediate teacher replacement after natural attrition will curb the problem of understaffing of schools despite budgetary allocation for the same. There is also need to fully enforce teacher absenteeism disciplinary provisions as in the Code of Regulations. One incentive for encouraging deployment of teachers to difficult areas is to guarantee that postings will be for up to a maximum of four years only and the provisions for additional allowance and benefits be enforced. Balancing between increasing access (quantity) and ensuring quality education service delivery within the free schooling programmes is critical.

This can be achieved by ensuring the following during the actual teaching and learning in school.

(a) All teachers should be adequately supervised.

(b) The school curriculum should be reviewed in order to focus on nurturing skills and talents.

(c) The curriculum implementation should be monitored at all levels.

(d) Absenteeism of teachers and students should be addressed.

(e) The effects of HIV AND AIDS should be continuously studied and addressed.

(f) The reasons for dropout, repetition and low transition need to be explained and necessary remedies put in place.

(g) There should be increased focus on learning outcomes, that is, relevant to labour market.

(h) Quality assurance and local administrative systems need to be enhanced at county and sub-county levels.

(i) Innovative interventions towards addressing internal inefficiencies in the education system could include remedial lessons, increased contact hours for weak students and remedial support to weak students.

7.9 Financing Secondary Education

7.9.1 Background

The main sources of funds for secondary education in Kenya include households and the government. Other sources of funds are private sector, religious organizations, communities, NGOs and development partners (donor community). The cost of secondary education borne by the government and households consists of salaries for teaching and non-teaching staff, bursary allocations, capital investments, school fees, tuition and transport, among others. Over the recent years, the proportion of secondary education expenditure to total education budget has been in the range of 22-25%. Financing of secondary education faces many challenges, which include; inadequacy of public resources to effectively meet infrastructural needs of secondary schools; inequality of funding between primary and secondary schools; weaknesses in the bursary funds scheme; inefficiency in resources utilization and lack of enforcement of fees guidelines. Both the government and communities should contribute towards infrastructural development in schools.

7.9.2 Issues and Challenges

The specific issues in secondary education include the following:

(a) Inadequacy of FDSE grants;

(b) Resource mismanagement in the schools;

(c) Inadequate infrastructure;

(d) Inadequate land;

(e) Unplanned construction of schools;

(f) High poverty incidences that affect households;

(g) Co-existence of understaffing and overstaffing;

(h) High additional and unregulated school levies;

(i) Burden of "extra-tuition" to learners;

(j) Inadequate capacity of BOGs in Financial Management;

(k) Proliferation of un-coordinated school projects;

(l) Delays in remittance of funds;

(m) Failure to comply with financial regulations;

(n) Lack of an effective policy regulating the sharing of scarce resources amongst schools;

(o) High costs of schools uniforms in some schools;

(p) Inappropriate vote heads;

(q) Failure to abide by MOE Guidelines on the use of FSE grant, 2008.

The Task Force recommends an increase of 20% above the 2008 grants, which together with an ICT component of Kshs. 500 and a lunch/component of Kshs. 5,799 increases the per capita grant from Kshs.10,265 to Kshs.19,238 per annum. This is shown in the table below.

Financing of Free Day Secondary Education (FDSE)

Table 7.12: Current and Proposed Level of Capitation (Ksh.)

Item	Current	Proposed
Text books, Exercise Books	2,185	2,622
Laboratory (infrastructure) Equipment	728	1,000
Teaching and learning materials	300	360
ICT Infrastructure and materials	-	500
Reference materials (Kamusi, Dictionary, Atlas etc.)	70	84
Teachers guides	113	136
Chalk, dusters and registers (stationery)	5	60
Assessments and Examinations	-	800
Repairs, Maintenance and Improvement	199	239
Local Transport and Travel	800	960
Administration Costs	400	400
Capacity Building of BOM		100
Electricity, Water	500	600
Environment and Sanitation	-	250

Science and Technology	-	200
Lunch Component	-	5,799
Activity Fees	500	600
Personal Emoluments	3,965	4,758
Student Health and Safety	300	360
Sanitary Pads for Girls	-	585
TOTAL (Boys)	**10,265**	**19,238**
TOTAL Girls		**20,413**
Less meals (Ksh.5,799)		**14,614**

7.9.3 Recommendations

(a) Based on Unit Cost analysis, the level of annual capitation should bE at least Kshs.58,585 per pupil as in Table 7.3. This should be the level to which the Ministry of Education should progressively aim at. For a start, the level proposed in the Table 7.12 above is recommended. To achieve that, the level of grant should be reviewed every two years until the correct level is reached.

(b) It is noted that there has been a general inflation at the rate of 9% annually since 2008; giving a general increase of costs of at least 27%.

(c) The capitation grant should be applicable to all pupils in both public and private schools. Provision of grants to learners in private schools will be on agreed conditions between the government and private education institutions. *(See 16.5.2)*

(d) Total annual textbook allocation to be done once in four years; taking into account the life of a book and associated replacement costs. National examinations, internal assessment and uniform costs will need to be covered by parents.

(e) County Education Boards be empowered to manage all development funds related to education.

(f) Establish a County Education Development Fund.

(g) The Equalization Grant should be used to cover the cost of water and electricity installations in targeted areas.

(h) The new Constitution requires the national government to target areas with peculiar characteristics and to extend additional funding or county governments in those areas should provide supplementary grants to avoid additional school levies.

(i) In regard to land—

   (i) Counties and communities should set aside adequate land for the development of schools.

   (ii) All schools should have official land titles.

(j) Redesign and enhance bursary allocation to the poor and deserving students.

(k) Rules regulating imposition of levies should be reviewed and enforced. Levies should not be used to deny children opportunity to attend school.

(l) The policy on banning commercial tuition should be enforced and be entrenched in the proposed Education Bill. Regulations will be made to govern remedial tuition in schools. The regulations will provide for:

   (i) Circumstances where remedial tuition may be recommended.

   (ii) Criteria for setting fees for remedial tuition.

   (iii) Maximum number of hours for remedial tuition per week.

   (iv) No compulsory remedial tuition. Provided that no child may be denied normal tuition because they cannot afford to pay for remedial tuition.

(m) On teacher utilization—

   (i) Adopt cost effective staffing norms and ensure equitable teacher redistribution.

   (ii) Average Teaching Load (ATL) be raised from 18 hours per week to between 20 and 24 hours per week based on a class ration of 1:30. The hiring of teachers on contract and part-time basis to relieve teachers on study leave, sick leave, maternity leave and out of duty on disciplinary cases and due to long illness should be supported among other strategies of improved curriculum delivery; monitoring and assessment.

(n) Establish an education fund: The government spends a substantial percentage of its annual budget on education and yet not all legible citizens are reached. For an

effective and efficient free and compulsory Basic Education, the government needs the support of various stakeholders and partners. Besides, increasing public financing alone is not adequate given the envisaged expansion of secondary education both in the medium term and long term. Other stakeholders (Private sector, individuals, NGOs, communities) are expected to contribute in provision of Basic Education. Feasible financing options will include supporting physical infrastructure, provision of appropriate ICT facilities to secondary schools, and a scholarship fund at county and constituency levels. This will benefit the poor and vulnerable children.

(o) The government should channel extra funding to support education through the decentralized systems of disbursing resources to local levels for poverty reduction and enhancing equity in educational development.

(p) Enhance bursary funds and full support of secondary school cycle to all orphans and vulnerable children (OVCs). In the event that full FSE is not practical in the short term, the Ministry of Education should consider enhancing bursary funds to OVCs. This will be operationalised at constituency level.

(q) Students' Health and Safety vote head should be financed to cater for learners' health related issues among other risks.

(r) Selection for bursary beneficiaries to be conducted in the proposed junior secondary schools. This will enhance 90-100% transition from junior to senior secondary schools. The government should also set aside education bursaries for talented pupils from less privileged families to enable them pursue higher education. Appropriate targeting mechanisms should be adopted so as to support only needy students.

(s) Work out a differentiated unit cost for different categories of senior secondary schools.

7.10 Financing Special Needs Education
7.10.1 Current situation

The government, through Sessional Paper No. 1 of 2005 on Education, Training and Research, sets out clear policy guidelines for all education sub-sectors, including Special Needs Education, with the intention of putting in place positive measures to facilitate access to education by children with disabilities by addressing the obstacles to

equal rights to education. A key undertaking of the Ministry of Education is to achieve universal access to education and training for all learners including those from disadvantaged and vulnerable communities.

In 1999, there were 22,000 learners with special needs enrolled in special schools, units and integrated programmes. This number rose to 26,885 in 2003. Currently, there are over 1,100 units and 100 public special schools in the country, which include vocational and technical institutions that cater for learners with special needs and disabilities. It is estimated that three quarters of Kenyan pupils with special educational needs are in special schools with only a quarter in special units located within mainstream schools.

Various commissions have recommended policy guidelines on special needs education including The Presidential Working Party on Education and Training for the Next Decade and Beyond (Kamunge Report, 1988); The Totally Integrated Quality Education and Training (Koech Report, 1999) and the Task Force on Special Needs Education - Kochung Report (Ministry of Education, Science and Technology, 2003). A number of the recommendations by these Reports have been implemented.

7.10.2 Issues and Challenges

(i)   Persons with disabilities have immense difficulties exercising the right to education because of lack of access. This situation exists despite the fact that government policy documents have over time emphasized the centrality of education as a mechanism for poverty eradication and development.

(ii) The government has embraced inclusive education whereby learners with disabilities and special needs are provided with appropriate education within regular schools. However, the challenge with most regular schools is that they are ill-equipped to deal with special needs learners. The absence of a necessary barrier-free environment, specialized learning resources and equipment and few teachers with specialist knowledge leaves the government with little choice but either to ignore the situation, as is largely happening at present, or to provide additional resources to resolve the situation.

(iii) Special education has not been fully mainstreamed across the education sector, nor are its programmes. Clear guidelines and resources are required to implement the policy on inclusive education in schools.

(iv) Persons with Disabilities Act (2003), provides for the establishment of special schools. However, the role of the government in effecting these provisions is unclear. The Constitution (2010) clears up this discrepancy and the government will have to make provisions for an integrated system of special and non-formal education.

(v) The Ministry of Education's Quality Assurance and Standards Division does not regularly inspect special education learning institutions. Where quality assurance is undertaken, most officers generally lack expertise to do so.

(vi) Limited access because of inadequate special needs education institutions at all levels.

(vii) Lack of equity because many regions are without special needs institutions; the situation is worse in ASAL and slum areas.

(viii) Because of a multiplicity of disabilities, teachers with relevant skills are in short supply, leading to poor quality and standards.

(ix) Relevant learning materials are in short supply.

7.10.3 Recommendations

(a) The government should train and recruit qualified personnel to assess and establish levels of challenges among children with special needs below 18 years and place them in appropriate learning programmes.

(b) The government should assess the condition of existing facilities for special education, training, and employment of learners with disability and special needs.

(c) The Ministry should formulate a programme of training and placement of the challenged children involving community care and design targeted skills development programmes.

(d) A review of the Education Act (1980) should provide the legal framework to effect the enactment of a Special Needs Policy in line with the Constitution of Kenya, 2010. The Bill of Rights in the Constitution of Kenya makes specific reference to the right to education for persons with disabilities and, indeed, other persons. Capitation grants to special needs schools should be based on specific special education needs as indicated in Table 7.13.

(e) The Kenya Institute of Education (KIE) should fast track the development and institutionalization of a specialized curriculum to cover all subjects for children with disabilities and special needs.

Table 7.13: Proposed Unit Cost for Special Needs Education by Category of Disabilities per Year

(a) Unit Cost of Educating a Child with Speech and Language Difficulties or with Learning Difficulties	
Item	**Cost (Ksh.)**
Learning Resources	20,000
Speech Training Material	20,000
Total	**40,000**
(b) Unit Cost of Educating a Deaf/Blind Child/Multi Handicapped	
Item	**Cost (Kshs)**
Medical Care and Treatment	10,000
Multi-Sensory Early Childhood Development Material and Equipment	10,000
Pep – Kit	4,000
ADL/Vocational and Pre-Vocational Training Materials	10,000
Total	**34,000**
(c) The Unit Cost of Educating a Child with Physical Handicap in a Special School	
Item	**Cost (Kshs)**
Mobility Devices	20,000
Learning Resources – Books, Exercise Books, Pens, Pencil Holders, Book Holders, Adopted Teaching Aids	10,000
Total	**30,000**
(a) **Unit Cost of Educating a Cerebral Palsy Child**	
Item	**Cost (Kshs)**
Mobility Devices, Adapted Chairs, Tables, Buckets	25,000

Occupational and Physical Therapy	20,000
Learning Materials	10,000
Total	**55,000**

(b) **Unit Cost of Educating a Child who is Gifted and Talented**

Item	Cost (Kshs)
Printed Materials	25,000
Project and Research	15,000
Creativity/innovation Resource and Support Services	10,000
Total	**50,000**

(c) **Unit Cost of Educating Autistic Child Per Year**

Item	Cost (Kshs)
Pre-Vocational, Physio-theraphy	20,000
Literary, Numeracy and Perceptional Training	10,000
Auditing Training Unit and Speech Training	10,000
Total	**40,000**

(d) **Unit Cost of Educating a Child with Mental Handicap Per Year**

Item	Cost (Kshs)
Pre-Vocational Training	10,000
Textbooks	5,000
Exercise Books and other Learning Materials	1,000
Pens	300
Playing Blocks	2000
Total	**18,300**

(e) **Unit Cost of Educating a Child with Visual Impairment**

(i) Total Blindness	
Item	**Cost (Kshs)**
Braille Books	4,500
Braille Paper	3,000
Braillon	5,000
Geometry Kit	-
White Cane	200

Typing Paper	500
Pep Kit	4,500
Pre-Vocational and Vocational Teaching Materials	10,000
Total	**27,700**
(ii) Low Vision	
Large Prints	4,000
Magnified Books	4,000
Pre-Vocational and Vocational Materials	10,000
Total	**18,000**
(iii) Unit Cost of Educating a Child with Hearing Impairment Per Year	
Equipment and Materials	
Item	**Cost (Kshs)**
Speech Kit	10,000
Text Books	6,000
Exercise Books	1,000
Ear Modes	200
Pre-Vocational and Vocational Materials	10,000
Total	**27,200**

NB: Boarding fee of Kshs. 20, 000 to be charged to those in boarding.

Source: Ministry of Education

7.11 Financing Adult and Continuing Education (ACE)

7.11.1 Current Situation

Kenya is a signatory to various international declarations and conventions in education and is committed to ensuring the right of every citizen to access, quality education as enshrined in the World Declaration on Education For All (Jomtien, Thailand, 1990), Dakar Framework For Action on Education For All (EFA), (Dakar, Senegal 2000) and the Belem Framework for Action (Belem, Brazil 2009). These international commitments emphasize the importance of literacy in equipping citizens with knowledge and competences to be able to seek gainful employment or engage in income-generating activities thus contributing to national development. Further, literacy empowers citizens to participate in social and practical decision making processes, enjoy their fundamental rights and enable them to lead quality life. It is for these reasons that the government addresses the literacy needs of Kenyans who do not meet the minimum mastery level as well as those who need to achieve the desired mastery level.

Adult and Continuing Education (ACE) is a vehicle for transformation and empowerment of individuals and the society. The ACE and NFE offer opportunities for those outside the formal school system to benefit from education and training. For this reason, ACE and NFE programmes are consciously designed to meet specific learning needs. Some of their benefits are:

(a) Once parents become literate, they will value taking their children to school, hence facilitating the achievement of EFA;

(b) ACE helps out of school youth to improve their quality of life and contribute effectively to national development;

(c) The programme builds on previously acquired knowledge and skills for purposes of certification, self-improvement and more effective participation in community and national development;

(d) It provides opportunities for youth and adults to integrate into the formal education system;

(e) ACE instils knowledge, technical and vocational skills, values and positive attitudes. This enables learners to participate effectively both in democratic

processes, as well as in the management of their resources, conservation of environment, natural resources and cultural heritage.

7.11.2 Provision of ACE in Kenya

ACE is a dynamic education sub-sector and this calls for specialized and well-articulated training for management and technical staff to address the needs of the target clientele. ACE is a shared responsibility and apart from government departments, other providers, NGOs, CBOs and private individuals take the challenge. However, the country lacks a harmonized National Monitoring and Evaluation Framework to ensure all players provide quality programmes. The Board of Adult Education is mandated through the Board of Adult Education Act Cap. 223 (1967) to coordinate ACE. The provisions of the Adult Education Act will need to be integrated into the proposed Education Legal Fframework. Weak linkages and transition mechanisms pose a challenge to the provision of ACE. Commissioning of a National Qualification Framework (NQF) complete with an assessment system that shall guide and regulate ACE sub sector is required. The Framework would provide links with the formal system of education and development of National Qualification Framework. The capacity of Multi- purpose Development Training Institutes (MDTIs) to mount courses and programmes that address the needs of the communities is constrained by inadequate staffing, poor infrastructure and low funding. The Community Support Grants initiative has been instrumental in expanding access. The literacy and learning environments have been greatly enhanced. This has attracted more learners to the centres.

Table 7.14: Adult Education Centres per Province, 2003 – 2010

	2003	2004	2005	2006	2007	2008	2009	2010
Nairobi	267	255	219	236	242	254	254	172
Central	986	976	916	831	836	861	866	1,197
Coast	1,110	1,074	1,052	934	949	977	977	669
Eastern	1,095	1,093	1,089	876	882	894	894	1,760
North Eastern	495	485	471	461	477	491	491	344
Nyanza	1,350	1,320	1,302	1,032	1,042	959	961	1,401

Rift Valley	2,196	2,190	2,182	1,846	1,850	1,906	1906	1,553
Western	816	806	800	628	637	656	656	716
Total	10,318	10,203	10,036	6,844	6,915	6,998	7,005	9,822

The provision of infrastructure for Adult Education Centres is offered by public primary schools, community centres, faith-based institutions and other community owned facilities. During the period 2003 and 2006, the number of adult education centres declined by 33.7% from 10,318 to 6,844, respectively. The reason for the decline is the closure of adult education centres that were managed by volunteer teachers whose services were not considered for absorption as part-time teachers, natural attrition, teacher turnover and retirement. Between 2008 and 2010, the number of Adult Education Centres rose from 6,915 to 9,822. The increase in number of adult education centres was due to capitation through KESSP (Community Support Grants) while in 2010, the increase was attributed to the employment of 880 full-time teachers and advocacy for additional adult education centres in every newly created district. The statistics on centres by provinces are in Table 7.14 above.

Table 7.15: Trend in Learners' enrolment from 2000 to 2010

	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
■ Male	25,802	69,747	69,678	31,305	31,562	38,902	37,338	39,270	69,678	69,747	80,397
■ Female	68,101	171,938	146,184	77,126	78,411	87,422	91,973	78,994	146,184	171,938	172,156
■ Total	93,903	241,685	215,862	108,431	109,973	126,324	129,311	118,264	215,862	241,685	252,553
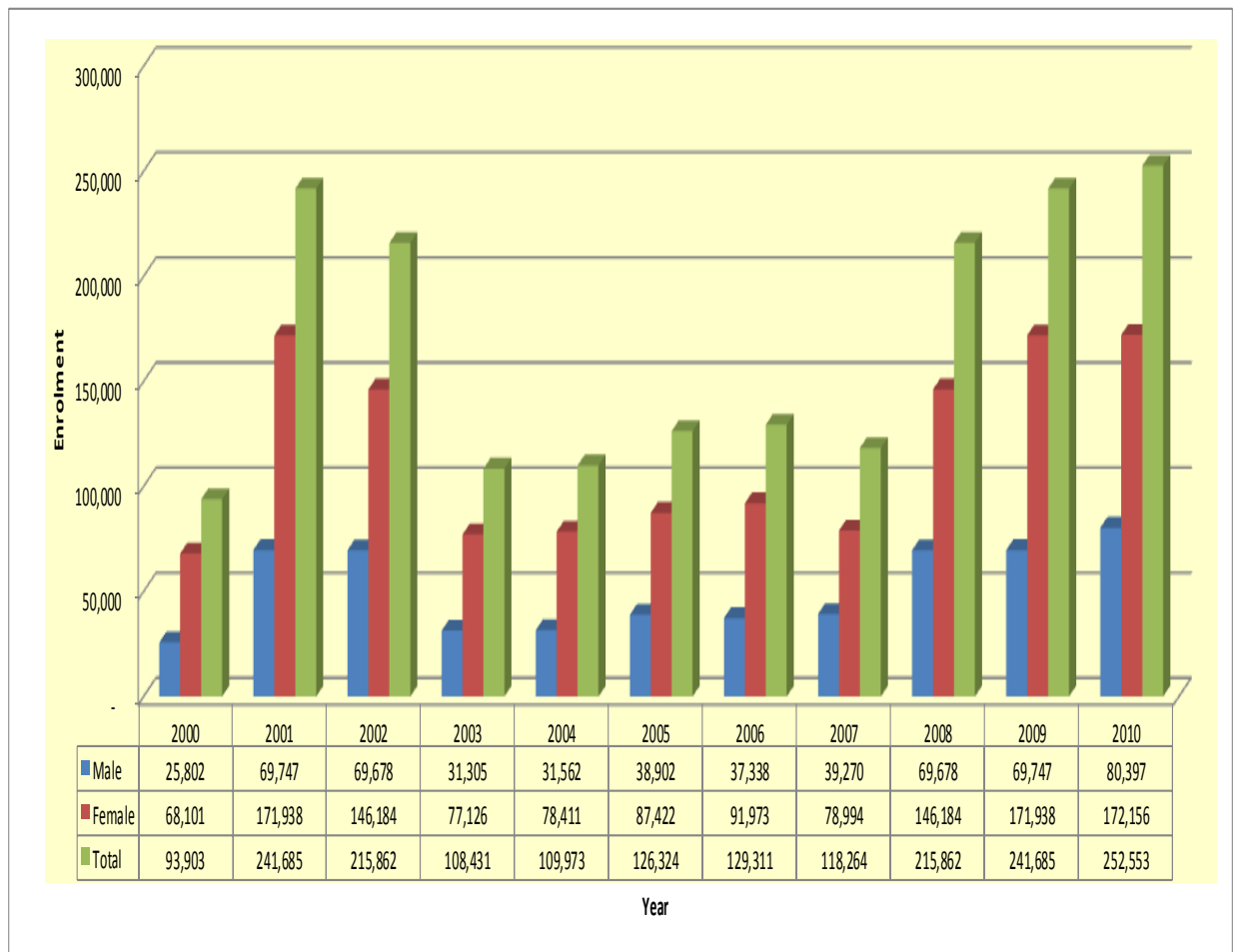
The trend indicates that female learners increased from 68,101 in 2000 to 172,156 in 2010, an increase of 152.8%. In the years 2008 and 2009, the enrolment rose from 215,862 to 241,685. This was as a result of the funding through the Community Support Grants. Though the proportion of male enrolment has been on the increase, the male population participation in adult literacy classes is low. Low male participation in ACE programmes can be attributed to cultural barriers and fear of defeat by women and attitude towards the roles of men and women in the community. Women participation is on the higher edge because of the formation of the merry-go-rounds and other income generating activities in the ACE centres.

7.11.3 Adult Education Teachers

Full-time adult education teachers are employed by the government to manage and facilitate the adult education centres with majority having attained secondary level of education. The trend indicates that the number of full-time adult education teachers has

declined from 1,945 in 2000 to 1,592 in 2009. In 2009, there were 722 male teachers as compared to 870 female teachers with males constituting 45.4% of the total teachers. The decline in the number of full-time adult education teachers has been due to:

(i)   Natural attrition

(ii) Retirements

(iii) Non-replacement and majority transferring services as a result of poor remuneration.

In 2010, the Ministry of Education employed 880 Full-time Adult Education teachers and hence raising the number to 2,472, an increase of 55.3%.

Table 7.16: Number of Full-time Adult Education Teachers by gender and province, 2003 to 2010

Province	2003		2005		2007		2008		2009	
	M	F	M	F	M	F	M	F	M	F
Nairobi	24	48	18	30	16	29	16	22	16	18
Central	136	127	105	123	97	123	97	120	89	120
Coast	109	99	78	101	76	99	76	99	76	99
Eastern	129	171	128	169	128	169	122	169	109	156
N/Eastern	65	32	58	27	58	27	58	27	53	25
Nyanza	137	205	116	202	109	198	97	172	99	152
R/Valley	216	219	213	215	209	215	204	207	189	183
Western	97	131	91	129	91	129	91	122	91	117
Total	913	1,032	807	996	784	989	761	938	722	870
Grand Total	**1,945**		**1,803**		**1,773**		**1,699**		**1,592**	

From 2003, part-time teachers in the public adult education centres were drawn from the Central Government, the Local Government Authorities and Volunteer Self Help Teachers. However, in 2008 the local authorities reassigned the staff to other responsibilities. Hence, as indicated the trend shows that the number of part-time adult education teachers declined from 4,425 in 2003 to 3,000 in 2008, a decline of 32.2%. Since 2008, the Directorate of Adult Education and Continuing Education has maintained a constant number of part-time teachers at 3,000.

Table 7.17: Number of Part-time Adult Education Teachers by gender and province, 2003 to 2010

Province	2003		2005		2007		2008		2009	
	M	F	M	F	M	F	M	F	M	F
Nairobi	45	78	45	78	39	48	38	42	38	42
Central	142	318	142	318	96	189	96	181	96	181
Coast	187	507	187	507	98	386	98	362	98	362
Eastern	196	299	196	299	156	245	146	246	146	246
N/Eastern	194	107	194	107	109	76	99	76	99	76
Nyanza	397	269	397	269	117	256	112	256	112	256
R/Valley	557	769	557	769	339	646	318	646	318	646
Western	155	205	155	205	103	186	103	181	103	181
Total	1,873	2,552	1,873	2,552	1,057	2,032	1,010	1,990	1,010	1,990
Grand Total	**4,425**		**4,425**		**3,089**		**3,000**		**3,000**	

7.11.4 Issues and Challenges

(a) Resource allocation and investment in literacy and adult programmes have been low.

(b) A shortage of literacy and adult education teachers has worsened in the past two decades.

(c) More people are knowledgeable in computation compared to reading.

(d) More males compared to females recorded higher performance in reading and numeracy at 64.1% and 67.9% and 58.9% and 61.3% respectively.

(e) In terms of participation in adult literacy programmes, more females than males are enrolled.

(f) The sub-sector is under-funded and has not been supported by strong policy and strategic planning.

(g) Perceptions that adult literacy programmes are ineffective and thus a vicious circle has been established.

(h) The programme also suffers from inability to gain 100% awareness as only 30% of the population is aware of it (KNALS, 2007).

(i) Inadequate print and relevant teaching/learning materials.

(j) Inadequate monitoring and evaluation of the 6,800 centres.

(k) Inadequate number of teachers, technical staff, and high turnover of volunteer teachers.

(l) Non-conducive learning facilities, insufficient learning/teaching materials, and high poverty levels amongst the illiterates.

(m) Regional and gender disparity is a concern among learners in ASALs, urban informal settlements, people with special needs, areas and regions with low incomes as well as prisoners.

7.11.5 Recommendations

Given the above challenges, it is recommended that:

(a) Funding of Adult and Continuing Education should be guaranteed and based on a realistic needs assessment including the provision of tutors, infrastructure, equipment and other teaching and learning materials.

(b)   Deploy adequate numbers of teachers to adult learning centres with a minimum of class per location and revise the existing scheme of service for adult education tutors (full-time and part-time) to retain qualified teachers.

(c)   Deploy quality assurance officers, to ensure that quality education is offered in adult learning centres.

(d)   Develop a national qualification framework that will provide opportunities for linking ACE with the formal education and training systems, thus creating re-entry at all levels.

(e)   Harmonize all legal provisions dealing with education including ACE and NFE, Children's Act and the Board of Adult Education Act.

(f)   The Ministry to request for additional funding from the exchequer to enable the Directorate of Basic, Adult and Continuing Education to refurbish and complete the stalled projects in the Multi-purpose Development Training Institutes (MDTI's) as well as establish Continuing Education (Secondary) classes for the out-of-school youth and adults.

7.12 Financing Technical, Industrial, Vocational, Entrepreneurship and Training
7.12.1 Current Situation

(a) Quality Technical, Industrial, Vocational and Entrepreneurship Training (TIVET) is critical to developing the individual's knowledge in broad occupational areas that require technical and professional competences and specific occupational skills. TIVET should provide individuals with science, technology and innovative skills critical for any country to gain a competitive edge in the global economy. One critical feature of TIVET is its orientation towards the world of work and curriculum emphasis on acquisition of employable skills that develop skilled and entrepreneurial workforce that most countries, Kenya included, need for sustainable growth, wealth creation and poverty reduction. In Kenya, TIVET training is critical to the attainment of Vision 2030 goals.

(b) The key objective of TIVET in Kenya is to offer opportunity for students to explore their practical aptitudes, and to develop elementary skills and gain perspective of technology which enables them to become more effective and informed members of society. TIVET training courses are offered at Youth Polytechnics, Technical

Training Institutes, Institutes of Technology and National Polytechnics, and other similar TVET Institutions. There are a lot of un-utilised machines in some technical institutions.

(c) Presently, TIVET programmes are offered at four levels as follows:

    (i) Artisan – taught in Youth Polytechnics and other similar technical training institutions;

    (ii) Craft – taught in Technical Training Institutions and Institutes of Technology;

    (iii) Diploma/Technicians – taught at National Polytechnics, Technical Training Institutes and Institutes of Technology;

    (iv) Higher Diploma (higher level technicians) – taught at National Polytechnics and Technical Teacher Training Colleges.

The above TIVET programmes are taught, examined and certificated by the Kenya National Examinations Council (KNEC).

(d) There are about 1,600 TIVET institutions in Kenya offering a wide range of programmes. Most of these institutions are concentrated within urban areas, where the population is high and poverty levels are lower than in the rural areas. On the other hand, the institutions located in the rural areas are characterized by low enrolments due to poor infrastructure and low average incomes among the population and negative attitude towards TIVET institutions.

About 50% of these institutions are run by the private sector, communities, and civil societies, the majority of which are in the category of Youth Polytechnics. The rest are public institutions spread across several government Ministries and departments.

The majority of people in rural areas have no reliable sources of income and hence cannot afford boarding expenses. At the same time, the institutions are not located in the convenient places for day scholars due to lack of reliable transport and the comparatively long distances from home to the institutions.

7.12.2 Major findings and issues from the cluster hearings, submissions and literature review

(a) Public Technical, Vocational, Entrepreneurship and Training in Kenya does not emphasize on imparting of high technology skills.

(b) Re-engineer TIVET to respond to the demands of Vision 2030.

(c) Delivery of TIVET is weakly coordinated and is offered at various levels: Artisan level in Youth Polytechnics and on-the-job training in the formal sector and informal sector (Jua Kali apprentices); Craft level in Technical Training Institutes (TTIs) and Institutes of Technology (ITs); Technician level in National Polytechnics (NPs) and a few selected TTIs and ITS; and Technologist in National Polytechnics and University. Most of these institutions lack appropriate equipment and skilled manpower. Besides the formal TIVET institutions, there are several non-formal institutions run by government and parastatals as well as private institutions and universities. They include Agricultural Colleges, Kenya Railway Training Institute, Kenya Institute of Mass Communication, the National Youth Service, Industrial Training Centres, YMCA Vocational Training Centres and Christian Industrial Training Centres. There are also TIVET institutions run by private individuals, NGOs and religious institutions. In the informal sector, trainees undergo apprenticeships with experienced artisans and craftsmen prior to venturing on their own (ILO, 2001).

(d) In the absence of government provision of TIVET for adult learners, alternative training is offered by the informal and private sectors through on-the-job training. The on-the-job training is offered in various churches, NGOs training centres, and private-for-profit training providers, many of which have come up in recent years and focus on the development of business skills and the traditional apprenticeship system. Most of the technical training in the *Jua Kali* sector is carried out through the traditional apprenticeship system, particularly in manufacturing and services. It is estimated that 40% of all trainees acquire their skills through apprenticeship but apprenticeship programmes are not entrenched in the TIVET programme.

(e) A noticeable feature of enrolment patterns in most TIVET institutions in Kenya is the relatively low female participation in technical training. Most TIVET institutions offer engineering courses alongside courses in science and business studies. However, data on student enrolment by department/course and gender shows female concentration in non-engineering courses. Business studies and management courses are perceived as female-oriented and record high female enrolment.

(f) There are challenges with regards to the vocationalised curriculum offered by TIVET institutions. Although TIVET in Kenya cuts across all levels and segments of education, there is a weak link between the development of primary and secondary curricula and TIVET curriculum. Whereas the curricula for TIVET, secondary and primary institutions are nationally designed by KIE, universities on the hand implement their own curricula, which are internally designed. Even with the 8-4-4 curriculum, universities lag behind in the implementation of vocational curriculum. This means that admission of graduates from TIVET into appropriate courses at universities is difficult.

(g) The management of TIVET is under different Government Ministries. These include Ministries of Higher Education, Science and Technology; Labour and Human Resource Development; State for Youth Affairs. For instance, National Polytechnics and Technical training institutes are under the authority of the Ministry of Higher Education, Science and Technology; the Ministry of State for Youth Affairs oversees Youth Polytechnics; Ministry of Labour and Human Development is responsible for National Industrial Training Centres. This makes coordination of TIVET activities and maintenance of training standards difficult. In addition, individual Ministries run sector specific TIVET programmes such as health, agriculture, trade among others. There are an increasing number of institutions run by private operators. To a large extent, supervision of the institutions is often left to individual ministries and the private sector that often have limited capacity to assure quality and high standards.

(h) Although the curriculum design emphasizes both manipulative and analytical skills, there is concern about relevance and quality. A large part of the current TIVET curriculum is inflexible and imparts limited technical skills. TIVET curriculum

development is under-funded and has not received input from employers. High costs of training materials and textbooks, inadequate physical facilities and insufficient modern equipment in most TIVET institutions have adversely affected the curriculum implementation.

(i) In some institutions some machines are obsolete compared to what is in the market today.

(j) TIVET is mainly financed through public spending, which has not been adequate. Expenditure on technical education as a percentage of total education sector was 2.8 percent in 2009/10 and 0.002 percent of GDP. Much of this expenditure on TIVET goes to salaries, which consume an average of 76 per cent of total expenditure on TIVET. Similarly, only 0.12 percent of the GDP is allocated for TIVET. On the other hand unit costs for TIVET are high due to the low student teacher ratio, expensive training equipment and costly training materials.

(k) The cost of equipment, infrastructure, consumables such as raw materials and spare parts is high. In Kenya, the TIVET sub-sector has various programmes including completing stalled projects, creation of centres of excellence, upgrading of TTIs into National Polytechnics and National Polytechnics into university colleges and the rehabilitation of TIs. All these require substantial funding.

(l) Even with the constrained public spending on TIVET, the government has not been able to mobilize funds through private sector inducement because of lack a policy framework to guide the partnerships. The involvement of enterprise/employers in supporting TIVET is evident in many countries. Commonly known as social partnerships, this type of financing mechanism is common in countries such as Japan, USA, Malaysia, and South Korea. It involves enterprises conducting vocational training of the labour force directly and bearing the entire costs of training. Social partnerships have worked well in countries where governments take an increasingly active role in promoting this kind of enterprises involvement as is the case of East Asian countries. In Kenya, only few medium and large enterprises have been found to have some interest in training. Technical training is expensive, and most of these enterprises are foreign-owned. Other partners in this case include: government, Civil Society Organizations, enterprises, labour

representatives and the educators (educational institutions). Such partnerships should be involved in developing and administering the curriculum as well as assessing it; devising financing mechanisms.

(m) Non-targeted skills development is one of the major weaknesses of TIVET in the country. The programmes are mainly supply-driven and are not designed to meet the projected and observed demand of the labour market. There is also no framework for training institutions to track their graduates in the labour market. This leads to lack of opportunities for trainees to give their feedback on quality of training attained and relevance to labour market, which would otherwise be utilized to review the curriculum and training packages. Without tracer studies, TVET institutions are not able to improve the relevance of their training programmes.

7.12.3 Recommendations

(a) Develop a new policy framework to promote and regulate private investment and public private partnerships so as to increase their participation in the TIVET sector;

(b) Establishment of endowments/grants from private individuals and industries to support financing of TIVET;

(c) Provide tax incentives to private sector to support, establish and even run TIVET institutions relevant to their line of investment;

(d) Expand collection of training levy to complement industrial training levy and catering levy;

(e) Promote income generating activities and self-sufficiency in TIVET institutions;

(f) Bring TIVET into the mainstream education system so that students can benefit from mainstream financing and enhanced skills development;

(g) Encourage partnerships with international TIVET institutions for enhanced skills transfer and high level technical skills development;

(h) Amend the Industrial Training Act and HELB Act to provide for funding of students in TIVET institutions.

(i) Discourage converting middle level colleges into University Campuses.

7.13 Financing of University Education and Training

7.13.1 The Present Situation

The Kenya Government recognizes that education and training, especially at the university level, is an essential element in the overall national development as well as a major determinant of substantial private benefits. Investment especially in higher education and training is defensible because there is a strong linkage between higher education levels and economic and social prosperity in the knowledge-based economies. University education and training is expensive and requires considerable investment by all partners, both public and private. In 2009/10, the proportion of public spending at university level as percentage of total education allocation was estimated at 11%. This excludes direct household financing. The literature on funding university education in Kenya confirms that public funding is inadequate as it meets about 60% of their budgetary requirements. The increasing enrolments in public universities has strained the Ministry of Higher Education, Science and Technology resources that face competing needs from other levels of education and training. Inadequate funding of Kenya's national universities is likely to affect their input-output relationships and hence reduce the quality of their outputs in terms of teaching, research and provision of services critical to the economy.

However, the private/personal rate of return is also higher for university education than for Basic Education. This partly explains the increasing demand for university education with students willing to pay fees for their degree programmes. Therefore, private financing by the students (or their family) is mainly justified by the straightforward human capital argument of profitability: education enables students to earn more after graduation. They should therefore contribute towards financing of their education.

7.13.2 Major issues facing University Education in Kenya

(a) Capacity

A critical issue facing the country today is how to increase access to university education to cater for the increasing number of students completing secondary education and others who want university education. There are few student places available in Kenyan universities. Kenya has only 6.5% of its tertiary education age cohort joining university education after secondary school education. The gross

enrolment rate is 3.5%. The participation rate needs to be increased to more than 50% by 2020 if Kenya is to become a middle-income country.

The problem is compounded by limited opportunities for post-secondary education and training in other tertiary institutions. This limits opportunities for acquisition of knowledge and skills needed to compete in the rapidly changing economy. The situation in Kenya needs to be compared with what prevails in other countries that are making major strides in the global knowledge economy such as China, South Korea and Singapore. Some of these countries have targeted about 50% of the secondary output proceeding to university. Table 7.18 shows the transition of secondary education to universities in Kenya.

Table 7.18: University and Module 1 University Enrolments, 1994 – 2008
and Estimates through to 2015

KCSE Year	Candidates Registered	No. qualified for admission (C+)	Module I candidates Admitted	Difference	Percent of qualified admitted
1994	143,157	23,122	8,649	14,473	37.4%
1995	140,503	21,900	7,953	13,947	36.3%
1996	155,020	28,119	8,428	19,691	30.0%
1997	156,591	31,295	9,017	22,278	28.8%
1998	169,357	30,243	8,150	22,093	26.9%
1999	173,792	30,666	8,899	21,767	29.0%
2000	178,608	40,491	11,147	29,344	27.5%
2001	194,788	42,158	10,966	31,192	26.0%
2002	198,076	42,721	10,923	31,798	25.6%
2003	207,730	49,870	10,263	39,607	20.6%
2004	222,519	58,239	10,632	47,607	18.3%
2005	260,643	68,040	12,479	55,561	18.3%
2006	243,318	62,853	16,151	46,702	25.7%
2007	276,193	74,299	16,629	57,670	22.4%
2008	304,995	72,590	20,073	52,517	27.7%

2009	322,467	74,643	21,223	53,420	28.4%
2010	340,939	78,919	22,439	56,480	28.4%
2011	360,470	83,440	23,724	59,716	28.4%
2012	381,120	88,219	25,083	63,136	28.4%
2013	402,952	93,273	26,520	66,753	28.4%
2014	426,036	98,616	28,039	70,577	28.4%
2015	450,441	104,266	29,645	74,620	28.4%

Source: Financing University Education in Kenya: A Report to the Ministry of Higher Education Science and Technology (2009). All figures beyond 2008 are projections.

The number of students taking KCSE is estimated to increase by 5.7% over the previous year. The 5.7% rate itself is derived from the average rate of increase in the period 1994 to 2008. The number of students scoring C+ and above is estimated at 23.1% of the total number of candidates, also derived from the average increase of the period 1994 to 2008. The number of students admitted through JAB is estimated at 6.6% of the total candidates taking KCSE, derived from the highest rate ever recorded in the period and was realized only in the latest admission of 2008 and previously in 2006. These capacity constraints will be magnified by increases in the number of secondary schools graduates qualified to enter higher education in upcoming years due to demographic growth accelerated by increases due to policies for free primary and secondary education.

(b) Equity concerns associated with current cost-sharing in university education

For many years, government funding for Recurrent Expenditure of University education does not reflect the real per student unit costs by programme on board. Due to inadequate funding, Kenya introduced cost sharing. There is also a self-sponsored or parallel group of Module II students. This system is inefficient as parents are burdened with the costs while Module I students are highly subsidized.

The inability of some households to meet the high fees charged by universities raises equity issues considering that most of the "lucrative" academic programmes such as medicine, law, engineering and business are accessible to those from affluent backgrounds. Despite the key role played by private universities in increasing supply of

higher education in Kenya, current higher education financing lacks specific policy provisions for supporting these institutions as it happens in other countries such as South Korea and Australia.

(c) Funding for medical and technical related university programmes

The current funding for public universities is based on undergraduate students admitted by the Joint Admissions Board (JAB). The Kshs. 120,000 per student was determined over two decades ago and has not been revised. The recurrent governmental funding at university education does not reflect the true total enrolments or the real per-student unit costs by programme and level. In addition, the public spending does not account for the different underlying per-student instructional costs by programmes or by levels including undergraduate, graduate, or advanced professional levels differentiated unit costs. The budgetary allocations do not recognize the substantially higher costs of instruction for example in highly technical courses such as engineering, laboratory science, upper level clinical instruction in medicine (or dental or veterinary medicine) that require costly equipment.

(d) Funding for research and low numbers of academic staff at the Doctorate level (PhD)

Quality research requires appropriate and sufficient funding, availability of highly trained research staff, adequate and appropriate facilities and equipment. For the country to meet its development and socio-economic needs, it is essential that research and development is made a priority. Kenya Vision 2030 has recognized that the immediate challenge facing the country's development efforts is how to meet the human resource requirements for a rapidly changing and more diverse economy. Therefore, the role of universities in training high-level skilled manpower cannot be ignored. The recent data from the Commission for Higher Education (CHE) show that there are few lecturers with doctoral degrees.

University staffing numbers indicate that there is a scarcity of highly qualified staff in the universities. While much of the training of Kenyan PhDs has been supported by universities and donor agencies in the industrialized countries, some of the research is done in Kenyan universities. There is increasing need for PhD trained academic staff in

Kenyan universities. In addition to the need for more and better quality research linked to national needs, a much greater financial commitment from both governmental and other Kenyan sources of revenue will be required.

The expansion of Kenyan university education requires a commensurate increase in the numbers of new academic staff with PhD qualifications. However, weak targeted support for research, declining numbers of persons with the capacity to supervise research, and few opportunities and limited resources available for academic staff capacity development makes the prospect of meeting this need very bleak. There is a serious risk of compromising academic standards across the sub-sector as a result. The current operating institutional budget allocation does not recognize the very high costs of PhD level graduate instruction, or the research capacity required by the academic staff qualified to teach at such a level, or the high technology and quality research that is required by the students to meet the country's needs. Areas of training that require increased research funding include; public health, medicine, engineering and dry land agriculture.

(e) Support of private university sector

A severe challenge to Kenya's current higher education financing is the absence of a specific policy backed up by an explicit set of tools or mechanisms for public support to private higher education sector. The government has long recognized the importance of a quality private sector higher education through CHE, the principal task of which has been the accreditation and continuing quality assurance of private universities and their degree programmes. The government also explicitly recognized the importance of a growing private sector in its *Sessional* Paper No. 1 of 2005 (endorsed also in the 2009 *National Strategy for University Education)* as well as the requirement, beginning in 2009, for HELB to begin making student loans available to needy private sector university students. At the same time, there are a great many other tools by which government can encourage a private higher educational sector on the grounds that a private sector can frequently provide certain degree programmes more efficiently and more responsively than can public institutions of higher education.

(f) Efficiency in the use of university resources

Another challenge that is contributing to the poor conditions of university finance in Kenya is the widespread perception of inefficiencies in the use of existing resources in some or many public universities and university colleges. These inefficiencies may be manifested, among other ways, in: (a) high numbers of top-level administrative staff who, other than presenting the institution with considerable emolument costs, frequently withdraws much needed senior teaching staff from the classroom, laboratory, and Ph.D. dissertation supervision; (b) high levels of clerical and other mid- and lower level staff—at least compared to staff-student ratios in many other countries; (c) an uneven distribution of faculty among academic programmes—leaving certain high demand areas with very high student/faculty ratios and other academic areas with inefficiently low ratios; and (d) underutilization of physical facilities such as classrooms and laboratories. This challenge has been exacerbated by the ongoing clamour for new satellite campuses and colleges of both public as well as private universities in Kenya. There are many learning centres being set up by these institutions without recruiting adequate numbers of teaching staff, amid serious inadequacies in teaching and learning facilities. There are potent fears of declining quality of education being offered in these satellite university centres.

Clearly, the funding level from the Government is presently insufficient and unsustainable to meet, for example, the increasing demand for higher education, staff salaries and maintain acceptable standards of educational quality. This calls for investment by other stakeholders to supplement the Government's efforts in financing and expansion of higher education and training. Without a working partnership on financing, it will be hard to address problems of poor access, inequity, quality and relevance and also the current heavy household financial burden. However, costs of technical and industrial courses offered at university level are higher, particularly for capital development.

7.13.3 Proposals

From information contained in past Education Commissions and research reports, cluster hearings, submissions and literature review, the following recommendations are made:

(a) Increased levels of research funding

The government should take the responsibility of funding research and development and invest more in target priority development areas (for example, emphasize agricultural research for food security, focus on light industries (*jua kali*) and raw material processing to ensure value addition. At the same time ensure that there is a strong linkage between the country's research with respect to goals, aspirations and commitments of Vision 2030. Other areas where the government shall need to provide direct funding include establishment of innovative and pioneering programmes that the government may deem to be priority investment for economic development. Such may be established at any institution that may be deemed to be strategically best placed and enjoys comparative advantage. In addition, the Government with support from various stakeholders, especially the private sector shall need to invest considerable resources towards Science, Technology and Innovations and in particular Information and Communication Technology.

(b) Strengthen the Role of Higher Education Loans Board (HELB) in Financing Higher Education

In the last 20 years, HELB has supported many Kenyans who could not afford to pay fees for university education and training through provision of loans, bursaries and scholarships. Over the same period, HELB has diversified its products to include support for needy students in chartered private universities in East Africa and awards loans to postgraduate students to conduct research. As a result, about 95 percent of the 75 percent of total loan applicants have been awarded loans. In addition, the board has instituted prudent loan recovery measures, which has enabled it to recover some loans.

The government should continue to support the development of HELB into a strong financial institution capable of supporting needy students to pursue higher education in universities, TIVET and other tertiary Institutions. Students at both public and private institutions should be supported and encouraged to re-pay their loans as soon as

possible. Some reforms that are required to restructure HELB to become a financial institution in order to mobilize resources in the financial market, solicit government funding, manage endowments, foundations, trusts and other initiatives, prudently invest funds not required immediately, and recover loans advanced to students. The resource base from these sources should enable it to establish and manage a revolving fund. The funds mobilized from various sources, revolving fund and investments should be used to adequately respond to the demand for financial assistance by students. This will entail building the capacity of HELB towards becoming an efficient and effective financial player in the raising, administration and management of funds, investing funds and disbursing loans, bursaries and scholarships to students pursuing higher education and training in Kenya.

Students in higher education and training institutions shall access resources under HELB through a number of mechanisms, such as full scholarships based on merit; and agreed national priorities of their disciplines; loans to needy students - this could be full or partial cost of the courses taken at any university. To undertake this task, HELB should review, strengthen and apply fully the objective testing mechanisms for efficient and effective criteria for identifying needy students such as; orphans, marginalized and vulnerable for loan, scholarship, bursaries and any other support. This should be undertaken with full involvement with the local communities; secondary school board of governors, teachers and head teachers (refer to Figure 7.1).

Figure 7.1: Enhanced Role of Higher Education Loans Board

Source of Resources   Investment of the Resources   Utilization of the Resources

Recovered Loans

Government Funding

Donors Funding

Trusts and Foundations

Other Sources

Education Financial Institution

Loans, Bursaries and Scholarships to Students
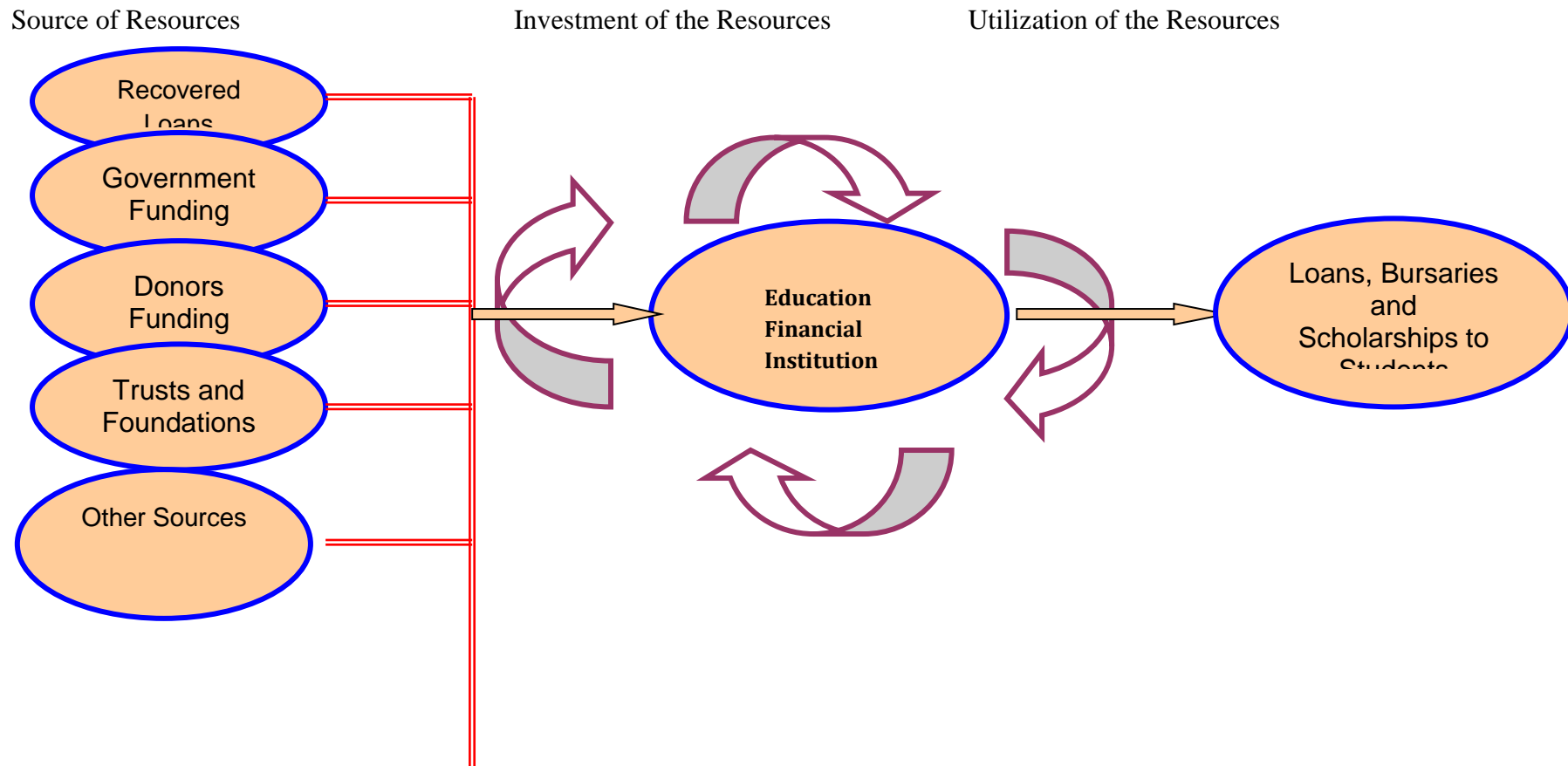
(c) Reform of university funding mechanisms

The Task Force made the following observations:

(a)   The rationalization of governmental recurrent institutional revenue allocation to universities should be based on a formula budget system, common in many developing and industrialized countries; and differentiated by programme type. Social sciences, humanities, business, law, and education should constitute low-expense programmes whereas sciences, engineering, fine arts, medical fields and Ph.D should comprise the high-expense programmes category. In the same breath, HELB's annual lending capability should be expanded to accommodate the anticipated rise in university students' enrolment. A more efficient and equitable system of funds to cover fees and accommodation costs needs to be developed.

(b)   There is need to better align university enrolments by programmes and levels with national and regional needs, and with the government's ability and readiness to finance such programmes and enrolments.

(c)   Universities need to rationalize income generation activities without compromising the core functions, namely, teaching, scholarship and research.

(d)   The Education Policy and Act should provide a mechanism for allocating the scholarships in order to provide support to the bright students to undertake the various programmes that are strategic to the government and the needs of the country. Considerations should be given to providing each institution with a blank grant based on student numbers, and require institutions to manage the scholarship programme.

(e)   Financing university education and training should be based on differentiated unit cost of running the particular programmes in each institution. In addition, each university shall be allowed to set its own actual unit costs as dictated by its own unique circumstances subject to the respective maximum unit costs as set by the market. The differentiated unit costs must be relatively competitive as compared to charges from universities elsewhere as well as being sensitive to the economic situation and special circumstances in the country.

7.13.4 Recommendations for University Education

The government should adopt the following policy and legal priorities:

(a) Address the issue of university funding to enable access and equity for students with talent and special needs.

(b) Promote research, science, technology and innovation throughout university education.

(c) Create an efficient and effective system of student loans in HELB and provide legal support for judging defaulting graduates.

(d) Restructure the National Council for Science and Technology to cover research and innovation.

(e) The NCST to establish a system whereby each institution's research output is assessed every two years, and on the basis of a comparison of the performance between Kenyan universities award institutions additional research funding to the best performing institutions by research area on a sliding scale.

(f) Provide for the establishment of a National Research Development Fund (NRDF) to provide sufficient research funds for development. This fund will be used by universities and other research institutions in Kenya, and will be administered by NCST.

(g) Formalise public-private partnership arrangements in the Higher Education sub-sector by redefining and institutionalising the role of the private sector in the provision of higher education; establishing clear rules and regulations to govern public-private partnerships, and by amending existing charters.

(h) Develop a framework of incentives for private sector education investors to establish, strengthen and expand private universities and other tertiary colleges. These should include offering infrastructure such as land, roads, water and sewage system, installation of initial electricity and security. The private education institutions should demonstrate the ability to expand enrolments.

(i) Redefine and expand the mandate of the Council for Higher Education (CHE) to empower it to take responsibility for all quality assurance in public and private universities.

(j) In collaboration with the Ministry of Foreign Affairs, develop ways and means to attract foreign students to Kenyan universities.

(k) Design special credit schemes for investments in education and guaranteeing larger investors to secure international financing.

(l) Make available unused government buildings and institutions to be used by private education providers at low rents.

(m) Secondment of specialists and teachers to private investors on agreed terms to help establish educational institutions and programmes.

(n) Exercise some coordination and control of the level of fees and charges levied by private investors to avoid exploitation of parents and guardians.

(o) Funding of universities should be enhanced to provide for more infrastructure and equipment.

(p) The funding support to both public and private universities should, however, be driven and targeted to the number of needy students admitted to each university subject to the agreed national priorities in specific programmes and/or courses. The current loan repayment interest rate of four percent (4%) is unrealistic considering the high cost of capital in the country. For this reason, the current loan repayment interest rate should be adjusted to reflect the real cost of borrowing capital and be pegged to Treasury Bills interest rate.

Parents need to be educated on the value of higher education. This can be done by having University Open Days with adequate explanation of the career values of each University course. A clear explanation is needed from the Government if it is to fund certain strategic courses while leaving others. A proper and adequate information package needs to be prepared by each University. A prospectus as such is insufficient.

7.14 Summaries of Overall Education Costs: 2011-2015

The implementation of recommendations contained in the report has cost implications. The costs are shown in the following Table, covering 4 years up to 2015;

Table 7.19: Summary of cost projections, 2011- 2015

	Levels	2011	2012	2013	2014	2015
1.	General Administration	17,352,810,620	26,046,923,044	36,088,799,966	28,172,351,965	29,299,246,043
2.	ECDE	53,153,362,457	54,986,464,007	56,848,281,146	58,739,023,269	66,475,476,788
3.	Primary	84,506,547,211	119,888,773,450	93,337,432,200	99,391,717,462	110,214,407,965
4.	Secondary	79,787,659,599	105,034,933,805	95,403,414,417	96,618,986,124	97,546,505,121
5.	Special Needs	551,400,000	2,067,270,348	2,111,248,904	2,156,841,860	2,204,124,562
6.	Adult Education	14,429,700	1,196,976,995	1,244,859,194	1,294,653,562	1,346,439,705
7.	Technical Education	10,357,200,000	10,771,488,000	11,202,347,520	11,650,441,421	12,116,459,078
8.	University Education	41,304,000,000	42,956,160,000	44,674,406,400	46,461,382,656	48,319,837,962
	TOTAL	**287,027,409,586**	**362,948,992,648**	**340,910,789,747**	**344,485,398,318**	**367,522,497,224**
	% age change	**-**	**+26%**	**-6%**	**+1%**	**+7%**

Source: Ministry of Education

The cost drivers for the projections are:

• Increased capitation for both FPE and FDSE

• Mainstreaming ECDE into basic education

169

- Infrastructure development

- Provision of teaching /learning materials

- ICT investments

- Teachers' salaries

- Provision of lunches at ECDE, primary and secondary schools

- Provision of sanitary towels for both primary and secondary schools

- Increased enrolment at all levels

- One hundred percent transition from primary to secondary schools.

CHAPTER EIGHT

8.0 INSTITUTIONAL MANAGEMENT AND GOVERNANCE OF EDUCATION AND TRAINING

8.1 Introduction

Education management involves the prudent utilization of personnel, funds and equipment aimed at enhancing the efficient delivery of quality education. Institutional management involves the planning, organization, and co-coordination of delivering educational services. This Chapter focuses on primary school, secondary schools and middle level colleges.

Governance can be defined as the process of providing policy leadership, oversight and strategic guidance on management of resources and delivery of services as well as the formulation and implementation of sound policies and regulations. In view of devolution as defined in the Constitution of Kenya (2010) the issue of governance requires serious thought.

The Task Force noted both from county consultations and submissions from various stakeholders (find list attached in the appendices), that educational institutions are grappling with various challenges in regard to management at all levels. Some cases of under performance in examinations, governance issues, financial management concerns, high staff turnover and infrastructural deficits characterize many education and training institutions. Studies indicate a strong positive relationship between quality of institutional management and the degree of attainment of institutional goals. Various gaps presently exist in the area of institutional management.

Concern exists amongst state and non-state actors about the general quality of educational provision in these institutions, and in particular, over the manner in which they are managed and governed. The Task Force found issues of efficiency, effectiveness and quality enhancement are common. This section explores the issues and challenges facing management and governance of education in Kenya, addressing aspects of the Constitution of Kenya, 2010, and the demands of Vision 2030 as they relate to institutional management and governance of education.

8.1.1 Situational analysis for Institutions

At present, secondary and primary schools are headed by head teachers, and colleges are

headed by principals; all deployed by the Teachers Service Commission. The heads of institutions report to district education officers, provincial education officers, the Ministry of Education Headquarters and the Teachers Service Commission (TSC). Universities are headed by vice chancellors and managed by independent senates and governing councils. Boards of Governors at secondary schools and TTC's are managed by BOGs, while primary schools are governed by School Management Committees (SMCs). ECD centres are largely managed by individuals, NGOs, faith-based organizations and local communities, with the exception of those few centres attached to public primary schools. The MoE also provides limited technical and financial support to selected public and community ECD centres.

The deployment of heads of institutions is currently provided for in the TSC policy on deployment of heads of institutions. Notably, the same does not provide for financial management as one of the skills prior to deployment. Over the years, quality assessment and audit reports have shown that there are cases of impropriety in financial management and weak accountability mechanisms, which have undermined effectiveness of the institutions with regard to service delivery.

The Task Force also noted considerable concern over the way in which the finances of institutions are audited. Books of accounts are audited by school auditors based at the district, provincial and national levels, but audit reports have to be authorized by the head of schools audit at Ministry headquarters. Authorized audit reports are sent to institutions to be discussed by respective governance bodies. In most cases these reports get back to the institutions a little too late for any meaningful corrective measures to be taken by respective management teams. What makes the situation less satisfactory is the fact that most institutions (particularly primary and secondary schools) lack bursars/accounts clerks, while others have employed finance staff with questionable qualifications. The system for recruiting such staff, the processes and procedures, and the fact that evidence of patronage appears to run through them, renders those employed less independent than they should be, and indebted to persons appointing them. The Task Force was told that this made it difficult for bursars/accounts clerks to raise questions in cases or events of misappropriation of funds or misuse of other institutional resources.

8.1.2 Gaps and Challenges in Institutional Management

Some of the issues and challenges troubling the sector were noted by earlier Commissions. The Koech Commission of Inquiry into the Education System (2000), for example, noted an inertia and an inability within the education system, and in institutions to deal with management issues, crises and new challenges. There was a lack of accountability whilst the misappropriation of finances were common. One reason identified was the lack of, or poor management training of officers assigned management responsibilities.

Arising from public hearings, county consultations and written submissions, the Task Force identified the following gaps:

(a) Minimum qualifications for appointment to management positions remain unclear at all levels.

(b) The absence of a framework for capacity development for School Management Committees and Boards of Governors.

(c) The position of institutional heads is not substantive; with many deployed directly from the classroom.

(d) The absence of conditions of service which requires individual and collective accountability by management.

(e) Poor co-ordination among levels and individuals. Lack of coherence in the management of individuals and between different offices and bodies whose roles are not clearly defined. This has caused much confusion in the administration and decision making processes.

(f) Undue political interference in institutional management.

(g) Poor use of mapping and planning information when new schools are established leading to staff shortages.

(h) An absence of minimum professional standards, benchmarks for use when appointing institutional managers.

(i) Lack of engagement of communities in the establishment, management and governance of schools.

8.1.3 Recommendations for Improvements in Institutional Management

(a) All institutions will be managed by Boards of Management (BoMs).

(b) Develop a policy framework on institutional management with clear provisions on:

(i)   Open and competitive processes for identification and appointment of institutional heads;

(ii)   Clear job descriptions and a competitive scheme of service for head teachers;

(iii)   Minimum qualifications in terms of education attainment; skills, competences and values, with basic training in financial management, strategic leadership, quality assurance and mentorship;

(iv)   Minimum set of professional standards for school managers which should include, but not be limited to, standards for effective leadership, integrity, respect to national values and declaration of wealth as provided for in the Constitution.

(v)   Appraisal mechanisms based on performance and achievement of set objectives and targets;

(vi)   Heads of schools will be appointed on tenure of five (5) years with an option of renewal once depending on one's performance;

(vii)   Clear definition of roles, responsibilities and expectations of all stakeholders at institutional level, with attendant reporting lines and accountability structures;

(viii) The scheme for head teachers to be managed by the Teachers Service Commission (TSC);

(ix)   Appointment to and removal from office of head teachers to be done through consultation between County Education Board (CEB), TSC and the sponsor.

(c) The Policy Framework should include provisions for setting up:

(i)   A clearly focused system of capacity building for institutional managers; to occur regularly and which will have some bearing on promotion and motivation.

(ii)   A clearly defined accountability structure governing resource use and financial management.

(iii)   A scheme of service providing for the employment of transferable, high integrity institutional accountants (bursars), accounts clerks and other support staff by MoE.

(iv)   Appointment modalities for head teachers to be managed by TSC in consultation with MOE and other stakeholders to avoid conflict with other government agencies.

(v)   A system that incorporates effective participation of learners, parents and teachers in day-to-day running of the institutions. For learners, this can be achieved through establishment of such participatory forums like pupil/student councils in schools and colleges to create room for learner participation in school management.

(d) Other recommendations towards improving institutional management include:

    (i)   All public education and training institutions should be managed by the MoE through CEB to avoid conflict with other government agencies and departments such as local authorities;

    (ii)   Institutional managers should be guided by policies that specify their roles in line with institutional policies, which must conform to national education policy and legislation;

    (iii) The TSC will continue to recruit, deploy, promote, discipline teachers but the day-to-day management of institutional managers will be the responsibility of the CEB through BOM;

    (iv) Management of private education institutions will be a responsibility of the individual entrepreneurs as per the guidelines provided by the Directorate of partnerships and private educational institutions.

Finally, the Task Force recommends that the new Education Act and Policy should provide for community representation, involvement and participation in establishment, management and governance of schools and institutions they host, and that these should apply equally to both public and private institutions.

8.2 Situational Analysis on Governance in the Education Sector

At present overall policy leadership is bestowed on the government through the twin Ministries of Education and that of Higher Education, Science and Technology. The two ministries are run by separate Ministers and in each Ministry there is a PS as the Chief Accounting Officer responsible for both administrative and technical leadership. Under the PS Ministry of Education, there is an Education Secretary leading the technical arm of the Ministry, working with and overseeing six directorates i.e., DACE, DBE, DQAS, DSTE, DFOS and DPP&EAC. Further, each directorate is subdivided into departments with respective officers responsible for specific educational activities, roles and responsibilities under their mandate.

In current practice, governance of education is devolved to the provinces headed by PDEs in charge of primary, secondary and tertiary education in their areas of jurisdiction. Provincial education offices have different departments with staff responsible for different education activities and functions within the provinces. However, the governance structure is different

in cities and municipalities, where ECD and primary education is under city/municipal education authorities (falling under the Local Government Ministry) with departments and staff to oversee curriculum delivery and quality assurance of ECD centres and primary schools; while PDEs retain mandate over secondary and tertiary education. PDEs are supported/guided by Provincial Education Boards (PEBs), the main governance organ for the education sector at the provincial level (there are eight provinces, being phased out as per the provisions of the new Constitution). Below the PDEs we have DEOs responsible for overall management and governance of education in their respective districts all the way from ECD to tertiary levels.

The DEOs have departments with staff undertaking various education functions in the districts (currently we have 285 districts, falling within the newly created 47 counties). The DEOs are guided and supported by DEBs, which is the main policy organ governing the education sector in the district. It is important to note, that both PDEs and DEOs are also responsible for teacher management issues in their respective areas through Agency on behalf of TSC. At the institutional level, we have BoGs for secondary and tertiary institutions and SMCs for primary schools.

The Minister for Education has considerable powers vested in his office through the Education Act regarding the management and governance of the Education Sector. He/she appoints members of respective governing bodies and most of these bodies are required to refer cases for a decision to the Minister. This undermines the independence of the governing bodies and removes responsibility for decisions and accountability for their actions from themselves.

Further, in the absence of a strong system of checks and balances, cases of impunity and patronage have occurred. Due to the dual role of policy making and implementation, a heavy burden is placed on the Ministry, with some functions being neglected for capacity and lack of coordination reasons. The Task Force notes that it is not possible for the Ministry to undertake an objective evaluation of its own policies and plans. This in turn makes accountability very difficult. There are weak linkages in data management due to multiplicity of codes from different agencies such as TSC, KNEC and MoE. This means that one school in most cases would have more than three codes, causing disharmony and inconsistency in data collection.

As regards the legal framework, the present Act creates a centralized system of management and decision making at Ministry headquarters. Governance and management bodies at the provincial, district and institutional levels must refer many cases of decision making to the Ministry of Education headquarters in Nairobi.

The Task Force sought to establish, therefore, what pre-conditions were necessary to ensure that national government and the county government could cooperate in governance of the education sector in a harmonised and seamless way; what structures would be necessary to facilitate this, what the roles and responsibilities of political leaders, technical experts and professionals should be in the running of education affairs especially with regards to policy development, planning, implementation and monitoring, and what degree of responsibility for the provision of education services should be devolved to the counties.

8.2.1 Issues and Challenges

From the submissions and county consultations, the Task Force has found many of the issues facing the management of education were similar in the areas of governance. They include:

(a) Lack of clarity on the roles of parents, communities, civil societies, professional groups, teacher unions, sponsors, teachers, learners and other stakeholders in the running of the system.

(b) Lack of an education stakeholder forum or national education advisory council which could ensure that all stakeholders have a voice in the system.

(c) The sector is governed by too many un-harmonised rules and regulations, with the resultant conflict and failure to take action.

(d) Instances of mismanagement of resources and general non-accountability of the same in the sector at all levels - from Ministry headquarters to schools/institutions.

(e) Funds sent directly to institutions and those managed by MoE offices are not properly utilized. This is made worse by weak/less accountable governance structures and weak monitoring and tracking systems.

(f) The current management structure within the MoE is top-heavy and centralised, hierarchical and bureaucratic. Decision- making is inefficient with field officers preferring to refer matters up the chain of command rather than take action which could result in censure from the Ministry.

(g) Currently, vocational training institutions like youth polytechnics are managed by other ministries like Ministry of Youth Affairs, thus creating a problem of coordination as they still require technical support from either of the two education ministries.

(h) SMCs and BoGs do not have enough power to make all requisite management decisions for proper running and governance of their schools.

(i) The Education Act does not provide effectively for PTAs, neither do they have any legal recognition, despite the fact that this is a very important body in governance of schools. This implies that teachers, learners and parents at the moment do not have adequate voice in the governance of their schools.

(j) There is real and potential conflict between the County government, MoE and TSC in regards to their mandates in management and delivery of education services within the counties. The Task Force further observed that the conflict between Ministry of Education officials and school sponsors remains unresolved.

It is clear that the central government is mandated with provision of education services to all the citizenry at all levels. However, under the devolved structure, participation by major stakeholders and the county governments will need to be captured under a policy framework.

8.2.2 Recommendations for Improvements in Institutional Governance

The Task Force has seen it fit to structure the recommendations to deal with the identified challenges at the three levels i.e. national, county and institutional.

a) National Level Recommendations

(i) In terms of management of education, there should be one Ministry of Education headed by a Cabinet Secretary, supported by Principal Secretary (PS), who is the Chief Accounting Officer and a Director General (DG), who is the professional head of the Ministry and will be responsible for co-coordinating all the directorates. The DG must be a distinguished Professional Educationist with fifteen (15) years' experience.

(ii) There should be a functional review of the MoE in order to rationalise the number of directorates and staff in view of the devolution of responsibilities to Counties. The Task Force proposes the following eight directorates:

1) Policy and Planning
2) Partnerships and Private Educational Institutions
3) Research and Development

4) Higher and Teacher Education

5) Basic, Adult and Continuing Education

6) Technical, Industrial, Vocational and Entrepreneurship Training (TIVET)

7) Field and Co-curricular Services

8) Administration, Finance and Support Services

Each of these directorates will be headed by a Director in charge of different divisions and departments as defined in the regulatory framework. All the functions of MoE should be distributed between the eight directorates as outlined by the Principal Secretary.

(iii) Broad functions of the Ministry will include regulation, coordination, policy, planning, partnerships and curriculum oversight.

(iv) For governance and oversight in the education sector, there will be a National Education Board (NEB) whose role will be to advise the Cabinet Secretary on all matters concerning education in the Country. The membership of NEB will be appointed by the **Cabinet Secretary** and will comprise of not more than 14 members drawn from:

1) Renowned Educationist (1) (Chairperson)

2) Teachers Union representatives (2)

3) TSC (1)

4) Religious Organizations (3)

5) Kenya Private Sector Alliance Representative (1)

6) Representative of Parents (1)

7) Kenya Private Schools Associations Representative (1)

8) Head Teachers Associations (3)

9) Representative of PWDs (1)

NEB will have ex-officio members as follows:

1) PS, MoE

2) PSs of other relevant ministries

3) State Legal Office

The NEB may co-opt other members to address specific interests of society, which include but not limited to:

1) Student Councils

2) Marginalized groups

(v) Functions of NEB will be defined around the following areas:

(a) Advise the Cabinet Secretary and the relevant ministries on policy matters on education, training and research.

(b)   Monitor and evaluate implementation and effectiveness of all education policies and plans and produce periodic progress reports.

(c)   Collaborate with the proposed ESQAC commission/authority and stakeholders to uphold standards in education and training;

(d)   Work with relevant authorities and agencies to ensure that all the barriers to the right to quality education are removed and that the State facilitates realization of the right to education by Kenyans.

(e)   Approve guidelines developed by MoE on establishment of education and training institutions across the board.

(vi) The NEB will be supported by an independent secretariat headed by a full-time secretary appointed by the Board.

b) County Level Recommendations

(i) It is recommended that there should be a County Education Board (CEB) with a clear mandate to provide policy and governance oversight on education matters at the county. CEB will have a maximum of 14 members appointed by the Cabinet Secretary in consultation with county education stakeholders.

(ii) The membership of the Board should include the following:

1) Renowned Educationist from the county (1) (Chairperson)
2) Teachers Service Commission (1)
3) Teachers Unions Representatives (2)
4) Religious Organizations/Sponsors (3)
5) Kenya Private Schools Associations Representative (1)
6) Head Teachers Associations (2)
7) A Representative of Parents (1)
8) Representative of PWDs (1)
9) Business Community (1)
10) County Director of Education – Ex - officio (Secretary)
11) County Government Representative (1) (preferably the county secretary responsible for matters of education)

The CEB shall co-opt other members to address specific interests of society, which include but not limited to:

1) Student Councils
2) Marginalized Groups

(iii) Functions of the County Education Board will include the following:

(a) Interpret national policies in education based on the county needs.

(b) Initiate proposals for policy reforms.

(c) Plan, promote, develop, and coordinate education, training and research in the county in accordance with the provisions of the Education Act, national education policy and policies of the county government.

(d) Collaborate with appropriate authorities in the management of basic schools and TIVET institutions.

(e) Register and maintain a data bank of all education and training institutions in the county.

(f) Monitor curriculum implementation in Basic Education Schools and TIVET institutions.

(g) Monitor the conduct of examinations and assessments at the Basic Education and Training levels in the county in collaboration will all the relevant national bodies.

(h) Appoint members of Board of Management for Basic Schools and TIVET institutions within the county.

(i) Collaborate with TSC on teacher management.

(j) Hear and determine appeal cases on discipline and complaints related to matters of education.

(k) Prepare a comprehensive annual report on all areas of its mandate including education and training services, curriculum and policy implementation within the County and furnish the Cabinet Secretary with the same.

(l) Oversee the operationalization of ECDE programmes in the county.

(m) Work with all relevant agencies to ensure that all the barriers to the right to quality education are removed and that the county government works with central government to facilitate realization of the right to education within the county.

(n) Put measures in place to ensure all children and youth of school going age attend and stay in school to complete Basic Education.

(o) Resource mobilization.

(p) Perform such other functions as may be conferred upon it in accordance with the provisions of Education, national education policy and county government policies.

(q) The functions of the Board may be executed through technical committees.

(r) Conduct County Primary 3 Assessments.

(iv) Education at the County level will be headed by a County Director of Education (CDE), to be recruited by PSC through a competitive recruitment process with appropriate staff to oversee/carry out education activities as per the needs of the county. The CDE is the Professional head of educational services at the county level. Each county will have a county Director and appropriate staff as per the needs of the county covering the following critical areas:

1) ECDE (an officer of the county)

2) Vocational Institutions and Youth Polytechnics (an officer of the county)

3) QAS (answerable to CDE)

4) Assessments and Examinations (KEAC officer answerable to CDE)

5) Curriculum (KICD officer answerable to CDE)

6) TIVET and Higher Education (MoE officer answerable to CDE)

7) Basic Education (basic and high schools)

8) Finance and Audit (answerable to CDE)

9) Special Needs Education.

(v) The CDE will work closely with other relevant county officers for the promotion of education at the county level.

(vi) The chairman of the CEB will be appointed by the Cabinet Secretary from persons who are residents in the county but conversant with matters of education.

(vii) The county Governor shall recommend a nominee to the CEB to be appointed as an ex-officio member.

(viii) At the Sub county level, there will be established an Education Office, headed by a Sub County Education Officer (SCEO) reporting to CDE. The SCEO will have adequate staff as defined by the CDE's office. The functions and responsibilities of SCEOs will be defined by the CDE.

(ix) There will a Sub County Education Committee (SCEC), whose secretary will be the Sub County Education Officer.

(x) The membership of the SCEC will be as follows:

1) Educationist from the constituency (1)

2) Head Teachers Association representatives (2)

3) Teachers Service Commission representative (1)

4) Religious Organizations representatives (3)

5) Kenya Private Schools Associations Representative (1)

6) Professionals from the constituency (1)

7)   Teachers Unions (2)

8)   Parent Representative (1)

(xi) The functions of the SCEC will be as follows:

(a)   Be a link between the CEB and the Sub County in regards to education matters through the Sub County Education Officer.

(b)   Co-ordinate co-curricular activities at the Sub county/constituency on behalf of the CEB.

(c)   Support BOMs of Institutions in the constituency when required.

(d)   To preside over the elections of BOMs and PTAs in primary schools.

c)   Institutional Recommendations

(i)   At the institutional level, there should be one management organ in charge of the day-to-day management or running of the institution known as Board of Management (BoM).

(ii)   The BoM for Primary Schools will be composed of not more than nine members drawn from the following:

1)   ECDE – Parent (1)

2)   Lower Primary - Parent – (1)

3)   Upper primary - Parent (1)

4)   Sponsors (3)

5)   Teachers representative (1)

6)   Professionals (community) (2)

Ex-officios will be:

1)   Head teacher as Secretary

2)   Sub-County Education Officer

3)   Ward representative

The BOM for primary may co-opt other members to address specific interests of the community.

(iii) The BoM for Secondary Schools will be composed of not more than nine members drawn from the following:

1)   Parents (3)

2)   Professionals (1)

3)   Community Interests (2)

4)   Sponsor (3)

Ex-officios will be:

1) Head teacher

2) Ward representative

3) CDE or representative (1)

The BOM for secondary may co-opt other members to address specific interests of the community.

(iv) During the inaugural meeting the members will elect one of their own as Chairperson, and the school manager as the Secretary; for sponsored schools one representative shall be the Chairperson.

(v) The Councils for TTCs and TIVET institutions will be composed of not more than nine members drawn from the following:

1) Student Leaders (1)

2) Sponsors (1) for sponsored Institutions

3) Nominee from employment organizations (2) (TSC for TTCs and FKE for TIVET)

4) Professionals (3)

Ex-officios will be:

1) CDE or representative (1)

2) Principal /Manager as Secretary

The Council for TTCs and TIVET institutions may co-opt other members to address specific interests of the community.

(vi) At each level, the BoM/Council should select an executive committee of up to three members to work and support the Manager on the day-to-day running of the institution.

(vii) There will be a panel led by the Sub-County Education Officer (SCEO) to preside over nominations or elections of BoM members for Primary Schools. After each institution's elections, the SCEO will forward names of duly elected BoM members to CDE for appointment by the County Education Board.

(viii) Nominations or elections of members of BoMs/Council for Secondary Schools, TTCs and TIVET institutions will be managed directly by CEB.

Each institution will have a Parent Teachers Association whose membership will be as follows:

(a) Primary School:

(i) The 3 parents in the BOM

(ii) One parent (1) representative per class i.e. for Pre-primary; Six (6) for Primary, and

(iii) Three (3) teachers i.e. One for Pre-Primary and two Two (2) for Primary.

(b) Junior Secondary School:

(i) 3 parents in the BOM

(ii) Three (3) parents – each representing a class

(iii) Three (3) teachers

(iv) One (1) student council representative

(c) Senior Secondary:

(i) The 3 parents in the BOM

(ii) Three (3) parents per specialization stream

(iii) One (1) teacher per specialization stream

(iv) One (1) student council representative

The Chairperson of the PTA in both Primary and Secondary Schools will be elected by the members during their inaugural meeting.

(ix) The functions of the PTAs among others will be to:

  (a) Speak on behalf of parents and teachers on matters concerning the running of the institution.

  (b) Endorse agenda for Parents Teachers meetings.

  (c) Receive periodic reports from the BOM on the institution affairs.

  (d) Endorse development plans for the institutions.

  (e) In collaboration with the BOM, raise funds to meet the development plans for the institution.

(x) Students' Councils can raise issues of concern with the BOM through the PTA.

(xi) Each junior and senior secondary and tertiary institutions will have to establish Student Councils with effective representative committees incorporating all learner interests in the institution, to harness, nurture and promote effective participation of learners in teaching, learning and extra-curriculum activities as well as management of their institutions.

(xii)　In all the three cases the BoM/Council shall meet at least three times a year.

(xiii)　Functions of BoMs/Council at all levels will include the following:

  (a) Provide oversight on management of the school.

  (b) Monitoring curriculum delivery and learning achievement in the institution.

(c) Develop all institutional policies and ensure accountability and prudent use of institutional resources.

(d) Resource mobilization for institutional development based on agreed strategic plan.

(e) Promote networking and partnership for the institution.

(f) Discuss, approve comprehensive termly and annual reports and forward them to the County Education Boards through the CDE's office.

(g) Promote quality education and training for all learners in accordance with the standards set under the Education Act, national policies and county government policies.

(h) In consultation with relevant agencies supervise and ensure quality in curriculum implementation and delivery and oversee the conduct of examinations and assessments at the institution.

(i) Ensure and assure provision of proper and adequate physical facilities as well as teaching and learning resources in order to create enabling environment for the school community to perform their duties effectively to achieve set objectives of the institution.

(j) Advise the CEB on the resource needs of the institution.

(k) Receive, approve, institutional budget.

(l) Receive and discuss audited reports for the institution.

(m) Make recommendations to CEB on appointment and removal of qualified and suitable institution managers.

(n) Encourage local community, parents, learners, teachers and stakeholders to actively participate in development of the institution.

(xiv) All BOMs and Council Members for TTC and TIVET institutions will be paid a sitting allowance as will be determined by the MoE and shall hold office for five (5) years.

(d) Management and Governance of Universities

Currently, Universities are managed by individual Universities' Act but the Task Force took note of the ongoing reforms targeting universities, particularly the movement towards establishment of a single Act of Parliament to govern operations of all public and private universities. We, therefore, recommend that in this process, all stakeholders in higher education should be adequately consulted to ensure that management and governance

structures of our universities are reformed to conform to the requirements of the New Constitution and Vision 2030.

(e) Role of Faith-Based Sponsors in Education and Training

A sponsor refers to any religious organization which provided land where a school or education institution sits and has continued to provide spiritual guidance.

Roles of Sponsors should include:

(a) Being consulted in appointment of institutional managers

(b) Nominating faith-based persons to manage the spiritual aspects of a school

(c) Participating in Board of Management as full members

(d) Providing spiritual leadership and guidance to the institution

(e) Providing ethos of the institution

(f) Participating in resource mobilization.

8.2.3 Proposals to Improve Governance and Accountability in Education Sector

(a) All heads of institutions and members of Boards of Management will be held accountable and liable for any loss, misuse or embezzlement of funds under their docket either from parents, donors or government. In case of any malpractice, credible investigations will be carried out by relevant authorities, and those found guilty or culpable will not only be held to account, but will also be forced to repay back all the lost funds to the institution.

(b) All officers in the Ministry of Education at all levels will be held accountable and liable for any loss, misuse or embezzlement of funds signed for either as imprest or project/activity implementation funds drawn directly from the MoE, NGOs or development partners. In case of any malpractice, credible investigations will be carried out by relevant authorities, and those found guilty or culpable will not only be held to account, but will also be forced to repay back all the lost funds to the Ministry.

(c) MoE should employ all support staff for schools, under a well-defined scheme of service.

(d) In order to streamline data collection, processing and management, the Education Act and Policy should provide guidelines and penalties for officers who give false information or fail to participate in this process. In addition, there is need to create one unique institutional identifier for purposes of data collection and build capacity of field officers and heads of institutions in data collection, management and processing and storage.

(e) In order to strengthen institutional accountability and address cases of mismanagement and wastage of resources within education institutions the following must be done by heads of institutions and Boards of Management:

(i) All institutions must form and support pupil or student councils, with effective committees, through which they can discuss and raise their concerns, voice their issues and prepare recommendations on how best they want their school to be managed or run. Teachers, heads of institutions and Boards of Management should use these councils and committees to ensure regular, genuine and effective consultations with learners.

(ii) In addition to parental participation, institutions should device ways and means of engaging members of the local community in governance of the institutions. This will strengthen community support and ownership and promote accountability and transparency.

(iii) All Boards of Management must prepare annual plans and budgets, with termly implementation plans, which must be made public and available to learners, parents, teachers and other stakeholders at all times. In addition, implementation plans, finance reports and books accounts showing all receipts and expenditures must equally be made public and available at the end of every term. These termly implementation and finance reports should be sent to CEBs with copies posted on institution's notice board.

(iv) Strengthen both finance unit and internal audit systems, by providing close supervision and improving integrity through trainings for news skills and values.

(v) Establish a strong M&E division at the MoE to ensure that implementation of education programmes, projects and activities are followed and tracked regularly.

(vi) NEB, CEB, and BoMs must ensure there are adequate and proper systems, structures and mechanisms in place to promote accountability and transparency in use of education sector resources at all levels. They have to ensure that funds meant for education programmes and activities within the Ministry, county and for respective institutions are utilized properly for intended purposes. Any officer found guilty of misuse or embezzlement of education resources should be held accountable and made to pay in accordance with the provisions of the Constitution, particularly Chapter Six on Leadership and Integrity.

(vii) All private schools should be regulated and supervised by MoE and other education bodies as established in the Education Act to promote quality and

ensure standards. Figures 8.1 and 8.2 represent the proposed MOE and county organograms, respectively.

Figure 8.1: PROPOSED MOE ORGANOGRAM

PROPOSED MOE ORGANOGRAM (CONT.)

```
                          ┌─────────────────────┐
                          │  Cabinet Secretary  │
                          └──────────┬──────────┘
         ┌....................................┼────────────────┬────────────┐
         ▼                                    ▼                ▼            ▼
  ┌────────────┐              ┌──────────────────────┐  ┌───────────┐  ┌───────┐
  │    TSC     │              │  Principal Secretary │  │   ESQAC   │  │  NEB  │
  └────────────┘              └──────────┬───────────┘  └───────────┘  └───────┘
                                         ▼
                          ┌──────────────────────────────┐
                          │ MINISTRY OF EDUCATION SAGAS   │
                          └──────────────┬───────────────┘
                                         ▼
```

| NCRST | KISNE | KEMI | KLB | KEAC | NQA | KICD | JKF | HTELB | CHE | CEMASTEA |
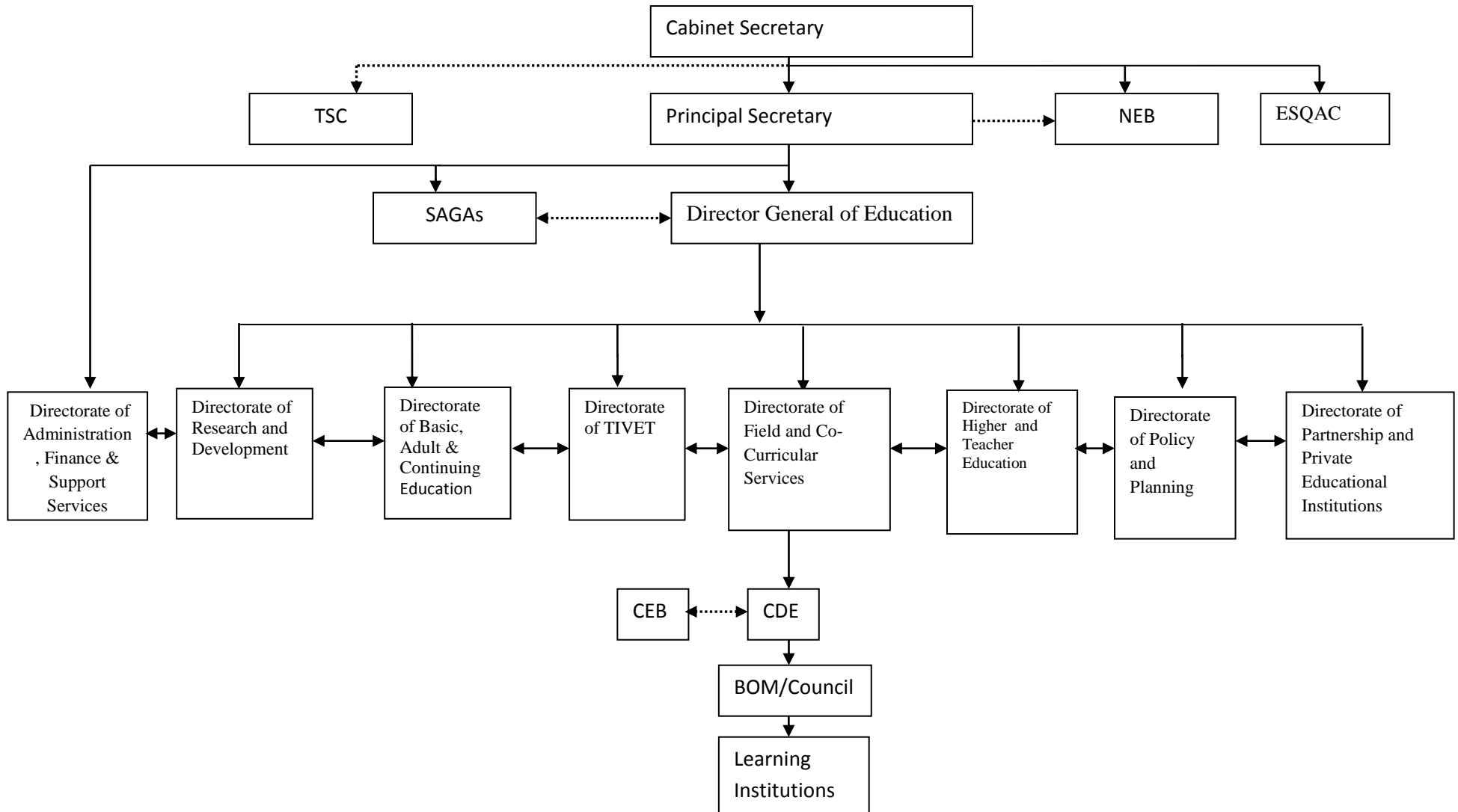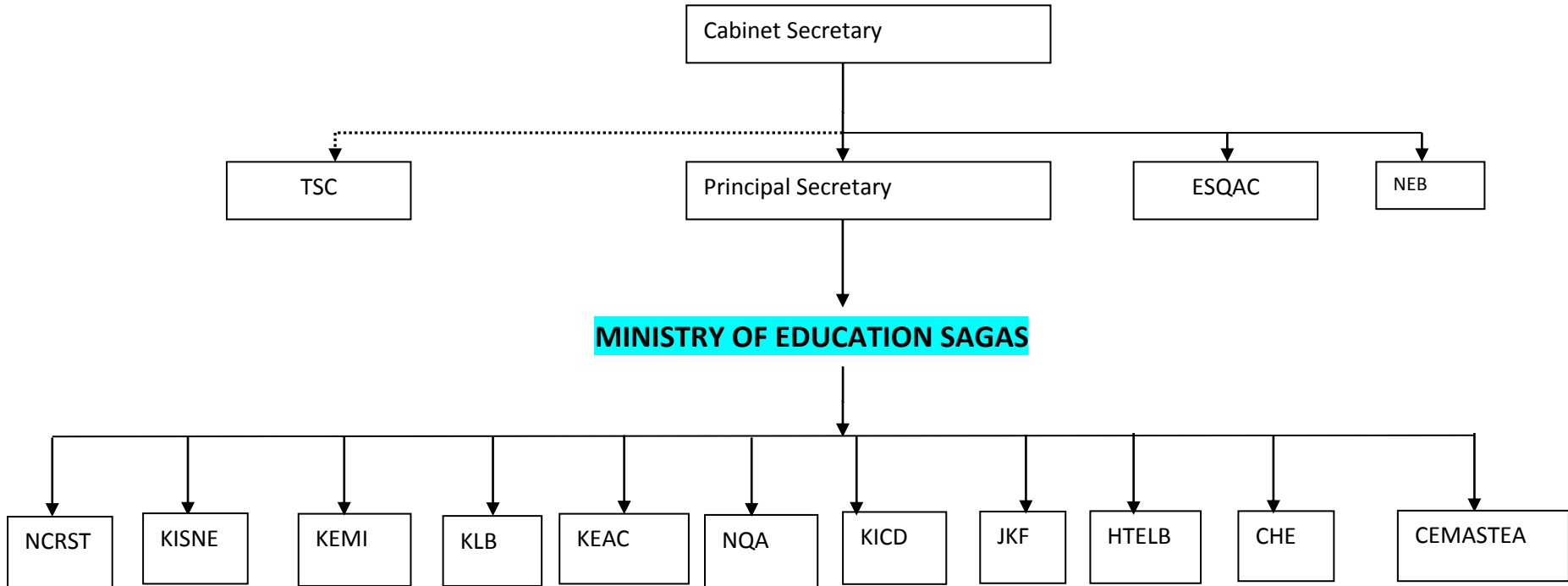
Figure 8.2: PROPOSED COUNTY EDUCATION ORGANOGRAM

```
                              ┌─────────────┐
                              │     CEB     │
                              └──────┬──────┘
                                     │
                              ┌──────▼──────┐        ┌───────────┐
                              │     CDE     │◄······►│   ESQAC   │
                              └──────┬──────┘        └───────────┘
                                     │
    ┌────────────┬─────────────┬─────┼────────┬──────────────┬──────────────┐
    │            │             │              │              │              │
┌───▼──────┐ ┌──▼────────┐ ┌──▼──────┐   ┌───▼──────┐  ┌────▼──────┐  ┌────▼──────┐
│Basic,    │ │Partnership│ │Schools  │   │Policy,   │  │Field & Co-│  │TIVET,     │
│Adult &   │ │and Private│ │Audit    │   │Planning &│  │curriculum │  │Higher     │
│Continuing│ │Institutions│ │         │   │Research  │  │Services   │  │&Teacher   │
│Education │ │           │ │         │   │          │  │           │  │Education  │
└──────────┘ └───────────┘ └─────────┘   └──────────┘  └───────────┘  └───────────┘

┌──────────┐                    ┌─────────────┐
│   SCEC   │◄··················►│    SCEO     │
└──────────┘                    └──────┬──────┘
                                       │
                      ┌────────────┐   │   ┌──────┐     ┌──────┐
                      │ Secondary  │◄──┴──►│ BOM  │◄···►│ PTA  │
                      │  Schools   │       └──────┘     └──────┘
                      └────────────┘
                              ┌──────┐
                              │ WEO  │
                              └──┬───┘
                                 │
                      ┌──────────▼──┐       ┌──────┐     ┌──────┐
                      │  Primary    │◄─────►│ BOM  │◄···►│ PTA  │
                      │  Schools    │       └──────┘     └──────┘
                      └─────────────┘
```

192
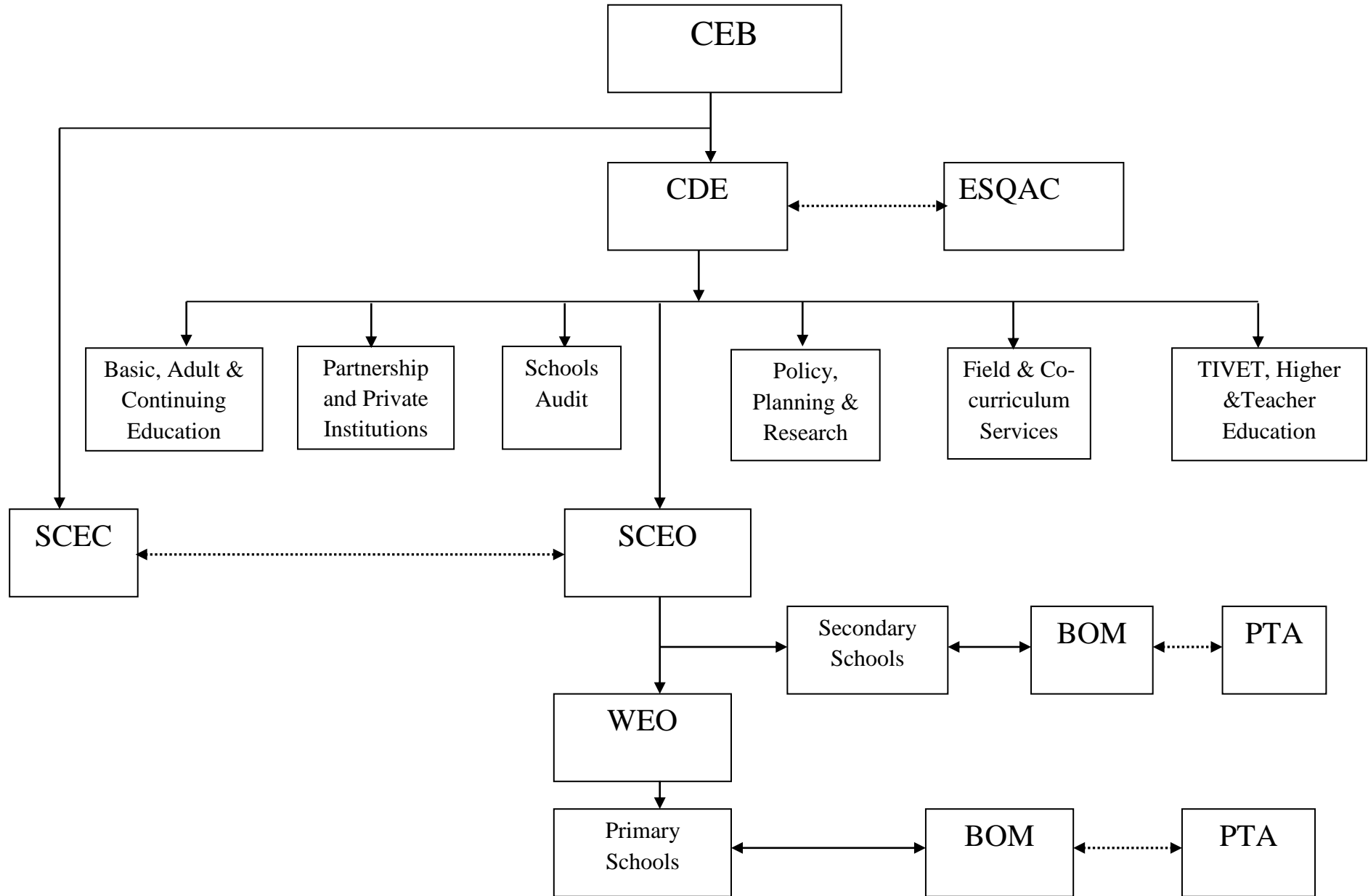
CHAPTER NINE
9.0 HUMAN CAPACITY DEVELOPMENT AND TRAINING

9.1 Introduction

The most important resource for socio-economic development of a nation is the human resource. Nations and individual organizations continually invest heavily in human resource capacity development. Human capacity development in the education sector is defined as a planned process designed to improve the effectiveness of education staff by enhancing their knowledge and skills in response to changing circumstances with the intent of improving the quality of education and training.

Human capacity development programmes, must therefore aim, at raising staff competence, and stimulating their attitudes. These staffs in general, being individuals have differing needs and for that reason, a whole range of development opportunities must be made available at all levels.

The Ministry of Education's efforts are geared towards having a "Globally Competitive Quality Education, Training and Research for Sustainable Development" by 2030. The Ministry therefore requires adequate and quality human resource necessary for the realization of the economic, social and political goals of the Vision 2030.

9.2 Situational Analysis

Educational staff refers to the various persons in the various offices and government agencies mandated to undertake provision of education, for example, the Provincial Directors of Education and District Education Officers (PDEs & DEO's), Board of Governors, School Management Committees (BOGs & SMCs).

9.2.1 Current HR Capacity Situation

(a) The HR function in the Ministry broadly entails planning, attracting, engaging and retaining the required staff levels in terms of quality and quantity, to facilitate the Ministry to achieve its mandate.

(b) The current human resource capacity/strength of the MoE is 5,300 personnel against an establishment of over 10,000. Issues exist over staffing levels and the

effectiveness of deployment policies. A key issue concerns the management of staff and the funding of units and sections to meet their work demands. It was evident that some staff are under-utilized while others were overworked.

(c) MoE administers schemes of service for the following cadres: education officers, quality assurance and standards officers, adult education officers, adult education teachers, lecturers (for the MDTIs) and School Auditors.

(d) In terms of management structure of MoE, we currently have the following categories:

    (i)   Minister and his/her assistants

    (ii) Permanent Secretary

    (iii) Education Secretary overseeing Directorates

    (iv) Administration

    (v) Field Staff at all levels.

All these officers are responsible for management of both human and other resources so as to facilitate smooth operations of the Ministry as a whole.

(e) At institutional level, all secondary schools have BoGs appointed by the Minister for Education, while most primary schools have SMCs elected by parents. However, the centralized appointment for BoGs has been characterized by delays in constituting the boards leading to management and governance lapses. Though there are guidelines on qualifications of members to these boards/committees, these have not been followed to the letter, mainly because of lack of qualified persons in some areas.

(f) On average each secondary school has the following categories of core non-teaching staff employed by the BoG—bursars/accounts clerks, secretaries, matrons, lab assistants, storekeepers, cooks, watchmen, groundsmen/women and cateresses. Besides these, some schools have non-core staff who include artisans, technicians, housekeepers, nurses, drivers, librarians, computer technicians and farm assistants.

(g) At the moment the Ministry expects schools to employ these personnel based on the recommendations of the Task Force on Affordable Quality Secondary Education in Kenya of 2007, which proposed guidelines on staffing norms for non-teaching staff.

(h) In primary schools, non-teaching staff are employed by SMCs. These include watchmen, groundsmen/women and cooks. On average primary schools employ ten support staff.

(i) All schools (primary and secondary) are headed by school heads appointed by TSC on deployment, but reporting to DEOs and PDEs, respectively. Qualifications for being head of a secondary school is a minimum of job group M, while for primary it is P1 and having passed the headship interviews conducted by DEOs.

(j) Enrolment levels in ECDE, Primary, Secondary Schools and Middle Level Colleges have increased:

   (i) The introduction of Free Primary Education (FPE) in January 2003 resulted in a significant increase in enrolment in primary schools, rising from 7.2 million in 2003 to 9.4 million in 2010. An increase of 30.6 percent; translating to an annual increase of 3.8 percent over the last 8 years. This phenomenal increase has presented primary education with some significant challenges particularly to teachers in some districts, especially those in high potential and urban slums; teachers have to provide education to class sizes of 100 students and more, while in other districts, e.g. in the ASAL areas, class sizes, may be less than fifteen (15) children in a class.

   (ii) At secondary level, the government has continued to implement Free Day Secondary Education (FDSE), whose objective is to increase access to secondary education by providing more resources. This is in line with the policy of having 12 years of Basic Education as well as meeting the new constitutional requirement towards providing right of education to the citizens. At this level, the total enrolments have increased by 12.9% from 1,507,546 students in 2009 to 1,701,501 students in 2010.

   (iii) The total teacher trainee enrolment in primary TTCs rose from 26,324 in 2009 to 28,466 in 2010, an increase of 8.1%. On the other hand, enrolment in the three diploma training colleges rose from 2,002 trainees in 2009 and 2,076 trainees in 2010. The proportion of female enrolment in P1 and Diploma colleges was 50.1% and 39.2% respectively.

   (iv) The overall TIVET enrolment declined by 6.9% from 89,023 in 2009 to 82,843 in 2010. Youth polytechnics accounted for 40.0% of the total enrolment followed by Technical Training Institutes at 27.6%, while enrolment in Kisumu and Eldoret National Polytechnics increased by 23.9%.

(v) The decrease in TIVET enrolment should be of grave concern to planners and policy makers since without increased enrolment in technical education, our journey towards Vision 2030 will be hampered.

This trend in surging enrolment at all levels except TIVET, and growth in number of education and training institutions at all levels has great implications on human resource requirements. It means, therefore, that as we plan human resource needs for MoE (which is envisaged to combine both MoE and MoHEST) we have to factor in this level of growth and projections into the future.

In addition to the institutions mentioned above that fall under the Ministry of Higher Education Science and Technology (MoHEST), other Government Ministries operate institutions that provide specialized technical training. These include institutions run by the Ministries of Home Affairs, Office of the President, Agriculture, Health, Water Resources Management and Development, Roads and Public Works, and Labour and Human Resource Development, among others.

Furthermore, the policy of inclusive education, particularly for vulnerable children and children with Special Education Needs means many teachers need skills to help them continue to provide a relevant and supportive service to all children. To this end, the success of the FPE initiative will largely depend on having a well trained, well educated and highly motivated education sector staff and teaching force.

It is expected that on the issue of teachers, TSC given its new mandate will establish the number of teachers required between now and the year 2030 and put in place a concrete strategy and plan for recruitment, deployment, motivation and management.

9.3 Overview of Skills and Competences

MoE workforce at the top management level and in the field possesses the necessary educational and professional qualifications. Officers at this level are expected to demonstrate a high degree of professional competence, administrative and managerial capabilities in planning, organizing and controlling resources. They are also expected to understand national goals and policies and interpret them in their respective

departments/divisions. Besides this noble role, the officers are also agents of change and reforms to enable the Ministry staff embrace improved practices in the workplace.

9.4 Issues/Challenges in Human Capacity

The team noted several challenges and issues affecting human resource capacity and development. These include:

(a)   HR management in the education sector has proved cumbersome and complex as a result of large numbers of staff involved at every level; the variety of staff and grade levels, recruitment of temporary and auxiliary staff.

(b)   There has also been a problem of stagnation, with some officers remaining in one job group for over 12 years.

(c)   Deployment of staff has not always matched the individual's skills and competences.

(d)   Staff morale is low, especially as the management of staff is largely ineffective, and their staff development needs are not being met. Deployment of staff is not systematic, whilst most critical activities are generally being undertaken by available personnel rather than by most skilled or experienced employees. This leads to a lack of job interest, low morale and low motivation, which eventually affects service delivery.

(e)   In some cases underutilization of the workforce contributes to high staff turnover.

(f)   No clear policies/guidelines exist on probationary service and subsequent confirmation.

(g)   Lack of capacity to impart new key competences that are needed in a rapidly changing and dynamic world, to enable staff fit and function well in the labour market.

(h)   There are a limited range of capacity building opportunities made available to staff. Appraisal is viewed by many as a bureaucratic process which has little relevance to improving performance and accountability. Appraisal forms are filled as a matter of routine, and not used as a means for enhancing staff development objectives.

(i)   Many INSET events take place without proper coordination, or having been assessed for the quality and effectiveness thereof. Sessional Paper No. 1 of 2005 noted that there are gaps between competences and the responsibilities of educational staff in majority of the posts. Therefore, the need for collaboration

between the Public Service Commission (PSC), which recruits officers and the Permanent Secretary who deploys and supervises officers in the field was emphasized. The situation has not improved since then.

(j)   Low commitment of specialized personnel seconded to MoE by other Ministries.

(k)   In most cases, Provincial and District Education Officers act as conduits for transmitting information from the field to the Headquarters. Most matters that could be decided at local level are not addressed, with officers preferring to leave decisions to be made higher up the authority chain.

9.5 General Recommendations/Proposals for Human Capacity Development

Kenya will only be able to deliver and achieve her education goals when an adequate number of personnel, with requisite qualifications with commitment to their career exist. Measures need to be taken to strengthen the existing capacity for planning, policy development, financial management and management. It is recommended that:

(a)   The capacity and programmes of KEMI be expanded to provide training in Education Management at all levels of the education sector.

(b)   All persons serving as members of BOMs receive training in general school management and financial management, in particular.

(c)   A systematic, transparent system of promotion be established, with rights of appeal for persons who feel they have been discriminated against.

(d)   Job descriptions and job specifications should be prepared in clear terms for all categories of staff. All employees of MoE should sign from Performance Contracts, from which annual appraisals accrue.

(e)   Probation should be used as a period of consolidation based on practical experience. New staff should be adequately supported during this time and be provided with guidance and assistance by those nominated as their mentors.

(f)   Clear links should be developed between staff appraisal and the individual's personal professional development. Staff development programme should emphasize "on the job" competences.

(g)   There is need to carry out a survey to establish the optimal staff requirements at all levels as per the responsibility.

(h)   The MoE should consider out-sourcing specialized services that are generally done poorly by officers seconded by other Ministries.

There is need to focus on training technical staff in other professional courses as directed by the Public Service Commission, in such areas as:

(i)   Financial management

(ii)   Performance based management and accountability

(iii)   Policy formulation, analysis and implementation

(iv)   Project planning and management

(v)   ICT for development

(vi)   Performance contracting and evaluation

(vii)   Communication, report writing and change management

(viii) Negotiation skills and conflict management

(ix)   Fundamentals of human resource management and development

(x)   Procurement, planning and reporting

(xi)   Monitoring and evaluation.

CHAPTER TEN

10.0   MENTORING AND MOULDING TO NURTURE NATIONAL VALUES

10.1 Introduction

The MoE's purpose for requiring the Task Force to consider the issue of Mentoring and Moulding in the ToRs, demonstrates the importance of an individual's right to dignified growth and development, free association and free speech. This is facilitated by the education system, which prepares individuals to participate effectively in society in an informed and acceptable way on the basis of values aimed at national cohesion and unity. Article 10 of the Constitution, 2010 contains the national values and principles of governance to be upheld by all Kenyans. Education and Training will provide the best medium of inculcating these values. The values include:

(a) Patriotism, national unity, sharing and devolution of power, the rule of law, democracy and participation of the people.

(b) Human dignity, equity, social justice, inclusiveness, equality, human rights, non-discrimination and protection of the marginalized

(c) Good governance, integrity, transparency and accountability; and

(d) Sustainable development.

In addition, article 11 recognizes culture as the foundation of the nation and as the cumulative civilization of the Kenyan people and nation. Education and training therefore shall:

(a) Promote all forms of national and cultural expressions through literature, the arts, traditional celebrations, science, communication, information, mass media, publications, libraries and other cultural heritage.

(b) Recognise the role of science and indigenous technologies in the development of the nation; and

(c) Promote the intellectual property rights of the people of Kenya.

The Vision 2030 further reckons that Kenya's journey towards widespread prosperity involves building a just and cohesive society that enjoys equitable development in a

clean and secure environment. Some of the related major challenges that need to be addressed within the education sector include:

(a) Causes and effects of post-election violence of 2008
(b) HIV AND AIDS menace
(c) Substance abuse and related addictions

Mentoring is a long standing form of training, learning, guidance, encouragement, support and development and an increasingly popular tool for supporting personal growth and development. It involves giving help and guidance in a non-threatening way and in a manner that the mentee will appreciate the value and get empowered towards achieving set goals. Mentoring is a one-to-one relationship in which a mentor supports a mentee to achieve academic, career, social or personal goals. The mentoring process therefore is always between an experienced person, the mentor, and a new entrant or learner, the mentee. This is carried out over a prolonged period of time, providing consistent support and guidance. The knowledge, skills and attitudes acquired are especially important when the mentee goes through difficult and challenging situations or periods in life.

Moulding on the other hand is the art of shaping an object, substance or human being to a desired outlook or frame, in terms of both internal and external features; and can even include shaping mannerisms and character. It is therefore a specific and definite systematic way of impacting or inculcating principles and ethos of the society. Ideally, moulding and mentorship complement each other with moulding coming out as part of the wider process of mentoring. Mentoring and moulding are provided first by parents and once the young ones leave home, teachers, tutors and significant others take over. This involves inducting persons into values endorsed by the country, the family, community, a school, university or place of work.

A mentor is distinct from a role model. With role modelling, the individual feels they wish to mirror or copy their role model, whereas in a mentorship relationship the mentor's job is to guide the mentee, who still retains independence and volition and develops his or her own social skills. The essence of mentoring is to bring about sustainable growth and development in young people. It can be an important role played by leaders and people in position of authority provided the motive is honest and not for

purposes of personal gain or influence. At best it can establish, entrench and institute a culture of excellence over time with careful selection and training of mentors. Mentoring can also turn sour if the relationship fails to allow the mentee freedom of thought and action. In a mentorship relationship, the mentee does not learn through direct instruction but through guidance and learning from experience. The mentor becomes, in effect, the gateway to the expertise and resources the mentee needs to succeed.

There are basically three types of mentoring, namely, career/business, personal development and educational mentoring.

(a) Personal development involves aspects of character building such as ethics, values and integrity, career exploration, communication, interpersonal relationship, network and leadership skills. This helps mentees to see things that they might ordinarily miss out on their own, thus improving their self-awareness, self-confidence and self-discipline as well as correcting areas of their character that could stand in the way of making them achieve their goals. A mentor can act as a sounding board for trying new ideas or skills by encouraging the mentee to safely take risks before leaving the nest.

(b) Educational mentoring helps improve learners' overall academic performance and achievement. This supportive form of development leads to an increase in the learner's self-esteem and social skills. The moulding that takes place helps to shape the character by helping to pattern the behaviour of less privileged persons with the goal of achieving desired results. It also involves grooming youths so that they become effective leaders.

(c) Career mentoring involves helping the mentee develop the necessary skills to focus on a career path that will be beneficial to both the mentee and the society as a whole. The people with the most experiences effectively pass down knowledge, facilitating faster goal achievement by providing support and innovative strategies. The mentor's experience provides valuable lessons, knowledge and attitudes to the mentee.

(d) The essence of mentoring is to bring about sustainable growth and development in the individual. The goal is to achieve more with less as a result of optimal resource utilization as the moulding establishes, entrenches and institutes a culture of excellence over time. Mentoring is a long-term interaction characterized by interrelation of activities, behaviors patterns, responses to challenges, proactive

positive reaction to life challenges. Consequently, mentoring helps in achieving growth as well as sustaining the intellectual and economic growth, emotional stability, temperamental enrichment and possessing a positive mental attitude towards life. Mentoring provides a good foundation for others to build on with some mentees becoming future mentors.

10.2 Current Status

Currently, mentoring as practised in Kenya has often been equated with concepts such as Guidance and Counselling, Moulding and Coaching. Moulding plays a significant role in character development and good leadership through techniques employed by a mentor in making the mentee adhere to the teachings and coaching. In the mentoring process, coaching refers to facilitating the acquisition and improvement of a skill through teaching, demonstrating and role play from the mentor. On the other hand, there is observation and participation from the mentee. Coaching is thus, both theory and practice.

Guidance and Counselling and Life Skills Education services are found within different levels of the education sector. Life Skills Education entails the acquisition of abilities for adaptive and positive behaviour that enable individuals to deal effectively with the demands and challenges of everyday life. The teaching of such skills are therefore aimed at equipping the learner with psychosocial competences that would help him/her make informed decisions, solve problems, think creatively, communicate effectively, build healthy relationships, empathize with those in need and manage his/ her life in a healthy and productive manner.

Guidance can be defined as the expert direction or help given to someone through teaching, directing, opinion giving, exemplifying, explaining, advising and instruction to enable the person to make informed and responsible choices so as to adjust or cope with various challenges in his/ her direct environment. Counselling is a helping process through a special kind of relationship to help individuals to get access to a greater part of their personal resources as a means of responding to the challenges in life.

The Ministry of Education (MoE) established a Guidance and Counselling Unit at the inspectorate headquarters in 1971. Following various recommendations and guidelines; and considering the seriousness with which the Government of Kenya (GoK) takes

Guidance and Counselling in learning institutions, the MoE has continued to improve structures and mechanisms to facilitate the establishment of guidance and counselling in schools. There is, however, a need to enhance this important service in line with the Vision 2030 and the Constitution, 2010.

10.3 Findings, Issues and Challenges

The Task Force drew on various reports, including The Ominde Report of 1964, the 'Gachathi Report' of 1976, the Presidential Working Party on Education and Manpower Training for the next decade and beyond of 1988, the Kamunge Report of 1986, the Development Plan, 1997-2000 and the Koech Report all of which recommended the need for guidance and counselling of learners without creating the necessary support structures.

The Task Force found a common thread throughout, namely, that many good ideas have not been implemented with funding and lack of capacity as the main reasons for lack of progress in this regard. One such programme with considerable merit, Peer Education and Counselling Clubs (PECC) has not been rolled out effectively in spite of its acknowledged value. The Task Force was informed that the Primary Education Curriculum for a Life Skills Education has not been effectively resourced and teachers have been left without adequate support. Similarly in the Secondary School, whilst handbooks for Life Skills and Guidance and Counselling exist, the programmes have not been effectively monitored or evaluated.

The Task Force also found that in some cases, schools have evolved their own learner mentoring programmes with Form One students being paired with older students and with teacher–parents being attached to monitor the progress of the new students until they settle in, but such innovations have not been effectively institutionalized across all primary and secondary schools.

At university level, guidance and counselling services are normally offered through the office of the Dean of Students. Two private universities, Strathmore and African Nazarene, have a successful mentoring programme for its students.

(a)   Mentoring and Moulding and other related support services are absent at the ECDE level.

(b)   A Curriculum for Life Skills Education has been provided for Primary School and Secondary Schools levels although the effectiveness thereof is not known.

(c)   Propagation of the National Values as stipulated in the Constitution, 2010 and the Kenya Vision 2030 is not evident.

(d)   Guidance and Counselling services are provided at Secondary School and University levels although the effectiveness thereof is not known.

(e)   Although laudable efforts have been put in place, the state of guidance and counselling services in Kenyan schools and colleges is far from adequate. Guidance and counselling course content in teacher training colleges is inadequate, the majority of teacher-counsellors are not trained and very few primary schools conduct guidance and counselling.

(f)   The majority of today's learners are faced with numerous crises related to human sexuality, peer pressure, drug and substance abuse, harmful traditional practices and negative media influence. In order to adequately and effectively manage these crises, the learners require guidance and counselling services, which currently do not exist in sufficient depth.

(g)   There is lack of evidence of mentoring and moulding taking place, or indeed any satisfactory preparation being provided for new entrants into the world of work.

(h)   The curricula on life skills and guidance and counselling need to be aligned with the new Constitution (2010) and Vision 2030.

10.4 Recommendations

(a) Develop a Mentoring and Moulding policy with clear guidelines on implementation, monitoring and evaluation in order to ensure relevance to the national values and culture.

(b) The MoE should undertake a major review of the provision and effectiveness of Guidance and Counselling across both Primary and Secondary schools, and come up with recommendations regarding the training of teachers and the funding, monitoring and evaluation of school-based programmes.

(c) Sponsors, parents and especially religious organizations to play an important part in Guidance and Counselling of learners. The MoE shall review and revise guidelines (rules of engagement) to govern such involvement, and provide funding for monitoring and evaluating such activities.

(d) The MoE to work closely with TSC and training institutions to ensure that every learning institution has trained guidance, counselling and mentoring teachers in sufficient numbers.

(e) The MoE to introduce standardized screening tools to assess persons given the responsibility of mentoring and guiding young people.

(f) Develop guidelines for a mentoring programme for parents and guardians at different stages of the child/student in order to empower them with appropriate parenting skills. Informed parents and guardians will be involved in the mentoring of the young people.

(g) Strengthen co-curricular activities including volunteerism and community out-reach services to enhance relevant values and introduce the young to the world of work.

(h) Develop criteria for identifying, training and developing mentors for the various levels and categories of the stakeholders.

(i) Services to be provided to enable learners cope with emerging issues such as HIV AND AIDS, substance abuse, disasters, conflicts, violence and trauma.

(j) Develop structured peer support initiatives in education and training institutions for service providers

(k) Orient the curriculum materials to integrate inculcation of relevant values and culture.

(l) Career guidance should be structured and strengthened as part of the mentoring programme.

(m) Establish a community out-reach service programme that promotes national unity, culture of community service and introduction to the world of work.

(n) Develop a drug and substance abuse prevention and management policy and guidelines for learners and staff in learning institutions.

(o) Strengthen the students' support system at higher institutions of learning.

(p) All teachers should participate in student support as one of their core duties.

(q) Mentoring and moulding should be integrated in topics such as Careers, Ethics, Human Relations and Family Life/Parenting.

(r) Mentoring should be strengthened at all levels and should target new teachers and as well as parents in Basic Education.

(s) Introduce students' support services units in all learning institutions. Guidance, counselling, moulding, mentorship and career guidance will be offered in these units.

(t) Mentoring and moulding should form part of the teacher-training curriculum in all teachers training colleges and at the university level, and to include parental guidance on parenting skills.

CHAPTER ELEVEN
11.0   RESEARCH AND DEVELOPMENT

11.1 Introduction

Research refers to a set of systematic investigative activities designed to survey, observe and clearly portray the status quo of Education and other social settings as well as the need and way of working towards continuous improvement of education or social process. It depicts a process of arriving at dependable solutions to problems through planned and systematic analysis and interpretation of data. It is a process of searching that never ends. In Education and Training, evaluation research seeks to provide objective assessment of the past, present and proposed programmes of action. It involves the collection of data by the researcher from the field to assist education planners plan efficiently and effectively.

The commonly used education researches include the following:

(i)   Quantitative research which involves the collection and analysis of quantitative data (numbers) to identify relationship between different variables, e.g. the infusion of FPE funds and enrolment in primary schools.

(ii)   Qualitative research, which involves the collection and analysis of qualitative data (non-numerical) data patterns, for example, the introduction of school milk and pupils' health.

(iii)   Mixed research, which combines both numerical and non-numerical data between variables to determine relationships.

11.2 Importance of Research in Education

(i)   It provides for needs assessment to justify an education programme and as a result gain approval for funding. It can also determine which activities are most needed in terms of priority and help target the most needy and those likely to benefit from an education programme. For example, while piloting the double shift programme in secondary education in Kenya, a needs assessment was carried out in 10 secondary schools to determine who was most likely to benefit from that programme.

(ii) Research is critical because it is used to evaluate processes and programmes. This assists the researcher determine whether the programme was implemented as

promised, how it was delivered and received.

(iii) Research done in a programme's formative stage may be used to modify it before mistakes are made. For instance, there was need to carry out a formative evaluation of FPE in the early stages of implementation to avoid wastages and get value for money.

(iv) Research is used to determine whether education goals and objectives are met, in what is called summative evaluation.

(v) Finally, research is important because it can be used to examine the broad context of an education programme to determine its political, social and economic ramifications and implications.

In summary, research plays the vital role of ensuring:

(i) Improvement and development of ongoing education activity

(ii) Accountability, certification and selection

(iii) Decision making

(iv) Increased awareness about activities while promoting desired values.

11.3 Current Status of Research in Education and Training in Kenya

Research in Education and Training in Kenya is not a new phenomenon. Over the years, the Government has undertaken various research processes that mainly sought to investigate the educational system and to address the socio-economic context of the country since independence. These were by way of education committees, working parties, commissions and task forces that were established to look into the broad objectives and issues in education in Kenya.

Recent developments have seen research confined to institutions of higher learning as basic institutions lacked the capacity and finance to carry out adequate research.

Research in MoE is undertaken by the following among others:

(a) **The Ministry of Education**

The role of the Ministry of Education as provided for by the Education Act Cap. 211 is the promotion of education in line with the national plan for socio-economic development. In this regard, research is undertaken through the collection of basic

educational statistical data at all levels, which then informs the Ministry of Education on issues relating to:

(a) Enrolment rates

(b) Retention rates

(c) Gender participation in education

(d) Transition and completion rates and

(e) Any other issues that impact on education.

(b) **The Kenya National Examination Council (KNEC)**

KNEC is involved in examination/assessment-related research. For example, in 2006 KNEC established the National Assessment Centre with a mandate of having an effective national system for monitoring learner achievement in the formative stages of any given education cycle. The result of this research is contained in a report – KNEC 2010 National Assessment Systems for Monitoring Learner Achievement (NASMLA).

(c) **The Kenya Institute of Education (KIE)**

KIE is involved in research of instructional supervisory programmes. It is central in the development of the curriculum, with a mandate that includes research on factors that determine the direction the curriculum will take and include political, social and economic demands. Another research role played by KIE is the approval of primary and secondary textbooks and other instructional materials.

"The institute has the express mandate of vetting text books and other instructional materials to make them curriculum compliant, of appropriate quality and acceptable standards. The yardstick for approval include such factors as syllabus coverage, content, illustration and layout, exercise and activities, price, durability" and gender sensitivity among others.

(Source: Republic of Kenya Ministry of Education approved list of primary and secondary text books and other instructional materials Revised 9th Edition: January, 2009.)

(d) **The Directorate of Quality Assurance**

Through interaction within the education institutions, the Directorate of Quality Assurance collects all the necessary data and information and informs the Ministry of

Education on trends in standards and achievements in Education in Kenya. As a research department it ensures that procedures are followed and maintained.

The purpose of standard assessment is to evaluate the quality of education provision within a school, focusing on the quality of teaching and learning and students' achievements; monitoring the quality of pedagogical processes in the school is at the core of the assessment process. The assessment process has strong research ingredients in that it involves the following:

- Observation of education management and leadership processes.
- Discussion with students to assess how well they are progressing.

(e) Examination of students' work.

(f) Discussions with staff, government and parents.

(g) Assessment traits.

(e) **The Teachers Service Commission (TSC)**

TSC as constituted in the new Constitution will engage in more research given the mandate, which include:

(i) To register trained teachers.

(ii) To recruit and employ registered teachers.

(iii) To assign teachers employed by the Commission in any public school or institution.

(iv) To promote and transfer teachers.

(v) To exercise disciplinary control over teachers.

(vi) To terminate the employment of teachers.

Furthermore, the Commission shall:

- Review the standards of education and training of persons entering the teaching service;
- Review the demand for any supply of teachers; and
- Advise the national government on matters relating to the teaching profession.

(f) **Kenya Institute of Special Education (KISE)**

KISE has the mandate of identifying students with special needs, training of teachers for special needs and monitoring, evaluation and reporting on special needs issues.

(g) **Directorate of Research, Management and Development**

It was established through a Presidential Order No. 1/87 to promote, facilitate and guide the national research system through policies that rationalize the integration of Research and Development (R&D) into the overall national economic development.

(h) At the Provincial and District level, the respective field officers i.e. **the Provincial Director of Education and the District Education Officer,** respectively play the critical research roles of identifying, planning, implementation, co-ordination, development of education and the inspection of all education (excluding universities) in their areas of jurisdiction.

(i) At the school level **the head teacher** is involved in research through:

- Improving teaching and learning by providing direction in terms of appropriate curriculum.
- Developing an organizational structure that provides for collegiality in curriculum implementation.
- Developing supervisory strategies.
- Providing instructional materials.
- Evaluation of pupils'/students' work and progress.
- Human resource management.

11.4 Issues and Challenges

a) Research has not been given prominence in institutions of basic education and has been seen as a preserve of institutions of higher learning and particularly at the postgraduate level. This is against a background of education being a social domain that begs for ample social research, since research is crucial to Education as a planning and management tool.

b) The twin programmes of Free Primary Education and FDSE that address access, equity, quality and relevance depend a lot on adequate and reliable data that should inform policy and practice. However, the absence of data due to weak research makes the implementation of Education programmes difficult and unpredictable. Growth and trends in enrolments are based on unreliable projections.

c) A mismatch between the skills obtained during the education and training cycle and the job market is caused by weak research on market/job skill requirement. This has

created hordes of unemployed youth.

d) While Vision 2030 calls for a technologically driven economy, lack of adequate funding to research on technology savvy economy may render its achievement a Herculean task.

e) While the industries are the consumers of the labour churned out from the education system, there is little collaboration between the industries and the education sector in terms of support for research.

f) Kenya suffers from a high level of brain drain because of poor remuneration of its highly skilled researchers. As a result there is little research undertaken at our institutions of learning.

g) There is the general challenge of inaccessibility of research materials/products, e.g. it was difficult for Kenyans to access the results of the last population census, yet such data is critical for planning in such sectors as education. This is compounded by poor connectivity.

11.5 Recommendations

(a) Evidence-based interventions informed by investigation or research should be encouraged. Proactive research to be undertaken at all levels to inform planning and determine the interventions that will deliver optimum results in each target area and target population in all sectors.

(b) Dissemination of research findings should be encouraged and enhanced by establishing a dynamic information and communication infrastructure.

(c) Position and strengthen research both as a discipline and as a tool of management.

(d) Introduce research in Basic Education, higher institutions and colleges in order to encourage critical, independent and investigative thinking among young learners. It should be applied as a way of life to inquisitive minds and encourage innovation among citizens. Research clubs to be established in schools.

(e) Research should be cascaded to the grassroots as a skill to create new knowledge and the capacity to apply it at all levels.

(f) Integrate research and related disciplines at all levels of education and training. The pool of skills emanating from education and training shall influence the ability to develop quality human resources in all sectors.

(g) The Government to deliberately promote research through investment, creativity and

learning by discovery through a participatory approach as well as promote attitudes receptive to research among the citizens.

(h) Align research to tackling developmental challenges through education as the avenue to enhance national values and cohesion including achievement of the Social, Economic and Political goals as articulated in the Vision 2030 and Constitution 2010.

(i) Expand the knowledge base open to researchers especially new technology based knowledge.

(j) Establish a network of research centres and think tanks with a capacity to tap into the growing stock of global knowledge, assimilate and adapt it to local needs and create new technologies as appropriate.

(k) Enhance basic and applied research at higher institutions of learning

(l) Proactive approach to research and development in collaboration with industry players.

(m) Co-ordinate research activities to ensure synergy and to avoid duplication by patenting research products.

(n) Conduct continuous M&E on implementation both internal and external.

In addition, the following interventions are proposed:

(a) Establish a strong and well-linked National Innovation System to ensure adequate linkage between academia and industry.

(b) Establish a national Data Management Information System (KMIS) for data sharing.

(c) Decentralize research services and spell out the role of the county governments in the regional Research and Development programmes.

(d) Establish an online national research database of abstracts – enhance connectivity.

There is need to review the following laws that relate to research to make them user-friendly:

(i) The Science and Technology Act, 1980, Cap. 250, which establishes the National Council for Science and Technology, an Advisory Research Committee responsible for publication of results and targeted dissemination both locally and abroad.

(ii) National Museums of Kenya Act, Cap. 216.

(iii) Books and Newspapers Act, Cap. 111.

(iv) The Copyright Act, Act No. 12 of 2001 - Kenya Copy Right Board, Kenya Intellectual Property Organization.

(v) Kenya National Library Services Board Act, Cap. 222: dissemination of research, acquire books and publications, publish national bibliography and reference services.

(vi) The Public Archives and Documentation Services Act, Cap. 119 - where Permanent Secretaries and other Government bodies including State Corporations are required to submit new publications.

CHAPTER TWELVE
12.0   SCIENCE, TECHNOLOGY AND INNOVATION

12.1 Introduction

The Vision 2030 identifies Science, Technology and Innovation (ST&I) as a foundation for the social, economic and political pillars for overall socio-economic development. The Vision recognizes the role of Science and Technology in development as new knowledge is expected to boost wealth creation, social welfare and international competitiveness.

Globally, it is recognized that social and economic growth of any country is largely a result of the transformation of knowledge, science and technology into goods and services. Integration of Science, Technology and Innovation (ST&I) in national production processes is central to the success of the Government's policy priorities and programmes as outlined under Kenya Vision 2030. This is particularly important within the context of demands of global economic competitiveness, sustainable development and equity concerns. Development of the necessary scientific and technological infrastructure as well as the technical and entrepreneurial skills is an essential prerequisite to the transformation of Kenya into a knowledge-based society. Development of innovative ideas into products, processes and services is highly dependent on a well-defined and supportive policy, institutional and legal framework that effectively addresses citizen needs and aspirations.

In its long-term development strategy, outlined in Vision 2030, the Government of Kenya envisages a nation that is globally competitive and prosperous with a high quality of life by the year 2030. In pursuit of the Vision, Science, Technology and Innovation will be harnessed to stimulate technological and industrial transformation that will lead to sustained economic growth of 10 per cent per annum, and social well-being in the next 25 years.

12.2 Current Status

The MoHEST has formulated the National Science, Technology and Innovation (ST&I) Policy and Strategy to guide and promote focused integration of ST&I in all sectors of

the economy. Accordingly, specific emphasis will be placed on identified National Priority Growth and Social Sectors that have high potential to harness ST&I in attaining the targeted 10% annual economic growth and social development for the Kenyan people.

In order to realize the above, the Policy and Strategy calls for Government's commitment to facilitating the identification, acquisition, transfer, diffusion and application of relevant ST&I knowledge in all sectors of the economy. In this regard, the Government seeks the concerted and supportive efforts by stakeholders in the Kenyan national innovation system to re-engineer structures, institutions and sectoral policies for successful implementation of the ST&I Policy and Strategy.

The ST&I's mandate is embedded in Vision 2030. 'A nation that harnesses science, technology and innovation to foster global competitiveness for wealth creation, national prosperity and a high quality of life for its people; and the mission, 'To mainstream application of science, technology and innovation in all sectors and processes of the economy to ensure that Kenyans benefit from acquisition and utilization of available capacities and capabilities to achieve the objectives of Vision 2030 and Constitution 2010.'

The National Science, Technology and Innovation (ST&I) Policy and Strategy underscores the importance of mainstreaming science, technology and innovation in all sectors of the economy and ensure that Kenyans benefit from acquisition and utilization of available ST&I capacities and capabilities to improve their quality of life. A country that is considered developed, among other criteria, has high level technology and innovation capacity. This is so because the level and intensity of technology and innovation in a country is one of the key indicators of the degree of economic growth and development.

Through this policy and strategy, the Government will harness Kenya's collective talents and creativity to promote capacity building in ST&I human, financial and infrastructure development and effective networks and linkages for knowledge generation and sharing. Equally important will be the creating of an enabling environment to apply these skills

into productive and innovative competences and opportunities for technological learning particularly within industry and business enterprises. Kenyans are expected to promote scientific and technological deepening and application in industry, enterprise, community, research and development institutions.

The success in attaining these objectives, however, has immense human, financial and capital implications and will entail paradigm shifts in the way our sectoral research, science and technology priorities are identified, programmed and managed. The attainment of the desired levels of ST&I will stimulate and support high economic growth and development.

Areas identified in Vision 2030 as growth sectors in order to achieve the envisioned growth and development include Agriculture and Rural Development; Health and Biology; Trade Industry; and Human Resource Development.

12.3 Challenges and Findings

The challenges faced by the ST&I sector include the need to develop stronger, national innovation systems. There is also a need to ensure sustained development of human resources within the realm of science and technology. The relative contribution made by the private and public sectors needs to be considered. The ST&I sector must address the changing role of intellectual property rights and global-scale issues that call for enhanced international co-operation in science and technology. There is also a need to efficiently harness available natural resources in a sustainable way for the benefit of all Kenyans.

In addition, a recent decline in the number of science and engineering graduates poses a great concern because it could hamper the long-term growth prospects of the country. The challenge of meeting demand for science and technology talent is made more difficult by waning interest in science among the youth thus leading to a rapid ageing of the workforce in the public ST&I sector. Further, there is an obvious gender gap among science and technology graduates (notably at the doctorate level) with male students forming a large majority.

Policy and legal frameworks need to be developed or reviewed in order to ensure that Kenya has institutions and organizations that give effect to the various functions of the national system of innovation. Also important is the fostering of interactions among and within all sectors and actors in the economy and ensuring that there is an agreed set of goals and objectives which are in harmony with Vision 2030 and Constitution, 2010.

The knowledge-intensive nature of science and technology requires highly qualified and skilled human resource. Over the years, the supply of such human resource has suffered acute shortage, while employment of technically qualified personnel remains low by international standards. The rapidly growing economy has already started showing the skills constraints with shortages in critical cadres. An added dimension to this is the emerging age-gap between the senior and junior scientists, engineers, technologists and researchers in related areas.

To strengthen supportive physical infrastructure, including strategic facilities to create and maintain through renewal and upgrading, strategies will involve establishing infrastructure and equipment needs for ST&I with capacity to support overall national development objectives. ICT infrastructure will also be expanded through nation-wide development of initiatives for application of information technologies to strategic priority sectors.

Dialogue involving researchers, the different users and beneficiaries on ST&I is encouraged to promote public acceptance of and support for national science, technology and innovation activities. Communication between the scientific community and their audience, comprising of consumers of ST&I products and services needs to be promoted through online and other approaches to ST&I information exchanges.

To secure adequate funding streams for the various science, technology and innovation components, a robust institutional framework needs to be established to source, mobilize and manage ST&I resources targeted at strategic national priorities. Administrative and financial procedures for ST&I funding mechanisms and measures will be reviewed to promote achievement of set performance targets.

In order to develop a comprehensive Performance Management Framework (PMF) linking programme outcomes to long-term impacts of ST&I initiatives, an effective and efficient Web-based monitoring and review mechanism should be established while exploiting the ongoing initiatives on ministerial re-organization to have the PMF well defined and funded.

Effective, expeditious and transparent performance management mechanisms are necessary in securing the success of ST&I initiatives. To this end, there is need to put in place a comprehensive performance management framework linking programme outcomes to long-term impacts based on a clear implementation strategy with strong monitoring and reviewing mechanisms. All agencies and organs will have specific performance targets to ensure coordination of efforts. It is also expected that results of such effort will result in positive outcomes for the Kenyan people.

Deliberate efforts to create demand for ST&I is critical while at the same time ensuring a high correlation to the structure of the economy is maintained. The goal should remain that of putting in place a well functioning innovation system that will ensure enhanced competitiveness. The pressure of competition will drive firms to demand better skills and knowledge. This will result in "technology deepening" and expansion across sectors and as a result of increased interaction of all actors in search of better and more cost-effective technological, better means of producing goods and services will be demanded.

As the Kenyan economy moves into an era of high growth, there will be need for new and better human resource skills and technologies focused on making business and other processes more efficient and effective. Lessons from South Korea, Malaysia, Taiwan, Brazil and Chile indicate that in the absence of local demand for ST&I, technological deepening had to be supported by aggressive government interventions that included targeted public procurement, creation of specialized public ST&I Institutes, and preferential arrangements to steer firms to targeted technology sectors.

12.4 ST&I Infrastructure

Whereas ST&I is infrastructure intensive, the network of existing infrastructure is

inadequate to facilitate the achievement of the national objectives in the field. In order to address this concern, there is need to create a suitable environment for the strengthening of supportive physical infrastructure for science, technology and innovation supported by an efficient ICT infrastructure to ensure speedy, secure and cost-effective access to information.

The main structure for implementing and evaluating the ST&I policy and strategy is the proposed Institutional Structure for the Kenya National Innovation System that provides an opportunity to articulate means for the promotion of coherence and integration among national activities. The proposed new Kenya National Innovation System (KNIS) aims at ensuring that there is greater harmony in ST&I policy prioritization coupled with a coherent implementation of identified priority ST&I programmes and projects.

Proposed policy institutions will include the Presidential Advisory Commission on Science, Technology and Innovation (PACSTI). PACSTI will be drawn from members of the National Economic and Social Council (NESC). A Parliamentary Office for Science, Technology and Innovation (POSTI) will be set up to ensure that the legislative arm of government is fully appraised of the need to prioritize ST&I Policy together with the accompanying legislation. Other measures will include a reorganisation of the National Council for Science and Technology (NCST), regulatory Institutions, implementing institutions at sectoral level and funding mechanisms.

There is need for an effective M&E framework that will monitor and evaluate the inputs, activities and outputs. This will ensure that the policy and strategy objectives are delivered in accordance with the implementation plan.

12.5 Recommendations

(a) The education sector should provide the skills that will be required to steer Kenyans to the economic and social goals of Vision 2030 by providing the necessary Human Resource requirements for a rapidly changing environment and a more diverse economy. Education provided must meet high quality standards with a content that is relevant to the needs of the economy and society. According to the Vision 2030, education should create a cohesive society imbued with the culture of hard work,

efficiency and concern for the environment.

(b) Establish and enhance an effective innovation system to harness the potential offered by modern science and technology for social and economic advantage. The national system of innovation in its broadest conception is the means through which Kenya will acquire, exploit and diffuse knowledge for the achievement of individual and collective goals. The accuracy and effectiveness of the national system of innovation will depend on how well knowledge, technologies, products and processes are converted into increased economic growth for improved quality of life.

(c) Since the Government recognizes the importance of ST&I, it shall institute a number of measures to leverage ST&I sector to deal with the challenges it faces for the benefit of Kenyans and include:

(i) Strengthening Technical Capacities and Capabilities

The government will focus on the creation of better production processes, placing a strong emphasis on technological learning. The focus will be on technologies and processes that enhance national competitiveness and facilitate the creation of quality jobs. In addition, the capacities of ST&I institutions will be enhanced through advanced training of personnel, improved infrastructure, equipment, and by strengthening linkages with actors in the productive sectors.

(ii) Developing a Highly Skilled Human Resource Base

Although Kenya has a pool of talented human resource, there is a shortage of skilled workforce in many ST&I fields that support the national priority sectors. In order to develop a highly skilled human resource base, measures will be put in place to improve the national pool of skills and talent relevant to the needs of national priority areas. The number of researchers, scientists and engineers will be increased to focus on national priority sectors. Furthermore, the current transition rate from secondary level education to university will be increased and the postgraduate training will be strengthened, particularly in the fields of science and technology.

(iii)Intensification of Innovation in Priority Sectors

The Kenyan economy exhibits limited levels on innovation required to foster increased output and productivity improvements necessary for employment and wealth creation. In this regard, a biannual national innovation survey will be conducted to determine the incidence of innovation in the national priority areas as well as determining the impediments to increased innovation in those sectors. Additionally, to intensify innovation, the funding for basic and applied research at higher institutions of learning, as well as for research and development conducted in collaboration with industries will be increased. Indigenous knowledge and technology, which is part of Kenya's national heritage, remains unmapped. Measures will therefore be taken to identify and protect this heritage. In order to encourage innovation and other scientific endeavours, a system of national recognition will be established to honour innovators.

(iv)Enhancing Science, Technology and Innovation Awareness

In view of the importance of ST&I in society, efforts will be made to promote awareness of new ideas and discoveries to the general public. A key goal of activities under this thrust will be to impart a culture of creativity, innovativeness and continuous learning in Kenya, which is supportive of ST&I uptake and utilization. Under this plan, measures to create and deepen ST&I awareness amongst policy makers and implementers, particularly in the social sphere will be put in place. In addition, multi-sectoral initiatives to develop ST&I solutions that can address current and future development problems will be publicized and showcased. Such a programme will create and nurture a passion for learning, creativity, technology and innovation.

(v) Strengthening the ST&I Performance Management Framework

There is a lack of adequate information to facilitate regional and international benchmarking and track the implementation of ST&I activities. Consequently, under this plan, an understanding of the utilization of resources in the ST&I sector and its capacity to contribute to national development will be critical. A framework to collect and disseminate information on the resources employed by the sector and their

effectiveness will be put in place. Coordination of STI activities will also seek to leverage the activities of international organizations working in the country for the furtherance of national ST&I objectives.

(d) Resource Mobilization

Implementation of ST&I will require significant resources. Funding will be drawn from the following sources:

(i) *Government Funding:* With regard to Government funding, the sector will prepare its annual budget estimates and medium-term expenditure framework reports to form the basis for resource bidding under the overall budgetary process. In this regard, all the sector members will be involved in the budget process to ensure that the annual ministerial PERs and sector reports accommodate their respective needs.

(ii) *The Kenyan National ST&I Fund:* The objective of this fund will be to secure adequate local and international funding in support of the national ST&I. The fund will be formulated as a general national fund with a framework that allows for the creation of various specific funds to meet specific funding needs in ST&I sectors.

(iii) *Venture Capital:* The private sector will be targeted to provide capital to bridge the gaps in science and technology as well as financing innovation programmes. The macroeconomic environment for attraction and growth of venture capital will also be created. In addition, the financial services sector will be strengthened and focused to support the growth of venture capital. The programme will also focus on PPPs ST&I funding as well as general financing of ST&I initiatives.

(iv) *Tax Concessions and ST&I Levy:* Tax concessions on targeted sectors will be introduced to motivate the private sector to contribute to ST&I funding. Additionally, a national ST&I levy will be targeted to support the financing of ST&I - this will be a PPP arrangement, where the Government and private sector contribute to the levy. This will be implemented under an agreed framework of partnership.

(v) *Development Partners:* Development partners are currently supporting the government in some initiatives. The relationship between the sector and the Development Partners will be strengthened by developing strategic alliances based on the needs and policy direction of the Vision 2030. Subsequently, the

Development Partners will form a joint financing framework that will fund the implementation of the projects and programmes.

(e) Policy, Legal and Institutional Reforms

The capacities of the national R&D and innovation system will aim at responding to the needs of activating innovation and will therefore enhance the competitiveness of national industries in the regional and global market, in undertaking policy, legal and institutional reforms. A deliberate effort will also be made to rationalize the participation of the Government, the private sector and civil society organizations. The Government, through the Ministry responsible for ST&I will provide the necessary policy and political leadership to facilitate the realization of the goals and objectives underscored in ST&I under Vision 2030, which will include:

i) Ensure consistency in implementation of STI programmes, projects and plans;

ii) Create a favourable business environment required for the performance of ST&I initiatives;

iii) Provide a framework for mobilizing resources, including funding support from domestic and foreign sources within the framework of the national policy for coordinating support for ST&I from Kenya's development partners;

iv) Ensure coordination of the activities of ministries in order to implement ST&I programmes and create unified management and organization arrangements at national and local levels.

(f) Global Competitiveness

In order to benefit from globalisation, the Government shall enhance the global competitiveness of exports by using ST&I. The specific areas of focus shall include the development of innovative ideas into products, processes and services; measures aimed at creating more jobs; safeguarding the environment against disasters; and mitigating the effects of climate change. To achieve this, adequate supply of scientific and technological skills will be put in place by:

(i) Training, acquiring and retaining highly skilled staff;

(ii) Strengthening policies to enhance awareness and public understanding of science;

(iii)Improving the quality of scientific and technological learning;

(iv) Encouraging individual creativity and broadening opportunities and support for students to pursue ST&I studies;

(v) Adapting curricula to changing skill demands;

(vi) Including interdisciplinary knowledge and managerial/entrepreneurial skills;

(vii) Developing partnerships with the industry players;

(viii) Science congresses at the Primary, Secondary and Tertiary levels should be strengthened to enhance the ST&I culture. Emphasis should also be given to the role of Intellectual Property Rights (IPRs) in safeguarding innovations and inventions.

CHAPTER THIRTEEN

13.0   INFORMATION AND COMMUNICATION TECHNOLOGY IN EDUCATION

13.1 Introduction

In the Sessional Paper No. 1 of 2005 Chapter VII, the Ministry's policy clearly articulates intentions to integrate information and communication technology (ICT) into education. This is intended to ensure that education and training service provision and delivery utilises modern ICT tools. It should be noted that there are two dimensions to ICT in education, i.e. teachers and learners learn about ICT and teachers and learners learn with ICT. Learning about ICT allows learners to contribute to the development of ICT technology and also become ICT literate. On the other hand, learning with ICT is aimed at enabling learners to acquire knowledge and skills that they can use effectively. These two approaches have been assimilated into education in Kenya. The Ministry's policy is to integrate ICT in education and training in order to prepare learners and education managers of today for the 21st century education and knowledge economy.

The implementation of the National ICT Strategy for Education and Training through multi-stakeholder participation in 2006, laid the foundation for developing the necessary capacity for skilled human resource required to achieve Kenya's Vision 2030. This was also in line with the 2010 Constitution.

Governments worldwide view the main thrust of ICT programmes as being that of transforming all schools into places where students and teachers work in an instruction-learning environment that affords learning and activity online both within and outside the school environment. ICT will therefore extend boundaries of the classroom to beyond the fixed time and space of school, help adapt instruction to the differences between the students, provide fora for organizational pedagogical feedback in real time, strengthen the continuum of learning in the classroom and at home.

Specifically, incorporation of ICT in the teaching environment is expected to:
(a) Improve quality

(b) Lead to improved teacher skills

(c) Adapt teaching to the diversity of students

(d) Improve how the school works and is managed

(e) Provide feedback on students in real time

(f) Improve the attentiveness and interest of students

(g) Lead to a continuum of learning in the classroom and at home

(h) Improve communication between all the partners (teachers, students and parents)

(i) Impart 21st Century skills (literacy, information and communication, thinking and problem solving, interpersonal relations, collective learning and development of independent learners).

13.2 Situational Analysis

During the KESSP 1 implementation period (2005 to 2010) the following accomplishments were made:

(a) Development of National ICT Strategy for Education and Training (2006) to guide ICT investments in the education sector.

(b) Establishment of a public private sector partnership framework that has helped the Ministry mobilize resources for ICT in education programmes e.g. Kenya ICT Trust Fund.

(c) Increased access to ICT facilities by MOE Staff at headquarters, County Education Offices.

(d) Increased training on basic ICT literacy skills of education managers and administrators.

(e) Adoption and implementation of New Partnership for Africa's Development (NEPAD) E-Schools project. The Heads of African States resolved in 2003 to have all education institutions equipped with modern ICT tools for increased access and quality of education and training by 2013. Six demonstration e-schools were identified in Kenya with a plan to have a roll out by 2008 but nothing further was achieved and the project has become moribund.

(f) The development of Digital content has been progressing at the Kenya Institute of Education (KIE).

(g) Establishment of an ICT Integration Team to coordinate and harmonise the implementation of ICT across the MoE.

13.3 Issues and Challenges

The following were identified as the main issues and challenges facing ICT in education and training:

(a) ICT programmes have put a lot of emphasis on the use of ICT in administration, and hence administrative support is required to ensure appropriate utilization of ICT to support management systems in government i.e. e-government.

(b) Currently only about 2% of the schools in the country have networked computer laboratories.

(c) The priority in the education sector is to improve connectivity in the schools. The limited connectivity, lack of ICT infrastructure have, however, been attributed to a lack of funding for most institutions.

(d) ICT is a crosscutting investment, and an enabler for efficient delivery of other programmes. Obtaining a realistic costing for equipment and activities is a challenge.

(e) It's widely understood that ICT has three pillars: e-government implementation, EMIS Support and ICT Integration in teaching and learning. Policy and implementation has failed to recognise this and its interrelatedness.

(f) Policy-wise, the Ministry needs to prioritise the adoption of ICT at all school levels, ensuring a rollout of providing power and connectivity to all schools. Only then will its use in administration and management, decision-making and planning and in the teaching and learning environment, occur.

(g) There is a deliberate dumping of old and used computer and ICT equipment to education institutions hence contributing to the problems of e-waste. The development of ICT applications has also resulted in a number of security problems, including those related to system integrity and application use. To coordinate and integrate ICT application, the MoE has to develop security procedures for equipment, systems and data to prevent computer hacking. In addition, the MoE needs to create a virus-free environment within its offices and educational institutions.

(h) No ICT curriculum exists at school level or policy and strategic plan to rollout the use of ICT as a teaching and learning tool. An ICT curriculum has been introduced at teacher training level.

(i) Inadequate investment in ICT in teacher training colleges.

(j)   Lack of ICT skills by practising teachers.

(k)   Insufficient integration of ICT education in teacher training colleges, primary and at University level.

(l)   Uncoordinated players in the ICT sector.

(m) The digital content in the development of curriculum materials has been limited due to lack of financial resources.

13.4 Recommendations

(a)   Develop a policy and strategic framework for effective integration of ICT in the teaching and learning environment.

(b)   Strengthen the institutional framework to allow efficient integration of ICT across the entire education sector (e-management, teaching and learning).

(c)   Adopt ICT systems and tools for effective management and governance within the whole educational system (Ministry, county offices, schools/institutions) and the transition to digital instead of paper business processing.

(d)   Scale up ICT capacity building and access through the provision of ICT infrastructure to Ministry staff and educational institutions.

(e)   Provide technical back-up support to all ICT using government education institutions (Desktop Computers, Servers, and Network Devices), Software (upgrades, updates and License renewal) and connectivity (appropriate/safe use, security).

(f)   Provide connectivity to facilitate communication amongst all agencies in the Ministry (Headquarters, agencies, provinces, county education offices and schools)

(g)   Establish and operationalize a National Centre for ICT in Education (ICTEC) where modern ICT tools can be tested, demonstrated and recommended for use in teaching and learning in Kenya's education and training institutions.

(h)   Enhance public-private sector partnerships in resource mobilisation for ICT integration in education.

(i)   Integrate monitoring and evaluation in all programme activities for proper utilization of ICT in education investments.

(j)   The Ministry should continue to develop ICT in education and training. This will be geared towards increasing efficiency and effectiveness in teaching and learning and the e-management of the national education system. The proposed Ten-Year Master

Plan for ICT in Education will ensure that the planning for ICT development will be made holistic and integrated with all levels of educational organisation. This translates to realising the aim of producing citizens who are knowledgeable and skilled in using ICT as well as having the ability to compete with the outside world as envisioned in the Vision 2030. Efforts should be made to acculturate ICT at all levels of the education system and Kenyan community.

(k) Provide adequate funding for progressive digitization of curriculum content.

13.5 Recommended Actions

13.5.1 Strengthen ICT Institutional Framework

(a) Establish National Centre for ICT in Education (ICTEC) within a restructured CEMASTEA with branches at the County level to steer the integration of ICT in the education sector.

(b) Establish an ICT Education board/council at ICTEC with representatives of all major stakeholders, directorates and departments to coordinate and harmonize all ICT initiatives (technical and educational) within the country.

The ICTEC will:

(i) Set up an ICT Educational department to spearhead and advise/coordinate in particular ICT education (pedagogical/didactical) issues.

(ii) Set up a department for the ICT technical support with structures at the County level to assist ICT users in education institutions.

13.5.2 Strengthen ICT Technical Support by:

(a) Facilitating the support of all MOE Systems (FPE/FSE Disbursement Systems, EMIS, Skills Inventory, E-readiness, Schools Database etc.).

(b) Facilitating support of all ICT equipment in the Ministry of Education (Headquarters and Counties).

(c) Facilitating the establishment of National ICT Support Help Desk (at Department of National ICT Innovation) and support its operations in serving education institutions.

(d) Facilitating software upgrades and updates including keeping inventory of all licenses covered and used in the education sector (Headquarters, Agencies, County Education Offices, schools).

(e) Supporting the ongoing development and review of Education Portal.

(f) Training technical team to handle support of hardware, software and systems in the education sector.

13.5.3 Increase usage of ICT by Education Managers

(a) Provide the necessary ICT equipment/tools for the work environment (desk, mobile) at all management levels and link them to major information sources (EMIS).

(b) Provide server and web-based applications that allow easy communication and collaboration, and allow easy and efficient transaction of business processes, e.g. Management Information System (MIS).

(c) Ensure that managers acquire the necessary skills to work efficiently with ICT equipment/tools and server/web applications in their daily activities.

(d) Provide the necessary back office technical systems and structures for digital business processing and operationalization of e-government.

(e) Set up reliable and efficient ICT support and maintenance structures to allow a continuous and uninterrupted workflow.

(f) Develop a change management programme to guide in the transition of adoption of digital business (e-management) processes/e-government by managers.

13.5.4 Increase Access to ICT Infrastructure

(a) Ensure that all learning institutions are installed with power supply.

(b) Working with all departments and directorates in planning for acquisition of ICT equipment for use by Ministry staff at headquarters, agencies, counties and constituency education offices.

(c) Develop standards and guidelines to help schools in the adoption and integration of ICT for teaching and learning.

(d) Support the ongoing government initiative of establishing e-schools/smart schools by providing necessary ICT equipment to educational institutions.

(e) Facilitate the establishment of a framework aimed at enabling Ministry staff and teachers acquire laptops and other ICT facilities for use in their day-to-day service provision.

(f) Facilitate the acquisition of office productivity software and appropriate licenses.

(g) Facilitate the acquisition and establishment of equipment for data recovery and business continuity for the sector.

13.5.5 Provide Internet Connectivity

(a) Provide connectivity (bandwidth) to MOE's headquarters, county education offices and schools.

(b) Provide connectivity (bandwidth) to schools in collaboration with sector partners.

(c) Provide the connectivity equipment.

13.5.6 Promote ICT Integration in Education

(a) Training on ICT-related human resources and continuous skills upgrade at headquarters, agencies, county education offices.

(b) Training of teachers on effective integration of ICT into their teaching process (subject integration) and mainstreaming ICT into the entire teaching and learning process.

(c) Enhance the digital content development in all subjects at all levels of education and ensure that it will be provided to all learners through open source mode.

13.5.7 Fast Track ICT Innovation and Integration at the National Centre for ICT in Education

(a) Establish and develop the department of National ICT Innovation at NACICTIE.

(b) Establish and develop a National Help Desk and Support Section to guide the sector stakeholders in utilizing modern tools and content in education and training.

(c) Enhance the capacity of staff to efficiently manage and operate the department.

13.5.8 Enhance Public Private Partnership

(a) Strengthen current membership base of public private sector partners in order to increase levels of participation.

(b) Facilitate joint operations with partners in advancing ICT investments in the education sector.

(c) Facilitate resource mobilization forums including workshops to strengthen partnership for ICT investment in the education and training sub-sectors.

13.5.9 Introduce Monitoring and Evaluation

(a) Monitor and evaluate the use of ICT in the teaching and learning process in classrooms.

(b) Monitor and assess the impact and disposal mechanisms of available e-wastes to education and training.

(c) Monitor and evaluate the threats, risks and safety of use of modern tools, including Internet for teaching and training.

(d) Assess and evaluate the added value of digital content (developed and supplementary) in the teaching and learning in schools.

13.5.10 Utilize E-waste and Refurbished ICT Infrastructure

A national policy on refurbished computers and old ICT equipment that are brought to the country should be developed in addition to a policy on e-waste resulting from use of ICT in the education institutions.

13.5.11 Prepare an ICT in Education Ten Year Master Plan

A ten-year ICT in education and training Master Plan is required in order to guide the process of ICT education and ICT integration in teaching and learning.

13.5.12 Design ICT Curriculum

Develop ICT curriculum for all levels of education institutions.

13.5.13 Promote Research and Development in ICT

Increase research and development in ICT in all education institutions.

13.5.14 Provide Computers

Provision of computers should be based on the ratio of one laptop per teacher and one Desktop per 15 learners. A detailed costing for introducing ICT into education is provided in Table 13.1.

Table 13.1: Projected Costs for Implementation (Million Ksh.) 2010-2015

Primary	2010 - 2015
Computer Learning Resource Centres	23,017,629,695
Computers for Teachers	6,042,127,795
Secondary	
Computer Learning Resource Centres	11,390,279,148
Computers for Teachers	2,698,489,744
Total	**43,148,526,382**

Source: Ministry of Education

13.6 Expected Outputs

(a) Highly motivated, efficient and focussed members of the working staff who are competent in ICT use in education management, teaching and learning.

(b) Ability to troubleshoot and diagnose deficiencies in ICT and their accessories.

(c) Well-equipped, innovative national centre put up to cater for the ICT needs of the whole teacher and pupil population in the country.

(d) Sustainable ICT driven programmes that are properly evaluated.

(e) ICT teaching should be compulsory at all teacher training levels.

<p style="text-align:center">CHAPTER FOURTEEN</p>

<p style="text-align:center">14.0   OPEN AND DISTANCE LEARNING IN EDUCATION</p>

14.1 Introduction

The term Open and Distance Learning (ODL) covers the various forms of contemporary education themes such as e-learning, lifelong learning, open learning, mobile and flexible learning. In Distance Education (DE), learning occurs at levels where there is no continuous immediate interaction of teachers, tutors, lecturers or professors with students/learners in the same premises. It is also defined as a type of learning where the learners take their initiative for their learning. Hence learners acquire knowledge and skills at their own time and place. This is also referred to as Open Learning since the learning is not confined to the school environment and not limited by institutional timetable. ODL approaches focus on expanding access, quality and equity to education, hence could respond to the demands on education of 2010 Constitution and Vision 2030. The philosophy of Open, Distance Learning (ODL) system is characterized by removal of barriers such as lack of access, quality, and equity to education. This allows learners to study what they want, when they want, where they want and whatever age they want it. ODL systems typically use technology to mediate learning, for example, printed study materials, audio, computers, TV, mobile and wire telephones and the web. It is often argued that ODL gives learners access to education that they would not otherwise have for various reasons.

14.2 Current Status

In Kenya training opportunities such as mixed mode of delivery (face-to-face and Distance Education) have also been provided using information and communication technology. However, advances in educational technology have changed the way people learn and teach. Information and communication technologies such as the use of the Internet, CD-Roms, computers, video-conferencing, mobile telephones and electronic communication such as e-learning are increasingly being employed in education. Distance Education has now been designed, planned and organized to help people learn using these technologies.

Currently, such learning approaches are in use in the University of Nairobi and Kenyatta University in teacher training as well as in the training of other professionals. In countries such as Britain and USA, Health Professions courses such as nursing and medical education are offered by use of the open learning and e-learning.

14.3 Issues and Challenges

(a)   Despite the mention of Open and Distance Learning in Sessional Paper No. 1 of 2005, the government lacks a policy on ODL. This is in spite of the fact that global trends in ODL have shown marked adoption of innovative technologies in offering education, for example, in electronic learning and teaching, which has favoured the development of ICT specifically for:

(i)   Learning and teaching purposes

(ii)   Open learning students

(iii) Mobile learning students.

(b)   Limited use of ODL approaches in primary and secondary schools in Kenya even in areas where physical, socio-economic and time factors hinder the delivery and access of education especially among pastoral communities.

(c)   Some parts of the country are not covered by mainstream electronic media thereby raising issues of equity and cost in provision of education through ODL.

(d)   Lack of awareness among education recipients and providers about ODL and its viability in delivering quality education.

(e)   Limited number of skilled manpower in ODL approaches amongst the providers.

(f)   Inadequate infrastructure and related support for ODL in educational institutions.

(g)   No institutions of higher learning wholly dedicated to the use of ODL mode of delivery in the country.

(h)   Unfavourable attitude and prejudice amongst learners of ODL.

(i)   ODL is not used to deliver learning and teaching in primary and secondary schools.

(j)   Some communities live far away from educational institutions.

(k)   Parts of the country have poor transport systems.

(l)   Certain individuals may have family and workplace commitments.

(m)   Physical disability may hinder access to education in formal schools.

(n)   Overcrowded classrooms.

(o)   Difficulties in leaving workplaces during official working hours.

(p)   Migration, mobile working or nomadic lifestyles may hinder access to quality education.

(q)   Offering education through ODL in certain professional disciplines is still a major problem.

14.5 Recommendations

14.5.1 Policy

(a) Fast track the processes of the establishment of a National/Public Open University with satellite centres in all counties as recommended by *Public Universities Inspection Board 2006 Report.*

(b) Prepare a regulatory and legal framework for all other institutions that envisage to establish open universities/institutions in Kenya as recommended by the Kamunge Report (2) of 2008.

(c) Introduce distance and open learning approaches including home learning at all levels of education in Kenya

14.5.2 Quality

(i) Teachers and education managers at all levels of education should be trained to:
   (a) Acquire skills to enable them develop distance and e-learning study materials.
   (b) Develop capacity to train ODL providers (peers) in developing distance and e-learning study materials.
   (c) Tutor distance learners in order to enhance equity, access, equality and quality.
   (d) Offer learner support services to distance and e-learners in the country.
   (e) Integrate ODL methodology in teacher education and training programmes at university and middle level colleges.

(ii) Initiate development of ODL approaches that would meet the education needs of e-learners, online learners and distance learning students at all levels of education and with main focus on ASAL areas, pastoral communities, marginalized groups, special needs education and non-formal education.

(iii) Retrain teachers and a core critical staff that will manage the ODL and e-learning programmes as the centre and possibly county ODL coordinators.

(iv) Collaborate and strengthen the network of public libraries through Kenya National Library Service to support ODL, ACE in order to promote the culture of reading.

(v) Evaluate the outcomes of the actions to determine efficacy and effectiveness of ODL and e-Learning programmes.

(vi) Integrate ODL methodology in teacher education programmes.

(vii) All institutions of higher learning should roll out ODL programmes.

14.5.3 Equity

(a) ODL be used as a vehicle for promoting the culture of lifelong learning by establishing continuing education programmes in areas of Kenya where such programmes have not been initiated especially the ASAL areas.

(b) The Government undertakes concrete measures including sustainable funds mobilization and allocation for the launching of the educational broadcasting services with outreach to all areas of the country.

(c) Collaborate with the Kenya National Library Service to strengthen the network of public Library services across the country to support ODL, ACE and promote a reading culture.

14.5.4 Access

ODL be alternative modes of delivery of wide range of courses in all public/private universities, middle level colleges, primary schools and secondary schools.

CHAPTER FIFTEEN
15.0   TEACHER EDUCATION AND MANAGEMENT

15.1 Introduction

Teacher education refers to the education that is offered to persons who influence all aspects of education upon completion to undertake the teaching career and beyond. It is influenced by social, political, economic and technological developments in a society. It comprises undertaking a curriculum that provides more knowledge on subject area content plus pedagogical skills that will enable that learner to be an effective imparter of knowledge. Through it, teachers who are considered mentors of societies are prepared and produced (Lukas, 1972).

Teacher education is therefore the main pillar of any established system of education and custodian of the society's culture. The Sessional Paper No. 6 of 1988 states: "there is urgent need to develop and promote teacher education programmes if the administration of education in the Country is to succeed and national development is to be accelerated." (Republic of Kenya, 1988). It is, therefore, arguable that the role of teacher education is critical for societal existence and survival. In this aspect, education is regarded as the driving force behind development in a society.

Policy document on teacher education identifies the need for a reformed education curriculum in order to meet the aspirations of Vision 2030. Indeed reformed education requires reformed initial teacher trainers' education curriculum because a repertoire of skills and competences evidently lacking for now by both the learners and teachers are a prerequisite.

Kenya is confronted with the challenges of quantitative expansion, qualitative upgrading and management improvement, which is necessary to be included in teacher education curriculum as quality improvement strategy in teacher education.

There is need, therefore, to construct a balance school and teacher education curriculum, INSET and Continue Professional Development (CPD) with a definite career growth that will focus on generic educational outcome independent of subjects being taught while recognising at the same time that this is highly subjective and to a large extent depends on national priorities, education philosophy and one's understanding of how people learn

best. It is also evident that Teacher Education in Kenya generally has not kept pace with development that has taken place throughout the developed countries.

15.2 Situational Analysis

Kenya currently has six public universities offering initial teacher training courses. There are 20 public teacher training colleges offering certificate training for primary teaching and 2 public teacher training colleges offering diploma level training. There are also 85 private institutions offering a similar range of programmes.

Table 15.1: Levels of Teacher Education in Kenya

Level	Minimum Qualification	Duration	Certification
ECDE	1. KCSE, Grade D+ or KCE Division III and one-year teaching practice. 2. ECDE teachers with KNEC certificate proficiency and KCSE D or KCE Division IV, KCPE and three years' teaching experience	2 years	ECDE Certificate
	1. ECDE teachers with KCSE C (Plain) KCE Divison II or equivalent qualifications and two years teaching experience 2. ECDE teachers with Ministry of Education Certificate in Early Childhood Education (ECE) certificate and KCSE D+/KCE Division III and two years' teaching experience.	3 years	ECDE Diploma
Primary	KCSE Grade C	2 years	PI Certificate
Secondary	KCSE Grade C+ (plus)	3 years	Diploma
	KCSE Grade C+	4 years	B.Ed Degree

Table 15.2: Primary Teacher Training College Enrolment

S/NO	COLLEGES	FIRST YEAR (2011)			SECOND YEAR (2011)			GRAND TOTAL
		M	F	TOTAL	M	F	TOTAL	
1.	Eregi	315	255	570	234	267	501	1,071
2.	Garissa	226	217	443	143	161	304	747
3.	Kigari	261	377	638	369	285	654	1,292
4.	Kitui	104	172	276	-	-	-	276
5.	Kamwenja	230	207	437	328	205	533	970
6.	Kericho	208	191	399	274	282	556	955
7.	Muranga	174	182	356	195	177	372	728
8.	Asumbi	211	230	441	212	229	441	882
9.	Tambach	261	254	515	214	225	439	954
10.	Meru	172	306	478	152	282	434	912
11.	Thogoto	196	155	351	147	148	295	66
12.	Kaimosi	253	245	498	251	234	485	983
13.	Mosoriot	270	207	477	277	199	476	953
14.	Machakos	203	317	520	296	225	521	1,041
15.	Kilimambogo	235	272	507	163	282	480	987
16.	Egoji	391	325	716	332	148	616	1,332
17.	Shanzu	198	215	413	204	234	413	826
18.	Baringo	190	161	351	200	199	396	747
19.	Migori	274	264	538	242	225	492	1,30
20.	Bondo	104	102	206	-	317	-	206
21.	Narok	103	109	212	-		-	212
	TOTAL	**4579**	**4763**	**9342**	**4233**	**4175**	**8408**	**17,750**

Source: Ministry of Education

Different levels of teacher training courses focus on specific areas as follows:

(a) Pre-primary teacher training courses focus on pedagogy and, where appropriate, subject knowledge content.

(b) Primary teacher training courses focus more on subject knowledge content. Teacher trainees take thirteen (13) subjects without specialization. They are exposed to teaching practice of a total of three (3) months split into one (1) month per term during the last year of study.

(c) Secondary teacher training courses concentrate on subject knowledge in two subject areas and the on the teaching thereof. Teacher trainees at diploma and degree levels undertake a one-off teaching practice of three (3) months.

(d) In addition students are required to follow courses in education theory.

(e) Teacher educators in TTCs are graduate teachers posted by TSC to perform those duties.

15.3 Issues and Challenges in Teacher Education

(i) 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.

(ii) Majority of staff in the teacher training institutions don't have teacher Trainer Education qualification. There is no proper preparation or training for teacher educators.

(iii) The impact of teacher training therefore is questionable and ultimately 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. These include over-dependence on memorization, failure to identify symbols to link them with their concrete manifestations, intellectual passivity and the uncritical acceptance of statements as facts.

(iv) The hardest element to change concerns changes in instructional practices and in the culture of teaching. Changing that practice towards greater collaborative relationships between teachers and learners, and changing the culture of teaching and learning, is the major challenge facing the profession.

(v) The initial teacher education curriculum for ECDE, primary and secondary school teachers requires constant review to conform to classroom demand.

(vi) There is encroachment of TTCs by Universities. Some TTCs have already been converted into University campuses, for instance, Narok (taken over by Moi University), Bondo (taken over by Maseno University), Kenya Science Teachers College (taken over by Nairobi University), Taveta (taken over by JKUAT) and Kibabii (taken over by Masinde Muliro).

(vii) Lack of a coordinated Continuous Professional Development of teachers and teacher educators.

15.4 Recommendations

(i) Arising out of Vision 2030, the following repertoire of skills and competences are required by learners and teachers, and should therefore be included in the curriculum:

   (a) Literacy, numeracy, and enquiry skills (the ability to read, write, compute, find and process information), and the teaching thereof;

   (b) Thinking skills (the ability to comprehend, synthesize, evaluate and apply information), and the teaching thereof;

   (c) Communication skills (the ability to communicate verbally and in writing; to talk, listen and act on directions), and the teaching thereof;

   (d) Observation and investigative skills (the ability to find and record information, observe, review and assess), and the teaching thereof;

   (e) Application and transferable skills (the ability to make things, demonstrate and report thereof), and the teaching thereof;

   (f) Social and ethical skills (the ability to understand, empathize, respond appropriately and to make wise ethical decisions), and the teaching thereof;

   (g) Entrepreneurial skills (the ability to take independent and productive action based on an ability to review and evaluate that action), and the teaching thereof:

   (h) Teacher education curriculum which is both academic and value based should be introduced to encourage intuitive and creative thinking, and the teaching thereof.

(ii) The school curriculum should ensure that these skills and competences are developed in an incremental way across all subjects, taking into consideration the age of the learner, irrespective of how the curriculum is constructed and what subjects are being taught.

(iii) In schemes of work and series of lessons, teachers should be able to assess the extent to which activities included in lessons are designed to develop reading, listening, comprehending, problem-solving, writing, communicating, speaking, investigating (discovering), making, doing and practising.

(iv) The current teacher curriculum for primary school teachers has to be reviewed and incorporate emotional, ethics, moral values, skills, attitude development and expanded to three years of study.

(v) The link between teacher training colleges and higher education institutions, especially universities, should be improved.

(vi) Bachelor of Education (B.Ed) graduate teachers posted by the TSC to teacher training colleges should undertake a professional postgraduate course to enable them to train teachers for primary schools and should undergo a mentoring programme under an experienced teacher trainer for a period of three months.

(vii) TTC and fresh university B.Ed graduates should be subjected to six months' mentorship and pupillage under an experienced and effective teacher to properly acquaint themselves with the teaching profession.

(viii)   There should be adequate investments in facilities and resources used for teacher preparation programmes.

(ix) Teacher education and training should be professionalised in Kenya.

(x) Terms and conditions of service for teachers should be regularly reviewed and revised in line with inflation trends.

(xi) Kenya Certificate of Secondary Education applicants joining teacher training colleges for primary school teacher training should indicate among other things their interests and motivation.

(xii) The minimum entry grade for a student to primary teacher education which is 'C plain' should be subjected to a 3-year diploma certificate, two years on theory and pedagogy and one year on attachment in a school but under the supervision of an experienced and effective teacher (mentor) before graduation.

(xiii)   Replace PI training with diploma training for primary school teachers.

(xiv)   Increase duration of teaching practice to be twenty five percent (25%) of the training period for all teacher training programmes.

(xv) Introduce Continuous Professional Development (CPD) among practising teachers.

(xvi)   Safeguard the existing TTCs from being taken over by universities and replace those already taken.

(xvii)   Develop a procedure for identification of prospective teacher trainees.

CHAPTER SIXTEEN

16.0 PUBLIC-PRIVATE PARTNERSHIP AND SPONSORSHIP IN EDUCATION AND TRAINING

16.1 Introduction

Public-private partnership in education is a mutual collaboration between the government and the private sector that could help reduce public spending, increase access, equality, equity in the provision of education. In this case the private sector is instrumental in supplementing government efforts in providing services in the education sector. For the purpose of this report, private sector participation in the education services falls under the following categories:

(i) Development partners

(ii) Private investors

(iii) Civil Society Organisations

(iv) Sponsorships

(v) Faith-based organisations

(vi) Community Based Organisations (CBOs) and Civil Society Organizations (CSOs) including NGOs.

16.2 Developments Partners

The government in collaboration with development partners and other stakeholders has been able to implement many education programmes in Kenya. For example through this approach, the Ministry of Education has managed to consolidate the gains accruing from the implementation of FPE, address the main sector issues and strengthen the management and delivery of educational services to improve access, quality, equity and relevance of education and training. There are various development partners who have participated in provision of education in Kenya since independence. Some of these are outlined in Table 16.1.

Table 16.1: Some Development Partners who have participated in Provision of Education and Training

Category of Development Partner	Some of organisations or agencies
International and Multinational	2 Commonwealth Secretariat 3 Department for International Development (DFID) 4 United States Agency for International Development (USAID) 5 Swedish International Development Agency (SIDA) 6 Canada International Development Agency (CIDA) 7 Fast Track Initiative (FTI) 8 Japan International Co-operation Agency (JICA) 9 United Nations Children's Fund (UNICEF) 10 United Nations Educational, Scientific and Cultural Organisation (UNESCO) 11 World Food Programme (WFP) 12 Organisation of Petroleum Exporting Countries (OPEC) 13 Federation of African Women Educationists of Kenya (FAWE-K) 14 Africa Development Bank (ADB)
Faith based Organization	15 Catholic Secretariat 16 Supreme Council of Kenya Muslims (SUPKEM) 17 National Council of Christian Churches of Kenya
International NGOs	Plan International, Action Aid, Care-Kenya, World Vision
Local NGOs and Community Support Organizations	Ahadi Kenya, Elimu Yetu Coalition, Uwezo
Trust or Foundations	Ford, Rockefeller, Rattansi, Aga Khan
Business Companies	Del Monte, KCB, BBK, Safaricom, Magadi Soda, Equity Bank, Coop. Bank

Source: MOE 2011

The Development Partners, have often targeted infrastructure development, provision of scholarships and sponsorships, tuition grants, co-curricular activities, capacity building and pro-poor programmes including school feeding, health, support to the most vulnerable children, programmes for marginalized areas, education for children in non-formal and urban settlements, Special Needs and provision of sanitary towels, to name but a few. This support has augmented government interventions, which are mainstreamed in the education sector programmes.

16.2.1 Situational Analysis

Support from the above agencies is coordinated through two main forums:

(a) MOE/Donor Sector Consultative Group Meetings

This forum is chaired by the Permanent Secretary and meets on quarterly basis. It brings together all the Development Partners supporting the education sector. Directors of education, heads of departments and programme leaders are also members of this forum. The Ministry sets the agenda, which must include the review of programme progress. The forum reviews the implementation of programmes against the prevailing socio-economic and political situation in the country. This affords them opportunity to assess resource requirements and device strategies for further resource mobilization. During the meetings, the Ministry is also appraised on developments in partner countries and how this may affect resource flows and support.

(b) The Education Donor Consultative Group (EDCG)

This is a forum where Development Partners, International and Multinational agencies meet and review the progress made in the education sector on their own. The Ministry through the appropriate directorate is represented in the EDCG. The group meets on a quarterly basis and also participates in the annual education programmes and budget reviews in March and October every year.

16.2.2 Issues and Challenges

From the cluster hearings, literature review and presentations, the Task Force summed up the issues and challenges as follows:

(a) Lack of Structures for community participation and ownership.

(b) Some of the Development Partners, International and Multinational agencies implement their programmes without involving the Ministry. Hence some partners' financial resource flows are not captured in the Ministry of Finance budgetary process thus causing duplication and inequity in funding across the country.

(c) The flow of funds is unpredictable and sometimes comes at odd times around the closure of financial year, thus complicating expenditure patterns.

(d) Increased administrativecost of some programmes leads to 'spillage' of funds.

(e) Partial donor withdrawal due to alleged lack of transparency in accountability of the funds.

16.2.3 Recommendations

(a) Structured sensitization of communities to support education programmes to be deepened to achieve community ownership.

(b) All education interventions should be co-ordinated and approved by the Education Ministry before rollout and frequent joint Monitoring and Evaluation missions need to be carried out. The monitoring reports should be placed in the MoE website.

(c) To address challenges associated with project implementations, all partners supporting education should channel their assistance through the agreed finance flow procedures to agreed areas through consultation.

(d) For coordinated funding of programmes, levels of resource commitment should be communicated to the Ministries of Finance, and Education, well in advance before the budgeting process. Therefore, any resource assistance should be disbursed or indicated before the fourth quarter of the financial year for prudent expenditure.

(e) Development Partners should use country systems for financial transactions and reporting. As much as possible, Terms of Engagement should be adhered to for smooth operations.

(f) The technical support should include local experts to reduce administrative cost and enhance local capacity and sustainability.

16.3 Private Investors in Education and Training

Private investors in education and training are entrepreneurs who establish learning institutions in the country. Such institutions are registered by MoE as education institutions and registrar of companies as business entities. They include ECDE centres, Primary schools, Secondary schools, Colleges and Universities.

16.3.1 Current Situation

In case of ECDE, Primary, Secondary schools the private investors register and operate private institutions after meeting the following requirements and criteria:

(a) Inspection report from Public Health Department

(b) Inspection by Quality Assurance and Standards (MoE)

(c) Approval by the DEB

(d) Payment of registration fee to the MoE

The number of Private School and corresponding enrolment has grown consistently within the last few years as shown in Tables 16.2 (a), 16.2 (b) and 16.2 (c).

Table 16.2 (a): Number of Private Schools compared to Public Schools - 2004 - 2010

Level	2004	2005	2006	2007	2008	2009	2010
Primary							
Public	17,804	17,806	17,946	18,116	18,130	18,542	19,059
Private	1,841	1,946	2,283	8,021	8,076	8,124	8,430
Total	19,645	19,752	20,229	26,137	26,206	26,666	27,489
Private %	9.4	9.9	11.3	30.7	30.8	30.5	30.7
Secondary							
Public	3,621	3,466	3,525	3,612	4,454	5,019	5,296
Private	490	735	732	2,876	2,112	1,952	2,012
Total	4,111	4,191	4,257	6,488	6,566	6,971	7,308
Private %	11.9	17.5	17.2	44.3	32.2	28.0	27.5

Source: Ministry of Education

Table 16.2 (b): Enrolments in Public and Private Schools (2004 – 2010)

Level	2004	2005	2006	2007	2008	2009	2010
Primary							
Public	7,394,262	7,597,285	7,632,113	7,330,148	7,508,744	7,693,915	8,300,000
Private	272,355	368,312	371,995	889,122	1,024,056	1,049,170	1,100,000
Total	7,666,617	7,965,597	8,004,108	8,219,270	8,532,800	8,743,085	9,400,000
Private %	3.6	4.6	4.6	10.8	12.0	12.0	11.7
Secondary							
Public	841,608	854,544	903,046	1,026,764	1,188,702	1,296,490	1,463,291
Private	84,541	88,605	127,034	153,503	193,509	211,056	238,210
Total	926,149	934,149	1,030,080	1,186,267	1,382,211	1,507,546	1,701,501
Private %	9.1	9.5	12.3	12.9	14.0	14.0	14.0

Source: Ministry of Education

Table 16.2 (c): Enrolment of private Training and Diploma Colleges by Gender, 2003-2007

Diploma teachers	2003		2004		2005		2006		2007	
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female
1st Year	434	330	425	331	305	282	359	295	365	301
2nd Year	410	290	411	331	421	330	301	261	359	295
3rd Year	352	305	421	304	463	334	344	287	301	261
Total	1,196	925	1,257	966	1,189	946	1,004	843	1,025	857

Source: Ministry of Education

The Table below shows the number of registered Universities per category

Table 16.3: Number of Universities per Category

University Categories	No. of Institutions
Public Universities	7
Public University Colleges	15
Private Universities with Charters	13
Private Universities with Interim letters of Authority	9

In **Table 16.2 (a)**, it is noted that:

- The number of private primary schools increased from 1,841 in 2004 to 8,430 in 2010. That is an increase of 358% over seven years. The share of private primary schools has increased from 9.4% in 2004 to 30.7% in 2010.

- In the same Table, private secondary schools over the same period increased from 490 to 2012, an increase of 311%. The share of private secondary schools increased from 11.9% in 2004 to 27.5% in 2010.

In **Table 16.2 (b)** it is noted that:

- Enrolment in private primary schools increased from 272,355 in 2004 to 1,100,000 in 2010. This is an increase of 304% over the seven years. The share of enrolments in private primary schools increased from 3.6 % in 2004 to 11 % in 2010.

- Enrolments in private secondary schools increased from 84,541 in 2004 to 238,210 in 2010. This is an increase of 182%, while their share increased from 9.1% to 14%.

The International Schools are also private institutions that are run by investors and offer international curricula. The schools are also open for supervision and guidance from the MoE as provided for in the Education Act (1968).

16.3.3 Issues and Gaps in Private Institutions Operations

(a) Registration of Institution takes a long time (unspecified) and the process is tedious. It requires re-registration on every improvement and at a cost. This hinders investors from accessing finance for expansion.

(b) The Ministry of Education does not have sufficient capacity to supervise and audit the activities of these institutions.

(c) Liberalization of Education introduced commercialization of education, which requires stringent supervision to ensure quality. This kind of supervision does not exist, thereby compromising provision of quality education.

(d) There is no organized system through which the government communicates/interacts with private institutions. Therefore, issues of pupils in private education institutions are not adequately addressed under the current MoE organization structure.

(e) The Private sector in education has not been able to regulate itself.

(f) Lack of adequate incentives to private investors in education.

(g) There is a high concentration of private schools in urban centres due to a friendly investment environment.

(h) A clear policy on Private institutions in education does not exist.

(i) Children in Private institutions do not benefit from free education grants.

(j) The process of appointing institutional managers is too long.

(k) The procedure of accreditation and validation of international schools is not defined in the Education Act.

(l) Curriculum offered at international schools does not contain critical aspects of the Kenyan curriculum.

16.3.4 Recommendations

(a) The Task Force recommends the following in order to enhance private investor partnerships in education:

- Registration for schools
    i) Review registration procedures and assign the function to County Education Boards (CEBs).
    ii) Operating certificates to be issued by the government.

(b) The government to facilitate creation of a revolving fund which would be borrowed by members at a lower interest rate for both short-term and long-term interest in education projects.

(c) Develop a Public-Private Partnership in education policy and entrench it in law.

(d) The government to recognize and partner with associations representing Private investors in education.

(e) Provide adequate incentives to private investors in education so that they are able to effectively contribute to improving access, quality, equity and relevance.

(f) The government to provide capitation grants to learners in private institutions on agreed terms and conditions.

(g) Establish a directorate for Public Private Partnerships within which to carry out the following functions in addition to all other activities of private sector/partners in education:
    (i)   Advise Private Investors in education.
    (ii) Promote Kenya as a regional hub of education excellence.
    (iii) Promote relationship between government and private investors in education.
    (iv) Provide policy guidelines for private investment in education and training.
    (v)   Advise the Director General on matters related to Private Investments in education and training.

(h) Introduce teaching of aspects of the Kenyan curriculum namely; citizenship and any other as will be provided in the curriculum in international schools as per Articles 10 and 11 of the Constitution (2010).

16.4 Sponsored Schools

16.4.1 Definition of Sponsor

The term sponsor in regard to the education sector in Kenya refers to faith-based organizations and/or other institutions that establish/found a learning institution on their own land or on invitation by a local community on community land. In these schools, the church was allowed to carry out her mission alongside the community interest of

education provision. Education services in these schools were for all members of that community without any form of discrimination. The church operations in the education sector were and continue to be developing a holistic person. This is the basis of character formation which is desirable for maintaining social and communal values.

Formal education in Kenya was founded by the Churches. In the colonial era, the Churches owned and ran most of the schools. Both the Colonial and Independent governments of Kenya maintained a partnership with the Churches in regard to schools and in matters of provision of education. The current church-state partnership in education was negotiated from a historic background which had some common understandings.

Prior to 1965, churches managed their schools fully. In recognition of the importance service of education, the state used to provide some funds to the church schools, which were referred to as "Grant in Aid". (The term "Grant" is used in public education financing up to date.) In accordance with the 1965 Agreement, the Government stopped Grant in Aid and assumed the role of the manager. Some agreed rights were left to the church as the former managers. In this agreement "Grant in Aid" was discontinued to the church schools and the state took total financial responsibility. The churches were given a new role as "sponsors". Some indigenous churches were left out of this agreement. They have continued agitating for return of their schools, which they refer to as "indigenous church schools".

16.4.2 Indigenous Church Schools

In the 1930s, a major split between the missionary churches and the indigenous communities emerged regarding some cultural practices which touched on matters of faith. Communities established their indigenous churches and schools which allowed them freedom to practice their cultural beliefs. Gradually, there emerged a perception that indigenous churches and schools were anti-government and were using education in their schools to ferment political pressure on the colonial government. The government arbitrarily closed most of the perceived schools and handed over some others to the missionary churches. The closed schools were later re-opened under "District Education Board" (DEB) management. To this day, some indigenous churches continue to petition

the government to reverse the arbitrary order to close their schools. They continue to demand a hand-over of their schools, which were given to the DEB. These churches believe that their schools were made secular, and their original vision and mission changed.

16.4.3 The Vision and Mission of the Church in Education

The church believes in a holistic nurture of all people; a person who is moulded physically, mentally and spiritually. Holistic nurture is the vision of Church carried out by a sponsor in the education institution. It will involve the selection of the institution leadership and a continued participation in the activities of that institution.

Religion and belief form major part of the foundation for character formation. Religious education is the subject that carries this important function in education. Most of the church-sponsored schools and those that the church lay a claim on, will be distinguished by the conspicuous presence of school chapels and or the manifestation of strong chaplaincy programmes. The church hopes to preserve this historic presence in the education sector through her sponsorship role.

16.4.4 Gaps
(a) The term "sponsor" is not given a clear definition in the current Education Act.
(b) The role of the sponsor has not been adequately spelt out in the current Education Act.
(c) The Task Force was informed that some churches lost their sponsored schools to District Education Boards (DEBs).

16.4.5 Recommendations
(a) Re-negotiate for a new agreement with the "sponsors" (former managers) regarding their then schools and those developed later under the said agreement; **an exit clause** should be provided for, in case those institutions have failed to accommodate the "sponsor's" initial vision.
(b) While partnership between the church and the government in provision of education is desirable, a clear distinction of schools run by the churches and those run by other private partners should be understood with regard to financing matters.

(c) A clear definition of the role of the sponsor should include the following provisions found in the Education Act Cap. 211 of 1968, and the salient part of character formation:

  (i) Consultation with TSC on matters relating to staffing (section 8(3)).

  (ii) Representation by 3 persons on the school management committees (section 9(1)(b)).

  (iii) Representation by 4 persons on the Board of Governors of sponsored schools (section 11(c)).

  (iv) Appointment of the chairperson of the Board of Governors in consultation with the Sponsor (section 10(4)(2)(a)).

  (v) Preparation and recommendation of syllabus, books and other teaching aids (section 8(3)(c)).

  (vi) Supervisory and advisory services to ensure religious education is conducted in accordance with the syllabus.

  (vii) Maintenance of religious traditions in each of such schools (section 8(1)).

(d) The grievances from churches with a historical claim on any learning institution should be addressed, as a way of preserving the vision and the mission of the church in these schools. The resolution of these historical claims should be included in the regulatory framework.

16.5 General Recommendations

16.5.1 Proposed Principles of Partnerships

The Task Force proposes that partnerships between the Government and other private participants in provision of education be based on the following premise:

1. Partnership should be well defined and have a clear and manageable focus:

  (a) The purpose of the partnership should be defined in terms of its long-term vision, goals and activities and should have a clear and manageable focus.

  (b) Assuming mutual satisfaction and achievement of goals, a comprehensive memorandum of understanding is critical at the start of the partnership.

2. Good partnerships need good communication:

  (a) Good communication between the partners is critical for sustainable and productive partnership.

  (b) Partnership plans should be developed jointly from conception.

(c) There should be sharing of constraints on all sides.

3. Good partnerships place staff development and training of the private education institutions at the centre of activities, and optimize the use of local resources, expertise and budgets to ensure sustainability:

(a) Staff development of the private education institutions should be central to the goals of partnership in order to build the much needed competence in business skills and service delivery.

4. Donor investment policies must be better co-ordinated, consistent with partnership goals and maximize leadership by, and direct funding to private institutions.

(a) Partnership should ensure that there is an increase in direct funding in private education institutions. Such funds should be directed at building institutional capacity and providing an enabling environment for education, training and research.

5. Private institutions should prepare their own internal environments to engage the government and use them strategically:

(a) Partnerships should complement and strengthen existing institutional strategic plans or assist in developing these, where there are none for education, research and practice goals of the institutions.

6. Partnerships should be monitored routinely and evaluated regularly using appropriate indicators, yet they should have sufficient flexibility to respond to a dynamic and rapidly changing environment. Monitoring and evaluation are important ingredients of successful partnerships. They measure and document progress and obstacles.

7. Partnerships should support national and local strategies and seek to strengthen existing institutions and professional associations.

16.5.2 Proposed Public Partnership Models

Currently, there are no defined models for public private partnership in education. The following are proposed partnership models through which the government can partner with the private sector in education.

(a) Capitation Grant Provision

The government provides capitation grants for learners in private institutions on agreed conditions/framework between the Ministry of Education and the investor for

purposes of enhancing education for all. Parents may then be required to top up the balance to meet the operations costs in the private education institutions.

(b) Provision of Teachers

The government can agree to provide teachers to private institutions and the private sector will only charge fees to meet the operational costs. The government will agree with the partner on the fees to be charged through an MOU.

(c) Provision of Teachers and Capitation Grants

The government provides teachers and capitation grants for all learners, but the partner operates the institution and charges fees to recoup his investment on land and building and for his role as the manager.

(d) Provision of Teachers, Land and Capitation Grants

The government provides land for the private partner to build learning facilities, teachers and capitation grants. The partner to run the school and charge fees for the investment and operation.

(e) Leasing of Built-up Facilities

The government can lease facilities from a private developer who has built school premises on his land. The lease can be agreed between the government and the developer on prevailing market rates of the region/locality.

(f) Leasing of Built-up Public Institutions to Private Partner

The Government may lease out existing public institutions to private partner at an agreed consideration articulated in a Memorandum of Understanding (MoU).

16.5.3 MoE should mobilize more partners to enhance funding in education.

16.5.4 The Ministry should create a directorate of public/private partnerships to coordinate private sector involvement in THE education system.

CHAPTER SEVENTEEN
17.0   REGULATORY AND LEGAL FRAMEWORK

17.1 Introduction

This Chapter outlines the current regulatory and legal framework governing the education sector in Kenya and makes recommendations to realign it with the Constitution of Kenya, 2010.

The Chapter discusses the various bodies, institutions and agencies that are currently involved in the regulation of education standards in the country. These range from ministries, directorates, SAGAs and professional/statutory bodies. It also analyses the existing policy framework on matters relating to regulation of education. It points out the gaps that are manifest in their operations and proposes recommendations.

The Chapter further makes recommendations for the establishment of a national education standardization system. The system includes a national and overall education standards body to preside over all aspects of regulation of education and training standards in the country.

This Chapter also contains the findings, observations and recommendations based on the review of selected Acts of Parliament, policy documents and stakeholders' perspectives in relation to the regulation of the quality, relevance and standards of education and training. The Chapter further analyses studies on education, previous working party reports and their recommendations.

It attempts to point out the gaps and proposes attendant recommendations as outlined below:

(a) Clear separation of the roles of regulators and providers of education and training;

(b) A national mechanism for setting standards and benchmarks for qualifications and competences;

(c) Establishment of an institutional framework for quality assurance and standards and relevance at all levels;

(d) An accreditation system for institutions, curricula and programmes;

(e) Creating a National Assessment System; and

(f) Enhanced collaboration and consultation between the providers on the one hand and industry and professional bodies or organizations on the other.

17.2 Situational Analysis

Since independence in 1963, the Government of Kenya has committed itself to providing an education system that guarantees the right of every learner to quality and relevant education. In an effort to provide quality education, the Government has laid regulatory mechanisms mainly within the Education Act Cap. 211 and other legal instruments, although these have generally proved inadequate. The sector has faced the challenge of achieving Education For All (EFA), Universal Primary Education (UPE) and the Millennium Development Goals MDGs) by 2015.

Education in Kenya is regulated at different levels which are: National—(Ministry of Education and the Ministry of Higher Education, Science and Technology); Provincial—(Provincial Education Board); District—(District Education Board); and Institutional—(Boards of Governors, School Management Committees and Parents Teachers Associations). Some of these regulatory bodies such as the Provincial Education Boards and Parent Teachers Associations do not have legal basis.

At the same time the existing regulatory framework suffers irregularities arising from policies developed by other line ministries such as Ministry of Health, ineffective regulation, administrative conflicts and overlaps in roles and responsibilities between various offices, and conflicting interests of the various ministries involved in education. There is, therefore, need to address these issues and to harmonise the regulatory framework.

The situation is further compounded by Vision 2030 and the 2010 Constitution, particularly by providing for:
(a) Expeditious and quality delivery of service to the public. (Article 232)
(b) Fair administrative actions. (Article 47)
(c) Inclusive and participatory management of public affairs. (Article 118)
(d) Integrity in public offices. (Article 73)

(e) Delivery of socio-economic rights and in particular the right to education. (Article 43)

17.3 Policy Documents

The Sessional Paper No. 1 of 2005 on a Policy Framework for education, training and research was developed as a national policy framework. Besides, the Government has developed other policies to address emerging issues affecting the sector. These include:

(a) Gender in Education Policy (2007);

(b) National ECDE Policy in Kenya;

(c) Special Needs Education Policy;

(d) Policy on Marginalized and Vulnerable Children;

(e) National HIV and AIDS Policy;

(f) Policy Framework for Nomadic Education in Kenya;

(g) Policy framework on the Provision of Alternative Basic Education and Training (APBET) 2010;

(h)   Sessional Paper Number 6 of 1988 on cost sharing; and

(i) Roles of stakeholders in education (2009).

In addition to the above, the government has instituted other policy interventions that include:

(a) Free Day Secondary Education launched in 2008;

(b) Free Primary Education launched in 2003.

17.4 Purpose of Regulation

Regulation of the education sector is meant to achieve a number of objectives. These are to:

(a) ensure compliance with set standards;

(b) guide the implementation of policies;

(c) ensure accountability of players;

(d) provide mechanisms for accreditation and certification;

(e) ensure constant monitoring of education trends and thereby support reform processes; and

(f) ensure efficient management of education resources.

17.5 Government Ministries with Regulatory Functions in Education

17.5.1 Ministry of Education

The Ministry's overall sector objectives are to ensure equitable access, attendance, retention, attainment and achievement in education, science, research and technology by ensuring affordability of services. It also aims at mobilizing resources for sustainable and efficient delivery of relevant educational, research, technological and other educational services.

The Ministry is mandated to ensure co-ordination of the provision of education and training for efficient delivery of services between government, donors, NGOs and communities.

The Ministry's regulatory structures are spread at national, provincial, district and institutional levels. The Ministry's Headquarters has the overall mandate over the Ministry. The mandate is spread to the Provincial Education Officers, District Education Officers and Area Education Officers.

At the institutional level, regulatory functions of the Ministry are delegated to School Committees for primary schools, and PTAs and BOGs for secondary schools.

17.5.2 Ministry of Higher Education, Science & Technology

The Ministry's mandate includes Science Technology Innovation (STI) policy, research development, research authorization and coordination of Technical Education (TE). The Ministry currently operates with three technical directorates and three SAGAs, namely; Directorate of Research and Development (DRD), Directorate of Technical Accreditation and Quality Assurance (DTAQA), Directorate of Higher Education (DHE) and the National Council for Science and Technology (NCST), Higher Education Loans Board (HELB), Commission for Higher Education (CHE). Policy priorities include:

(a) Strengthening the National STI standing and its competitiveness

(b) Improving the quality, relevance, equity and access to higher education and technical training

(c) Promoting evidence based policy making and national development

(d) Encouraging private sector participation in STI and technical education

(e) Enhancing capacity of the national STI system towards being demand driven

(f) STI, quality higher education and technical education services

(g) Effective use of existing talents and facilities

(h) Promoting excellence, creativity, innovation and investment in STI, higher education and technical education.

17.5.3 Ministry of Youth Affairs and Sports

MOYAs functions include empowerment; co-ordination; training and mainstreaming of youth affairs. The Ministry's core functions embrace:

(a) Formulating, implementing, coordinating, reviewing and monitoring of youth development policies;

(b) Facilitating youth participation in the development processes;

(c) Coordinating and monitoring youth led initiatives;

(d) Advocating and promoting youth led initiatives;

(e) Developing youth resource centres; and

(f) Facilitating leadership, entrepreneurship and life skills training.

17.5.4 Findings and issues from the cluster hearings, submissions and literature review on Ministries

The Task Force sought for information regarding regulation of education at the Ministry level from literature review and the county cluster hearings. The following were the emerging issues:

(a) The functions of the Ministries are highly centralised at the Ministry Headquarters leading to bureaucracies and inadequate coordination.

(b) The role of PTA and SMCs and their regulatory structures are not provided for in the Act, despite their importance to the regulatory system in education.

(c) There are two Ministries each with a top heavy structure attending to centralised functions which at times overlap.

(d) There is no clear provision or mechanism to ensure coordination between the Ministry of Education and other Ministries and government departments that are stakeholders in the education sector.

(e) At the district levels, Ministry representatives i.e. the DEOs' offices combine many roles i.e. regulation, governance, M&E, financing, coordination and staffing.

(f) There are overlaps of regulatory functions between the Ministry of Education and other Ministries that offer education and training.

(g) There is no regulatory coherence between the Ministry and CHE, which also has a regulatory mandate over university education.

17.5.5 Recommendations on Ministries

The Task Force recommends that:

(a) There should be a single Ministry of Education to address education matters in response to Article 152 (1) (d) of the 2010 Constitution, which provides for 14-22 Cabinet Secretaries. There should be an inter-ministerial committee to coordinate all the Ministries and non-line departments that have a stake in the regulation of educational matters in their various capacities.

(b) A functional review of the MoE should be undertaken in order to rationalise the number of directorates and staff in view of the devolution of responsibilities to Counties. The Ministry of Education currently has seven directorates. It is proposed that the directorates should be reorganised as follows:

    (i) Policy and Planning

    (ii) Partnerships and Private Educational Institutions

    (iii) Research and Development

    (iv) Higher and Teacher Education

    (v) Basic, Adult and Continuing Education

    (vi) Technical, Industrial, Vocational and Entrepreneurship Training (TIVET)

    (vii) Field and Co-curricular Services

    (viii) Administration, Finance and Support Services.

(c) The Education Standards, Quality Assurance Commission (ESQAC) be established.

(d) The PTA should be enshrined in law.

(e) Boards of Management be constituted in all public schools and boards of directors in all private schools.

17.6 MOE Directorates with Regulatory Functions in Education

17.6.1 Directorate of Quality Assurance and Standards

The Directorate's blueprint is contained in the Circular Ref DPM1/20A/VOL X/27 dated 5th June 2006.

Its mandate may be inferred from Section 18 (1) of the Education Act which provides that:

'the minister shall appoint officers with authority to enter and inspect any school, or any place at which it is reasonably suspected that a school is being conducted at any time with or without notice and report to him [the minister] with respect to the school or aspect thereof"

Its policy objective is to provide Quality Assurance and Standards Assessment Services to all education and training institutions. It is mandated to establish, maintain and improve educational standards in the country.

17.6.2 Directorate of Secondary and Tertiary Education

It is a Directorate that oversees the management of secondary schools and tertiary institutions by Board of Governors. In pursuance of its objects, the Directorate is mandated to provide facilities such as funds and infrastructure. It also coordinates diploma teacher training.

17.6.3 Directorate of Basic Education

The Directorate oversees the implementation of policies relating to ECDE and the delivery of quality free primary education and primary teacher training.

17.6.4 Directorate of Adult and Continuing Education

The Directorate of Adult and Continuing Education operates under the legal framework of the Board of Adult Education Act, Chapter 223 of the Laws of Kenya.

The Directorate is mandated to provide literacy and Continuing Education to out-of-school youth and adults in order to create a well informed human resource capable of participating in the country's socio-economic development.

17.6.5 Findings and issues on Directorates from the cluster hearings, submissions and literature review

(a) Lack of adequate tools to assess overall learner development in Basic and Tertiary levels.

(b) The working relationship between the Directorate of Quality Assurance and the Kenya Institute Education who are responsible for curriculum development is not adequately set out or coordinated.

(c) The aim of reform from inspectorate services to Quality Assurance and Standards was to alter the perception from that of a policing agent over education to a partner to other players in the education sector. However, this has not been achieved.

(d) Inadequate school level supervisory capacity due to shortage of officers. It is estimated that currently, the Directorate has a shortage of up to 3,359 officers.

(e) The Directorate lacks the capacity to adequately offer subject based in-servicing to address shortcomings relating to revised curriculum, generic and assessment skills.

(f) There lacks support for quality assurance services and undertakings at school and zonal level.

(g) The Directorate has not been able to regulate the fees charged by public secondary schools.

(h) The inclusion of tertiary education within regulatory structures of this directorate creates conflicts with MOHEST hence ineffective service delivery.

(i) The functions of the DSTE often overlap with those of the Directorate of Quality Assurance and KIE. There are no clear structures to delineate the separation and extent of the mandate of either Directorate.

(j) In the current structures where basic education has not been formally defined, the role of the Directorate only includes ECDE and primary education and excludes secondary education.

(k) There are overlaps over the regulatory functions of the Directorate and those of the Teachers Service Commission.

(l) There is disconnect between the Directorate, SMCs and the Community in regulatory affairs in schools.

17.7 Semi-Autonomous Government Agencies with Regulatory Functions

17.7.1 Kenya Institute of Education

KIE was established by the Education Act at Section 23(1) and the Act initially assigned it the mandate of co-ordination of institutions devoted to the training of teachers, the conduct of examinations to enable persons to become qualified teachers, the conduct and promotion of educational research, the preparation of educational materials and other matters connected with the training of teachers and the development of education and training.

The functions of KIE are:

(a) Research, development of curriculum and support materials for basic and tertiary education and training.

(b) Organisation of in-servicing, training and orientation programmes for education personnel responsible for implementation and supervision of curriculum.

(c) Preparation and transmission of educational programmes through mass media.

17.7.2 Teachers Service Commission

Prior to the coming into effect of the 2010 Constitution, the Commission was a body under the Teachers Service Commission Act. The TSC is now a Constitutional Commission established under Article 237 of the Constitution. This new status is likely to reduce many of the gaps and challenges that had hampered the operations of the Commission as a statutory body. Issues and challenges regarding the TSC are raised under 7.7.8.

17.7.3 Commission for Higher Education

19 functions of CHE are stipulated in the Universities Act. Under Section 6, the functions of the Commission shall be:

(a) Promote the objectives of university education by providing knowledge for the benefit of mankind;

(b) Advise the Minister on the establishment of public universities;

(c) Accredit universities;

(d) Co-ordinate the long-term planning, staff development, scholarship and physical development of university education; and

(e) Promote national unity and identity in universities.

The CHE is established under the Universities Act, Cap. 210B. The Act mandates CHE to among other things promote establishment of private universities by charter. The regulatory functions of the CHE are to be augmented by those of the individual universities Senates and Councils as established by the individual Universities' Acts.

17.7.4 Kenya National Examinations Council

Section 10 of the Act provides for the functions of the Council as follows:

(a) Conduct such academic technical and other examinations within Kenya as it may consider desirable in the public interest.

(b) Award certificates or diplomas to successful candidates in such examinations.

(c) Invite any body or bodies outside Kenya, as it may deem fit, to conduct academic, technical and other examinations within Kenya.

KNEC is established under the Kenya National Examinations Council Act, Cap 225A. It has a statutory mandate of administering and regulating the administration of public examinations in institutions of learning. While the Council has made massive progress towards efficiency in the administration of examinations, there still are a number of concerns that need to be addressed in reforming the operations of the council to stem out possibilities of cheating in order to maintain the credibility of examinations.

17.7.5 Kenya Institute of Special Education

Kenya Institute of Special Education (KISE) is a Semi-Autonomous Government Agency of the Ministry of Education established through the Legal Notice No. 17 of February 14, 1986 to undertake the following functions:

(a) Conduct teacher training courses for teachers in various fields of the education of children with special education needs;

(b) Conduct in-service courses for personnel working in all field of special education;

(c) Prepare and conduct correspondence courses for personnel in the field of special education;

(d) Operate an educational and psychological assessment centre for the training of teachers of children with special education needs;

(e) Operate an orientation and mobility centre for training and demonstration purposes;

(f) Operate a model training unit for integration of handicapped children into regular schools;

(g) Operate a pre-school department where training and the stimulation of young handicapped children can be carried out for the purpose of teacher training;

(h) Function as a resource centre for the production and dissemination of information to the general public on disabilities;

(i) Run a documentation and resource centre on handicaps;

(j) Conduct research in special education; and

(k) Maintain, repair, design, produce and assemble special materials and equipment.

KISE functions to spearhead the mainstreaming of special needs education into the ordinary education structures and systems. The Institute works in close partnership with the KIE and has made commendable progress in integrating special needs education in learning institutions. However, there are still several gaps that need to be addressed especially with the passing of the new Constitution, which at Article 54 lays much emphasis on securing and protection of the rights of people with disabilities.

17.7.6 Centre for Mathematics, Science and Technology in East Africa (CEMASTEA)

The Centre for Mathematics, Science and Technology in East Africa (CEMASTEA) was established by the Ministry of Education in 2004 as a means of institutionalising In-service Education and Training (INSET) for teachers of Mathematics and Science (M&S) in Kenya. CEMASTEA was established as a college through Legal Notice No. 96 published in the Kenya Gazette Supplement No. 45 of 23rd June 2006.

CEMASTEA serves as the National INSET centre that trains Trainer of Trainers (TOTs) who in turn reach out to teachers of M&S at District/Regional level. Currently, there are 108 District INSET centres and 18 Regional ones.

CEMASTEA conducts training for:

(a) Secondary school teachers of M&S
(b) Principals of secondary schools

(c) Quality assurance and standards officers (QASOs)

(d) District Education Officers (DEOs)

(e) Tutors of M&S in PTTC

(f) Teachers from 34 African countries.

CEMASTEA is also the secretariat and regional training centre of teachers of M&S, and educators from 34 Sub-Sahara African countries who are members of SMASE-WECSA association. SMASE WECSA is a regional association of 34 African countries whose goal is to improve the quality of mathematics and science education in Africa.

17.7.7 Kenya Education Staff Institute (KESI)

KESI was established in April 1981, based on the recommendations of the National Committee on Education Policies (NCOEP) of 1976.

The purpose of establishing KESI was to build the capacity of education personnel to enable them deliver education services efficiently and effectively. The Government of Kenya (GoK), development partners and private sector had made a huge investment in education and needed to see returns on this investment.

The KESI capacity building programme was built along similar programmes such as MANTEP now ADEN in Tanzania (1978) and IADAB in Malaysia (1970). Initially, KESI relied on the University of Pittsburgh and the University of Manchester for capacity development of KESI trainings. From 1990, mentors such as the UNESCO/BREDA, UNESCO IIEP and Commonwealth Secretariat helped in the capacity development of KESI trainers. More recently, USAID and VVOB have helped build the capacity of the institute.

KESI was initially located at Kenyatta University. It was relocated to the former Highridge Teacher Training College in Parklands, in 2006.

Currently, KESI:

(a) Is the recognized capacity building agency of the Ministry of Education mandated under Legal Notice 19/2010 of the Education Act to undertake Management training, research and consultancies.

(b) Has an important stake in building the capacities of educational personnel for not only performance improvement but also career advancement.

(c) Has mounted promotional programmes for Education Officers and Quality Assurance Officers who are employees of the Public Service Commission.

(d) Is already an accredited training institute for the Teacher Service Commission (which is the employer of all teachers in the country) to undertake the promotional programme titled the 'Teacher Proficiency Course'.

(e) As gauged by the Performance Contract of 2008/2009, the Institute offers high quality training programmes. The institute was ranked 2nd among Tertiary Education Institutions.

17.7.8 Issues and Challenges

KIE

(a) Some of the functions assigned to the Kenya Institute of Education under Section 23 (1) of the Education Act are not in harmony with functions assigned to KIE by subsidiary legislation Legal Notice No. 120 of 2010.

(b) There are no offences and penalties in the Act against persons who develop and teach a curriculum which has not been accredited and approved for implementation in Kenya.

(c) The Kenya Institute of Education has acquired additional functions which are not incorporated in the Act.

(d) The status of the Kenya Institute of Education as provided in the Education Act is not commensurate with its role and functions as a national curriculum development centre.

KISE

(a) There is lack of clear policy guidelines and support to the implementation of an all-inclusive education policy.

(b) SNE has not been mainstreamed in all education sub-sectors and programmes.

(c) SNE learners contend with inappropriate infrastructure, inadequate facilities and lack of equipment which makes it difficult to integrate special education in regular programmes.

(d) There is inadequate supervision and monitoring of SNE programmes.

(e) There are no adequate teachers for SNE.

(f) Funding the implementation of the SNE policy has not been provided.

KNEC

(a) KNEC develops an assessment syllabus which tends to make teaching examination oriented.

(b) KNEC has no independent mechanism to resolve disputes related to examinations and certification processes.

TSC

(a) TSC should sufficiently decentralize its functions.

(b)   The TSC should register all teachers as required under the Act, especially the teachers practising in private institutions of learning.

CHE

(a) The functions of the CHE and the public universities under the legal framework on universities are in conflict with regard to the provision of facilities, cooperation with government in planning the development of university education and admission of students.

(b) The legal framework mandates CHE to promote only the development and establishment of private universities by charter while the public universities are established under their various Acts of Parliament.

(c) The CHE is not mandated to undertake the long-term planning for the development of university education.

SEPU

The School Equipment Production Unit (SEPU) produces scientific equipment for public learning institutions. It was found that the unit was no longer viable as it was facing stiff competition from a liberalized market for scientific equipment.

17.7.9 Recommendations on SAGAs

(a) The mandate of CHE should be expanded to take responsibility for Standards and Quality Assurance for all universities (public and private) and tertiary institutions.

(b) The name of Kenya Institute of Education (KIE) be changed to the Kenya Institute of Curriculum Development (KICD) in line with its mandate. KICD shall be a body corporate and shall decentralize some of its operations to enhance the inclusion of local content in the curriculum.

(c) KESI to focus on training of Education managers in the same line with KIA, hence its name to change to Kenya Education Management Institute (KEMI).

(d) The name of KNEC be changed to Kenya Education Assessment Council (KEAC).

(e) The name of KISE be changed to Kenya Institute of Special Needs Education (KISNE).

(f) That pursuant to the provisions of Article 54 of the Constitution ,the government moves by way of legislation to ensure that special needs education is integrated into the education system. A starting point would be to restructure KISE under a statute and named KISNE.

(g) More TIVET institutions be established and the existing ones be refurbished.

(h) Universities to open avenues for development and perfection of diverse talents.

(i) The mandate of CHE should be expanded to regulate all post-secondary institutions.

(j) KICD be established under a separate statute.

(k) SEPU assets to be disposed of and the proceeds contributed to the MoE AIA.

17.8 The Legal Framework Governing Education in Kenya

17.8.1 Introduction

Kenya is a signatory to various international conventions, treaties, protocols and declarations, and has ratified various international instruments that relate to matters of education, most of which enshrine education as a right to every person. Article 2(5) and (6) of the Constitution of Kenya respectively recognize rules of international law on the

one hand and any treaty or convention ratified by Kenya on the other, as parts of the laws of Kenya.

Among the main international legal instruments with direct impact on education in Kenya are:

(a) The Universal Declaration of Human Rights (UDHR, 1948), which recognizes the right of every human being to education and further states that it shall be free at least in fundamental stages and that elementary education shall be compulsory;

(b) The Internal Covenant on Economic, Social and Cultural Rights (ICESCR), which recognizes the right of everyone to education;

(c) The United Nations Convention on the Rights of the Child (CRC), which states that a child has a right against all forms of discrimination or punishment and that in all circumstances the interest of the child shall be a primary consideration;

(d) The African Charter on the Rights and Welfare of the Child, which requires African countries to enhance the protection of children's rights;

(e) Apart from the above instruments, the Kenya Government is committed and is signatory to The World Conference on Education for All (EFA) at Jomtien, 1990, and Dakar in 2000, whose major recommendation was the achievement of education for all and the Beijing Declaration for Action 4th World Conference on Women (1995) which recognizes education as a human right and essential tool for achieving the goals of equality, development and peace.

17.8.2 The Constitution of Kenya

The Constitution of Kenya (1963) did not guarantee education as a right. The Constitution of Kenya (2010) is the main focal point of the legal framework and addresses a number of regulatory concerns in regard to education as pointed out hereunder:

(a) The Constitution guarantees a right to education for every person as one of the socio-economic rights under Article 43.

(b) Article 53 provides that every child has a right to free and compulsory basic education.

(c) Article 53(1) (d) further provides that children are to be protected from abuse, inhuman treatment and violence.

(d)   The State is mandated under Article 55 to take measures including affirmative action to ensure that the youth access relevant education, training and employment.

(e)   Article 53(2) stipulates that a child's best interests are of paramount importance in every matter concerning the child.

(f)   Article 54 provides persons with disabilities the right of access to educational institutions and facilities; and that such persons are integrated into the society to the extent that is compatible with their interests.

(g)   Minority and marginalized groups are to be provided with special opportunities in educational and economic fields under Article 56(b).

(h)   Every person (including children) has a right to equality before the law and freedom from discrimination under Article 27.

17.8.3 The Fourth Schedule of the Constitution of Kenya, 2010

(a)   The Fourth Schedule addresses the distribution of functions between the national and county governments. Paragraph 15 of Part 1 of the Schedule makes it a responsibility of the national government to formulate educational policies, set standards, develop curricula, oversee examinations and grant charters for universities.

(b)   Paragraph 16 of the Schedule gives the national government the mandate over universities, tertiary education and institutions and other institutions of research and higher learning, primary schools, special education, secondary schools and special education institutions. Paragraph 17 gives the national government the responsibility of promotion of sports and sports education.

Part 2 of the Schedule establishes functions and confers powers to the county governments over pre-primary education, village polytechnics, home craft centres and child care facilities.

Paragraphs 16 and 17 of Part 1 of the 4th Schedule gives the national government a function *inter alia* on Education policy, standards, curricula, examinations and granting of university charters as well as functions on universities, tertiary educational institutions and other institutions of research; higher learning and primary schools; and special education institutions.

Paragraph 4 mandates the national government with responsibility over education related public amenities such as libraries, sports, and cultural activities.

17.9 Statutes Touching on Education and Training

The various statutes that deal with issues on education and training include *inter alia*: Education Act Cap. 211, Children's Act No. 9 of 2001, KNEC Act Cap. 225A, The Teachers Service Commission Act Cap. 212, Universities Act, Council of Legal Education Act Cap. 16A, Nairobi University Act Cap. 210, Kenyatta University Act Cap. 210C, Kenya Medical Training College Act, 261, Industrial Training Act Cap. 237, Egerton University Act Cap. 214, Borstal Institutions Act, Cap. 92, Clinical Officers (Training and Licensing) Cap. 260. Act, Jomo Kenyatta University of Agriculture Act 8 of 1994, Kenya National Library Services Board Act Cap. 225, Persons with Disabilities Act No. 14 of 2003 and other subsidiary legislation.

17.9.1 The Education Act, Cap. 211

The Education Act is the main statute addressing education and mainly provides for the regulation and progressive development of the sector. The Minister is responsible for the education of the people of Kenya and further establishes an advisory council to advise him/her on education matters. The Act can be summed up as below:

Part I deals with preliminary issues

Part II makes the Minister responsible for education of the people of Kenya and the progressive development of institutions devoted to the promotion of education; mandates the Minister to secure the effective co-operation of all public bodies concerned with education in carrying out the national policy on education.

Part III addresses management of schools and provides for:

(a) The roles of sponsors especially in regard to the choice for primary schools maintained by local authorities.

(b) Management and sponsorship of schools by churches.

(c) Establishment of school committees.

(d) Establishment of Board of Governors by the Minister.

(e) Constitution and functions of Boards of Governors.

(f) Conduct and affairs of the Board and members of the Board of Governors.

Part IV provides for:

(a) The registration of unaided schools.

(b) The role to receive and determine application for registration of such schools by the Minister.

(c) Powers of the Minister to close unaided schools and to make regulations with respect to registration of unaided schools.

Part V deals with Inspection and Control of Schools and provides for:

(a) The appointment of school inspectors, their roles/powers in schools but does not specify the level of schools or category of inspectors for different school levels.

(b) Conduct and management of schools and prescribe standards.

Part VI empowers the Minister on the issuance of certificates and diplomas:

(a) The Minister is empowered to provide for the conduct of public examination certificates and diplomas.

(b) It makes it an offence for unauthorized person to issue certificates and diplomas.

(c) The Minister is empowered to make regulations as to certificates and diplomas.

Part VII provides for the establishment of the Kenya Institute of Education (KIE) and grants it the mandate of co-ordination of institutions devoted to the training of teachers, the conduct of examinations to bring forth qualified teachers, the conduct and promotion of educational research, the preparation of educational materials and other matters connected with the training of teachers and the development of education and training.

Part VIII confers on the Minister further powers to prescribe areas to be served by public schools; and medical examinations for persons applying for admissions in learning institutions. It is the responsibility of parents to guide on the matters of religious instruction in schools.

PART IX empowers the Minister on establishment, membership and conduct of affairs, finances of the District Education Boards.

Part X deals with financial provisions especially the use of public funds under the Act and prescribing of regulations as to use of public funds; and provides for offences and penalties under the Act.

17.10 Children's Act, Act No. 8 of 2001

(a) Section 2 of the Act defines the child as a person under the age of eighteen (18) years, and education to include training;

(b) Section 7(1) provides for the right of every child to education, the responsibility of which shall be the Government's and the parents';

(c) Section 7(2) provides that every child is entitled to free and compulsory Basic Education; and

(d) Section 22 enforces the child's right to Basic Education and provides for any person, who alleges that the child's right to education has been, is being or is likely to be contravened, to apply to the High Court for redress on behalf of the child.

17.11 The Persons with Disabilities Act, (Act No. 14) of 2003

The Act:

(a) Provides for the rights and rehabilitation of persons with disabilities and the establishment of the National Council for Persons with Disabilities;

(b) Section 11 makes it mandatory for the Government to take steps with a view to achieving full realization of the rights of persons with disabilities;

(c) Section 14 provides that persons with disabilities shall be eligible to be engaged as apprentices or learners where their disability is not such as to impede their performance;

(d) Section 18 provides for the education of persons with disabilities. Subsection 18(1) provides that no person or learning institution shall deny admission to a person with disability or any course of study by reason only of such disability, if the person has the ability to acquire substantial learning in that course;

(e) Section 18(2) provides that learning institutions shall take into account the special needs of persons with disabilities with respect to the entry requirements, pass marks, curriculum, examinations, auxiliary services, use of school facilities, class schedules, physical education requirements and similar considerations;

(f) Section 18(3) provides that special schools and institutions specially for the challenged shall be established to cater for formal education, skills development and self-reliance; and

(g) Section 21 provides that persons with disabilities are entitled to a barrier-free and disability-friendly environment to enable them to have access to buildings, roads and other social amenities and assistive devices and other equipment to promote their mobility.

17.12 Borstal Institutions Act, Cap. 92

The Act establishes Borstal Institutions for "youthful" offenders between the ages of 15 and 18 years, their detention therein and for connected purposes.

17.13 The Prisons Act, Cap. 90

The Act provides under Sections 66 and 67 for the establishment of corrective training centres and the training of persons between the ages of 17 and 21 years.

17.14 The National Youth Service Act, Cap. 208

The Act:

(a) Provides for the establishment of the National Youth Service for the training of young citizens to serve the nation and the employment of its members in tasks of national importance in the service of the nation;

(b) Section 7 provides for voluntary enlistment of persons between the ages of 16 and 30 years;

(c) Section 17(1) of the Act permits the President, during a state of war, insurrection, hostilities or public emergency, to order the Service or any of its parts to be employed to service with the Armed Forces or otherwise in the defence of the country; and

(d) Section 29 of the Act provides that notwithstanding any other written law, a member of the Service shall be deemed to be a workman with the Government as his or her employer for the purposes of the Workmen's Compensation Act.

17.15 The Industrial Training Act, Cap. 237

The Act provides for the training of persons engaged in industry. Section 8 permits a person who has attained the age of 15 to enter into a contract of apprenticeship or indentured learnership under an employer in industry.

17.16 Board of Adult Education Act, Cap. 233 (Revised 1967)

The Act establishes the Board of Adult Education to coordinate adult education for persons over the age of 16 who are not in full-time attendance at any primary, intermediate, secondary school or at the Kenya School of Law, or any university or university college.

17.17 Universities Act, Cap. 210B

The Act is intended to make better provisions for the advancement of university education in Kenya. It establishes a Commission for Higher Education with the overall mandate of management of university Education. Its functions are:

(a) To promote the objectives and development of university education for the benefit of mankind;

(b) To advise the Minister on the establishment of universities;

(c) To co-ordinate the long-term planning of, as well as staff development, scholarship and physical development for university education;

(d) To liaise with Government departments, the public and private sectors in matters relating to overall national human resource development and requirements;

(e) To co-operate with the Government in the planned development of university education;

(f) To receive and consider applications from persons seeking to establish private universities in Kenya and make recommendations thereof to the Minister for the issuing of charters; and

(g) To make regulations in respect of admission of persons seeking to enroll in universities and to provide a central admissions service to public universities.

17.17.1 Individual University Acts

The Acts contain similar provisions regarding the promotion and access to university education including:

(a) The establishment of public universities by Acts of Parliament.

(b) Collaboration with other institutions of higher education and training for the development of facilities for university education including technologies and professional education and research.

(c) Co-operation with the Government in the planned development of university education and in particular, to examine and approve proposals for new facilities, new departments, new degree courses, or new subjects of study submitted to it by any constituent college or other post-secondary institutions.

17.18 Issues and Challenges

(a) There is no provision in law for BOG composition to be based on integrity as provided for in Article 73(1)(a) (iv).

(b) There is no limitation of tenure of office for the BOG membership.

(c) The Act does not make provision for the roles of the PTAs despite their instrumental role in the regulation of secondary school affairs.

(d) The Act does not define the sponsor and his/her role in education.

(e) The rule under the Universities Act requiring minimum 50 acres of land for accreditation of a private university is restrictive and constraints the development of universities.

(f) The legal framework on universities does not institutionalize gender parity, credit transfer and entry and reentry to assure equity and to promote access to university education.

(g) The Education Act does not extend management by BOGs to private schools to enhance regulation of private schools.

(h) The Board of Adult Education Act provides for the education and training of young persons aged 16-18 years old who otherwise ought to be accessing Basic Education and training as per the Constitution of Kenya, 2010.

(i) The definition of Adult Education as provided in Section 2 of the Act gives the Board a very broad mandate which may conflict with those of other institutions.

(j) The Education Act does not address continuing education for adults.

(k) The provisions of the Industrial Training Act are in conflict with the Children's Act for allowing children between ages 15 and 18 years to be engaged in activities in industry. Such children should be receiving Basic Education and training as per the Children's Act.

(l) The Universities Act does not mandate CHE to accredit public universities or tertiary education institutions.

(m) The Education Act mandates CHE to the promote establishment of private universities by charter, but the Act is silent on inter-university transfers and credit transfers.

(n) The Universities Act and the Individual Universities' Acts do not provide for qualifications for appointment of persons to the university management bodies such as Senate and Councils.

(o) The Act does not seek to ensure wide representations at the University Councils and Senates thereby undermining wide participation by relevant stakeholders.

(p) The Education Act does not stipulate the qualifications of members of SMC.

(q) Some of the functions assigned to the Kenya Institute of Education under Section 23(1) of the Education Act are not in harmony with the functions assigned to KIE by subsidiary legislation, Legal Notice No. 120 of 2010, under the State Corporations Act.

(r) There are no offences and penalties in the Act against persons who develop and teach a curriculum which has not been accredited and approved for implementation in Kenya.

(s) The status of the Kenya Institute of Education as provided in the Education Act is not commensurate with its role and functions as a national curriculum development centre.

(t) Universities Acts are silent on inter-university transfers and credit transfers.

(u) The Universities Act does not seek to ensure wide representations at the University Councils and Senates thereby undermining wide participation by relevant stakeholders

(v) The Act has no provisions limiting the periods taken to deal with students' disciplinary cases by internal disciplinary bodies.

17.19 Major findings and issues from the cluster hearings, submissions and literature review

(a) The Education Act does not explicitly provide for education as a right for all Kenyans nor does it provide for free and compulsory Basic Education for all Kenyan children or affirmative action for the girl-child, for persons with special needs, or for marginalized regions.

(b) The Education Act does not require the Minister to take affirmative action to promote equity in education and training.

(c) The definition of the word school should be broadened to include other institutions of learning.

(d) The Act does not provide for the structure of education, which has been changed from 7-4-2-3 to 8-4-4 without any proper legal or policy backing.

(e) The advisory council under Section 4 of the Act has not been established as it is left to the Minister's discretion. The Act should make it mandatory for the Minister to establish one.

(f) The Constitution, 2010, allocates education roles and responsibilities between the National and County governments hence the role and responsibilities of the local authorities in education matters should be reviewed to avoid conflict.

(g) The Act does not provide for the specific roles of sponsors in schools.

(h) Section 9 to be amended to provide for the qualification of members of school committees and their term of office.

(i) The criteria for appointment and the qualification of BOG is not stipulated in the Act.

(j) The role of PTA is not recognized in the Act.

(k) The Education Act does not provide for the registration of public or private schools, procedures and guidelines for registration and standards but only addresses unaided (Harambee) schools, which are no longer in existence.

(l) The Education Act does not stipulate criteria for appointment of members of the district education boards, membership and tenure of office.

(m) The Education Act does not adequately devolve the functions of the Ministry in order to reach the people at the grassroots level.

(n) The Education Act does not address inclusiveness in matters of education by failing to entrench the inclusion of the private sector and persons with disabilities in education management.

(o) The Education Act does not provide for ECDE.

(p) The provisions of the National Youth Service Act are in conflict with the Constitution, which provides for Free and compulsory Basic Education for Children as a right. The Act allows persons who are children, according to the Children's Act, to be engaged in the Youth Service or to serve in the armed forces when they should be accessing Basic Education and Training.

(q) The Education Act fails to provide for mechanisms to ensure compliance of the Act hence limiting access rights and equity for persons with disabilities.

(r) The Children's Act does not clearly address the compulsory element of Basic Education. It does not create the offence of failure to take a child to school and does not provide for any penalties for non-compliance.

(s) There is no provision in the Prisons Act for prisons to offer Basic Education and Training for persons between 17-18 years of age in the corrective centres.

17.20 Recommendations

(a) Universities to open avenues for development and perfection of diverse talents.

(b) In the Borstal institutions, the persons referred to as "youthful" offenders are children under 18 years who should be receiving Basic Education.

(c) Borstal institutions are not recognized as schools within the meaning of schools as defined under the Education Act, for purposes of offering Basic Education and Training to young offenders.

(d) Borstal institutions be recognised as schools within the Education Act and all children in the institutions be provided with an ideal learning environment.

(e) The universities to align their programmes with the Vision 2030, the Kenya Constitution, 2010 and the proposed changes in the education sector.

(f) The Education Act Cap. 211 be repealed and replaced.

(g) To realize the realignment of the education sector to the new Constitution, a number of bills be drafted to address matters of education and training.

(h) One Act to cover university education.

17.21 The Proposed Bill

The proposed Bills ought to clearly set out *inter alia* the following concerns:

(a) Free and compulsory Basic Education pursuant to Article 53 of the Constitution.

(b) Early Childhood Development and Education (ECDE).

(c) Incorporate Adult and Continuing Education, and provide for non-formal education and special needs education.

(d) Affirmative action in education matters.

(e) Establish regulatory structures for coordinating institutions with regulatory functions in education and training.

(f) Define clear roles of both the national and county governments in education in order to operationalize the Fourth Schedule of the Constitution.

(g) Establishment and roles of students' councils and other leadership bodies from primary level of education.

(h) A clear outline of the obligations of parents in the education of their children.

(i)   Address in detail issues of Quality Assurance with a properly structured system.

(j)   Address the private sector education issues.

(k)   Address issues of persons with disabilities.

(l)   The role of PTA should be recognized in the Education Act.

(m)   Kenya National Education Appeals Tribunal be set up to address grievances arising in the education sector including disputes arising from assessment.

CHAPTER EIGHTEEN

18.0   GENERAL RECOMMENDATION ON THE IMPLEMENTATION

18.1   Introduction

The Task Force, a team of stakeholders and experts in education, has made recommendations that are expected to drive the education sector to a higher level in line with the Constitution 2010 and Vision 2030. In addition, the Task Force has addressed the challenges that the education sector is facing currently. The critical issues addressed include the structure, curriculum, assessment, access, standards and quality, human capacity, governance and management, public-private partnership and financing of education.

A transparent, continuous and consistent process of implementing the recommendations need to be put in place with a proper strategy for identifying priority areas in what would be expected to be a very dynamic environment. This will ensure that all the recommendations are addressed and implemented in the most logical way possible for an effective education sector that is all-inclusive.

18.2   Recommendations

The Task Force recommends the following:

1. Implementation Framework.

    (i)   Develop a detailed implementation framework;

    (ii)   Develop a National Education Master Plan with the same lifespan as the Vision 2030.

2. Dissemination of the new policy guidelines and the revised Education Act—for effective implementation of the recommendations, it is important that implementers understand and own the proposed policy direction. This can be achieved through:

    (a)   Training of ministry officials;

    (b)   Sensitising national stakeholders;

    (c)   Training stakeholders at national and county levels;

    (d)   In-servicing teachers and heads of institutions.

3. Implementation Management—there be established a national education reforms implementation Committee to be known as Education Reform Implementation Committee (EdRIC) on the following guidelines:

(a) Membership and Tenure

- The membership of the Committee shall be nine, comprised of three members retained from the Task Force, and one of whom shall be the Chairperson. Three members be competitively sourced.

- Three Senior Ministry officials who would be ex-officials.

- The non ex-official members hold office for three years with possible extension for one year.

(b) The Secretariat

a. A Secretariat shall be established for the Committee.

b. One of the three Ministry officials shall be designated the Head of the Secretariat.

c. Additional staff shall be seconded to or hired for the Secretariat as deemed necessary.

(c) Functions

The Primary mandate of the Committee shall be to drive the reform process and to that end its functions shall include (but not restricted to):

(i) Mounting sustained sensitization programme to secure ownership and continued support to recommended reforms.

(ii) Identifying and integrating activities targeting reforms into the Education Master Plan.

(iii) Defining and specifying success indicators for reform activities with their timelines.

(iv) Monitoring, facilitating and managing the development of operational and administrative procedures that are required to implement the recommended education reforms.

(v) Coordinating with senior Ministry officials in the dissemination of procedures to other education stakeholders.

(vi) Identifying institutional and operational obstacles to the reform process.

(vii) Reporting regularly to the Cabinet Secretary on:

- Progress in the implementation of the reform process.

- Impediments to the reform process and how they should be resolved.

(viii) Work with all stakeholders to ensure that the letter and spirit of the reforms are fully accepted and honoured.

(d) Mode of Operations

- The Secretariat should operate on full-time basis in pursuit of the functions of the Committee and as planned by it.

- As approved by the Cabinet Secretary, the Committee shall meet frequently in the initial stages to launch reform activities but may reduce the frequency of meetings thereafter.

- The Cabinet Secretary to set the honoraria and allowances for Committee members .

- The Cabinet Secretary to provide the offices of the Committee and Secretariat.

Appendix I

Curriculum content for the various stages of Basic Education is guided by:

	ECDE	(a) Communication skills (b) Manipulative skills ⎱ Through Play (c) Environmental Awareness ⎰

	Lower Primary (P1 – P3)	(a) Foundation of Communication Skills
		  (a) Language of Catchment Area
		  (b) English
		  (c) Kiswahili
		
		(b) Foundation of Technical and Innovation
		  - Mathematics
		  - Science
		  - ICT
		  - Entrepreneurship
		  - Agriculture
		
		(c) Foundation of Moral and Ethical Education
		  (a) Religious Education
		    1. Christian
		    2. Islamic
		    3. Hindu
		  (b) Life Skills Education
		  (c) Citizenship
		
		(d) Foundation of Talent Identification
		  (a) Physical Education
		  (b) Music
		  (c) Art and Craft

	Upper Primary (P4 – P6)	(a) Enhancing Communication Skills
		  (a) Kiswahili
		  (b) English
		
		(b) Enhancing Technology and Innovation
		  (a) Mathematics
		  (b) Science
		  (c) ICT
		  (d) Entrepreneurship
		  (e) Agriculture
		
		(c) Enhancing Moral and Ethical Values
		  1. Religious Education
		      4. CRE

			5. HRE 6. IRE 2. Life Skills 3. Citizenship (d) Enhancing Talent Identification (a) Physical Education (b) Music (c) Art

	Junior Secondary (J1 – J3)		(i) Advanced Communication Skills
			(a) English
			(b) Kiswahili
			(c) French
			(d) German }Options
			(e) Chinese
			
			(ii) (a) Physical Sciences
			    (a) Physics
			    (b) Chemistry
			    (c) Biology
			(b) Mathematics
			
			(c) ICT
			(d) Entrepreneurship
			(e) Agriculture
			
			(iii) Moral and Ethical Education
			(a) Religious Education
			    7. CRE
			    8. IRE
			    9. HRE
			(b) Citizenship Education
			(c) Life Skills Education
			
			(iv) Talent Identification
			a) Physical education
			b) Music
			c) Art
			
			(v) Social, Environmental Education
			    1. History
			    2. Geography
			    3. Business studies

	Senior		(i) Core Curriculum

	Secondary (S1- S3)	(a) English (b) Kiswahili (c) Mathematics (d) Religious Education (e) Citizenship (f) Life Skills (g) ICT (h) Entrepreneurship (i) Physical Education	
		(ii) Electives	
		(a) Technical:	The elective will comprise the technical courses that will lead to pursuance of technological degrees at the university or advanced technological diplomas at the middle level colleges.
		(b) Vocational:	The electives will comprise vocational/trade courses that will lead to world of work or diploma trade courses at the middle level courses.
		(c) General:	The electives will comprise of academic courses that will lead to pursuance of regular degree at university or regular diplomas at middle level colleges.
		(d) Talent:	The electives will comprise courses in the talent areas of music, art, athletics and sports. This will lead to pursuance of degree/diplomas in the areas of specialization or the world of work.

Appendix II: Presentations from various Stakeholders

Wednesday 16ᵗʰ February, 2011	1.		EFA progress report
	2.		Free Universal Primary Education & the challenges of teacher GAP in African-lessons learnt from Kenya
	3.		Progress made towards achieving EFA since Jomtien
Wednesday 23ʳᵈ February, 2011	1.	Mr. Mburugu James Technical Education	Oral Presentation
	2.	Catholic Church	Oral Presentation
	3.	Sports International Nyakwaka – 0729 487229	Oral Presentation
	4.	Teacher Ihiga Secondary School Tel: 0722491722	Kenya Teachers Colleges Principals' Association Memorandum Presented to The Task Force on Review of Education System in Kenya
Wednesday 2ⁿᵈ March, 2011	1.	Right to Basic Education group	➢ Right to Basic Education Bill: Philosophical Considerations ➢ Draft Bill Right to Free & Compulsory Basic Education Bill, 2011
Wednesday 9ᵗʰ March, 2011	1.	Dr. Peterson Wang'ombe	➢ Assessment of the Relationship between Curriculum Change and Behavioural Trends of Youth in Kenya Comparative Analysis of the Old and New Christian Religious Education Syllabus
	2.	World Society for the Protection of Animals (WSPA)	Concept in Animal welfare
Monday 14ᵗʰ March, 2011(Workshop)	1.	Mr. Kimathi M'Nkanata	Directorate of Field and Other Services—position on the re-alignment of education to the new Constitution

	2.	Assistant Director DSTE	Directorate of Secondary & Tertiary Education Presentation
	3.	Miss Caroline Mugwe (Head HRM)	HRM Presentation to the Task Force
	4.	Mr. Lagatt E.K. Director	Aligning KISE to Vision 2030 & Constitution
	5.	Mr. Kavisi	Alignment of TSC Functions and Structures as per the new Constitutional Dispensation
	6.	TSC Deputy Secretary	Teacher Management Issues and Challenges
Tuesday 15ᵗʰ March, 2011(Workshop)	1.	Mr. Onesmus Kiminza	Directorate of Policy, Partnership & East African Community Affairs
	2.	Mrs. Leah Rotich	Directorate of Basic Education
	3.	Assistant Director	Directorate of Adult & Continuing Education
	4.	Director KESI	Re-alignment of the KESI Capacity Building Programme to the New Constitution
Wednesday 16ᵗʰ March, 2011(Workshop)	1.	Mr. Benjamin C. Cheboi (CEO – HELB)	Financing University Education; HELB's Place in Driving Vision 2030 & Supporting Alignment to the new Constitution
	2.	Mr. Njagi	KIE Presentation to the Task Force
	3.	CEMASTEA	CEMASTEA Presentation
	4.	Ministry of the East African Community	Findings of the Study on Inter-University Council of Eastern Africa, Harmonization of the Curriculum, Examinations and Assessment
		Kenya National Commission for UNESCO (KNATCOM-	UNESCO presentation to the Task Force

		UNESCO)	
Wednesday 23rd March, 2011	1.	Ms. Eldah Onsomu Policy Analyst, KIPPRA	Aligning Education and Training to National Development
	2.	Central Planning and Project Monitoring Unit (CPPMU), Department By Mr. Obiero	Education Management Information System (EMIS), Section presentation to the Task Force
Wednesday 30th March, 2011	1.	Rob Vos Arjun Bedi Paul Kimalu Damiano Kulundu Manda Nancy Nafula Mwangi Kimenyi	➢ Achieving Universal Primary School Education in Kenya
	2.	Eldah N. Onsomu David Muthaka Moses Ngware George Kosimbei	➢ Financing of Secondary Education in Kenya: Costs and Options
	3.	Moses Ngware Eldah Onsomu Benson Kiriga David Muthaka	➢ Free Secondary Education in Kenya: Costs, Financing Sources and Implications
	4.	Nancy N. Nafula Eldah N. Onsomu Damiano K. Manda Paul K. Kimalu	➢ Private Sector Investment in Primary and Secondary Education in Kenya: Issues, Challenges and Recommendations
	5.	Moses Ngware Eldah Onsomu Damiano Manda	➢ Impact of Primary School Education Inputs and Outputs in Kenya: Empirical Evidence
	6.	Jane Nyokabi	➢ Determinants of Primary Schooling in Kenya
	7.	Arjun S. Bedi, Paul Kieti Kimalu, Damiano Kulundu Manda, Nancy Nelima	➢ The Decline in Primary School Enrolment in Kenya

		Nafula	
Tuesday 5th April, 2011	1.	Education Secretary	Highlights on Canadian Benchmarking Tour
	2.	Prof. Kiyiapi, CBS	Permanent Secretary's Remarks
	3.	Dr. G. Cheserek	Committee I
	4.	Prof. Wangari Mwai	Committee II
	5.	Mr. J. Ole Leshao	Committee III
	6.	Prof. B. Sihanya	Committee IV
Wednesday 6th April, 2011	1.	Dr. Wango	Education in Kenya Under the New Constitution
	2.	Committee 1	Financing, Investment and Resource Mobilization for Education
	3.	Committee 2	Regulatory Framework on Education in Kenya
Wednesday 13th April, 2011		Group 1	Financing, Investment and Resource Mobilization for Education
		Group 2	Regulatory Framework Phase 1 Findings and Suggested Recommendations
		Group 3	Committee on Institutional Management & Governance, Curriculum Review and Human Resource Capacity
		Group 4	Quality Assurance, Standards, Monitoring and Evaluation
Wednesday 20th April, 2011	1.	Ministry of Higher Education, Science and Technology	Directorate of Research Management and Development
	2.	USAID - Kenya	Decentralization of Education- Which Way Kenya?
	3.	Hon. Njoki Ndung'u	Legal implications and recommendations to realign education sector with the New Constitution of Kenya (NB: No hard or soft copy

			submitted)
Wednesday 27th April, 2011	1.	Kenya Private Schools Association (In Partnership with the Government to provide Education for All)	Views of Kenya Private Schools Association to the Task Force on the re-alignment of the education sector to the Constitution.
	2.	KPSA	Amended Bill of Kenya Private Schools Association to the Task Force on the re-alignment of education sector to the Constitution.
Wednesday 4th May, 2011	1.	Audrey Mbugua Ithibu Programme Officer Transgender Education & Advocacy	Integrating Transgenders/Transsexuals in Kenya's Education System
	2.	Mr. Kabui Mwai (Chairman KPSA)	Kenya Private Schools Association Proposed Bill, 2011
	3.	Association of African Universities (AAU)	Association of African Universities Serving Higher Education in Africa
Wednesday 18th May, 2011	1.	Chairman of Kenya Teachers Colleges Principals' Association	Kenya Teachers Colleges Principals' Association Memorandum Presented to the Task Force on Review of Education System in Kenya
	2.	Presented by Mr. Charles Kado For KEPSHA at KIE	Memorandum to the Task Force on education on the strategy to strengthen FPE policy from the eyes of the head teachers in Nairobi.
	3.	Mr. David Ongare Deputy Director Environmental Education	Education for Sustainable Development (ESD) presentation

		NEMA	
Wednesday 25th May, 2011	1.	Rev. Canon Peter Karanja, General Secretary (NCCK)	The National Council of Churches of Kenya Memorandum to the Education Task Force.
	2.	Mr. Oyaya and team (absent)	Creative and Performing Arts in Education
	3.	Vision 2030	❖ Vision 2030 Overview ❖ Think Big (movie) ❖ Shift Happens ❖ Uungwana Presentation
	4.	Muslim Education Council in conjunction with Supreme Council of Kenya Muslims (SUPKEM) & Young Muslim Association	Obstacles to the Education of Muslim Children
Thursday 2nd June, 2011	1.	Mr. Simon Gicharu (National Chairman of NAPUK)	A concept paper on Higher Education Reforms by the National Association of Private Universities (NAPUK)
Wednesday 15th June, 2011	1.	Daniel Mburu Mwangi (through Kenyatta University Disabled Student Association)	Proposal for the need for Braille Authority in Kenya (Hard copy)
Wednesday 22nd June, 2011	1.	Mrs Winfred Moraa	Kenya National Commission on Human Rights' position on the re-alignment of the education sector to the new Constitutiion
	2.	Commissioner, Mr. Lawrence Muti	Constitution and the Right to Education
Wednesday 29th June, 2011		Committees' presentation	Presentations by the Four Committees.
Wednesday 6th July,	1.	Mr. Allan Penny	Realignment Task Force

2011			Draft Report (Preliminary Comments)
Wednesday 13th July, 2011	1.	Mr. John W. B. Owigar	Situational analysis on the status of Technical, Vocational Education and Training in Kenya
	2.	Anna P. Obura	Equity and Effectiveness: Prime Instruments for Re-aligning the Education Sector with Kenya's new Constitution
Wednesday 20th July, 2011	1.	KNCHR Officer	Follow up submission of KNCHR'S views to the Task Force on education on the re-alignment of the education sector to the new constitution.
	2.	Stella Ruto	Teachers Service Commission Bill, 2011 (approved by the technical team)
Wednesday 27th July, 2011	1.	Document written by: • Harry Anthony • Felipe barrera • Julian Guaqueta	The Role and Impact of Public-Private Partnership in Education
	2.		UNESCO and Public Private Partnership (Can and should public-private partnerships play a role in education?)
	3.	By Okwach Abagi, Julian Nzomo, Wycliffe Oriento	Private Higher Education in Kenya
Wednesday 3rd August, 2011	1.	Kenya Episcopal Conference (Catholic Secretariat) by Rt. Rev. Maurice Crowley	Teaching of CRE and PPI in Primary Schools.
	2.	M.C. Chepkonga, OGW (under Secretary)	Memo on Establishment of State Corporations
Wednesday 10th August,	1.	By Diocese of	Presentation to the Task Force

2011		Lodwar	on the Review of Education, Training and Research Sector.
	2.	Vice Chairman (Dr. Keiyoro)	Bachelor of Education - Proposed Syllabus (Kukubo Barasa Feb. 2006)
Wednesday 17th August, 2011	1.	Prof. Olive M. Mugenda, Ph.D, EBS (Vice Chancellor)	Report on the Additional issues Raised after Presentation by Kenyatta University on the Alignment of the Education Sector to the New Constitution
	2.	Dr. G. P. Oluoch Ed.D	KCPE killed the 8-4-4 curriculum and teaching in 2002
	3.	Dr. G. P. Oluoch Ed.D	It is no longer a must to retain the Kenyan 8-4-4 Educational structure
Wednesday 21st September, 2011	1.		➢ Concept Paper on Reform on Technical, Industrial, Vocational & Entrepreneurship Training (TIVET) in Kenya (October 2003)
Wednesday 28th September, 2011	1. 2.		➢ Revised TIVET Syllabi (September, 2011) ➢ TIVET Curriculum Development Framework
	1.	(i) Mr. Patrick Ngumi (Director PSEC, NESC) (ii) Elizabeth Kimulu (Director Soc. Sector, NESC) (iii) Dr. Joseph Siror (Director STI & C., NESC)	➢ National Economic and Social Council views on reforms.

		(iv) Dr. Kanyenye Gakombe (Council member, NESC)	

Appendix III

List of Policy Documents

1.	Wajibika Kuhakikisha Elimu Bora Communications Strategy for the Implementation of (KESSP) April 2009
2.	Free Primary Education Support Project (FPESP) - End of Project Evaluation by Liaison Development Consultants
3.	Education Facts and Figures 2002 – 2008 (MoE)
4.	Free Secondary Education in Kenya: Costs, Financing Sources and Implications – KIPPRA
5.	Policy Advice During a Crisis, KIPPRA
6.	The National Cohesion and Integration Act, 2008
7.	Wajibika kwa Elimu Bora – Education Service Delivery in Kenya - Roles and responsibilities of Duty Bearers and Stakeholders (MoE)
8.	Strategic Plan 2006 – 2011 (MoE)
9.	Gender Policy in Education
10.	Guidelines on Establishing A Students' Council (MoE)
11.	National School Health Guidelines: 2009, Ministry of Public Health and Sanitation and MoE
12.	National Adult and Continuing Education Policy, June 2010, MoE
13.	Code of Regulations for Teachers (Revised 2005), TSC
14.	Education for Sustainable Development Policy (JKUAT)
15.	World Programme for Human Rights Education, UNESCO
16.	Procurement Procedures Manual for MoE Headquarters, Provincial and District Offices, 2007
17.	Procurement Procedures Manual for Secondary Schools and Colleges, MoE, 2007

18.	Procurement Manual for Primary Schools, April 2007, MoE
19.	Procurement Procedures Manual for Semi-Autonomous Government Agencies (SAGAs) and Polytechnics, MoE, 2007
20.	Guidelines for Monitoring Hate Speech (by National Cohesion and Integration Commission)
21.	HIV and AIDS Prevention and Life Skills Training Manual, June 2009, (KESSP)
22.	Kenya Vision 2030, Sector Plan for Education and Training 2008 - 2012
23.	Kenya Vision 2030 (The Popular Version)
24.	Report of the National Conference on Education and Training held at KICC, Nov. 27 - 29, 2003 (MoE)
25.	Totally Integrated Quality Education and Training (TIQET) by Davy K. Koech, August 1999 (Report of the Commission of Inquiry into the Education System of Kenya)
26.	Economic Recovery Strategy (2003 – 2007), August 2007: Monitoring and Evaluation Directorate, Ministry of Planning and National Development
27.	National Policy Framework for Education: Civil Society Position Paper by Elimu Yetu Coalition, April 2011
28.	Report of the Sector Review and Development Direction, September 2003
29.	Report of the Task Force on Student Discipline and Unrest in Secondary Schools, September, 2001
30.	Education for Sustainable Development (Implementation Strategy)
31.	Report of the Task Force on Implementation of Free Primary Education, February 2003
32.	School Infrastructure Technical Handbook, Version One 2007 (KESSP)
33.	Education Statistical Booklet 2003 - 2007
34.	Handbook for Inspection of Educational Institutions, October 2000 (Ministry of Education, Science and Technology)

35.	Child Friendly Schools – Manual, 2010
36.	Reform Agenda for Education Sector in Kenya (Setting Beacons for Policy and Legislative Framework)
37.	Guidelines for Strengthening HIV and AIDS Co-ordination at the District Level
38.	Secondary Education Strategy: 2007 - 2010
39.	The Education Act: Chapter 211
40.	Technical, Industrial, Vocational and Entrepreneurship Training Strategy
41.	Kenya Education Sector Support Programme 2005 - 2010
42.	The Kenya Gazette: 28th January, 2011
43.	Harmonization of the Legal Framework on Education, Training and Research (Dr. James Mwangi Kamunge, EBS)
44.	Careers Guide Book for schools: 2007
45.	Sessional Paper No.1 of 2005
46.	Gender Policy in Education: 2007
47.	Policy for Alternative Provision of Basic Education and Training
48.	Policy Framework for Nomadic Education in Kenya
49.	Report of the National Conference on Education and Training
50.	The Constitution of Kenya - Revised Edition (1998) 1992
51.	The Constitution of Kenya, 2010
52.	Safety Standards Manual - for schools in Kenya
53.	National Reproductive Health Policy (Enhancing Reproductive Health Status for all Kenyans), MoE 2007

Appendix IV

Table 6.9: University and University M1 University Enrolments, 1994 – 2008 and Estimates through 2015

KCSE Year	Candidates Registered	No. Qualified for Admission (C+ and above)	Module I Candidates Admitted	Difference	Percent of Qualified Admitted
1994	143,157	23,122	8,649	14,473	37.4%
1995	140,503	21,900	7,953	13,947	36.3%
1996	155,020	28,119	8,428	19,691	30.0%
1997	156,591	31,295	9,017	22,278	28.8%
1998	169,357	30,243	8,150	22,093	26.9%
1999	173,792	30,666	8,899	21,767	29.0%
2000	178,608	40,491	11,147	29,344	27.5%
2001	194,788	42,158	10,966	31,192	26.0%
2002	198,076	42,721	10,923	31,798	25.6%
2003	207,730	49,870	10,263	39,607	20.6%
2004	222,519	58,239	10,632	47,607	18.3%
2005	260,643	68,040	12,479	55,561	18.3%
2006	243,318	62,853	16,151	46,702	25.7%
2007	276,193	74,299	16,629	57,670	22.4%
2008	304,995	72,590	20,073	52,517	27.7%
2009	322,467	74,643	21,223	53,420	28.4%
2010	340,939	78,919	22,439	56,480	28.4%
2011	360,470	83,440	23,724	59,716	28.4%
2012	381,120	88,219	25,083	63,136	28.4%
2013	402,952	93,273	26,520	66,753	28.4%
2014	426,036	98,616	28,039	70,577	28.4%
2015	450,441	104,266	29,645	74,620	28.4%

Source: Financing University Education in Kenya: A Report to the Ministry of Higher Education, Science and Technology (2009).All numbers beyond 2008 are projections.