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MINISTRY OF EDUCATION

SESSIONAL PAPER NO. X OF 2024

NATIONAL EDUCATION POLICY

Transforming Education, Training and Research for Sustainable
Development in Kenya

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LIST OF ACRONYMS

| | | |
|--------|---|---|
| ACE | - | Adult and Continuing Education |
| ADSA | - | Alcohol Drugs and Substance Abuse |
| APBET | - | Alternative Provision of Basic Education and Training |
| ASALs- | - | Arid and Semi-Arid Lands |
| ATEC | - | Adult Teacher Training Curricula |
| BECF | - | Basic Education Curriculum Framework |
| BOM | - | Board of Management |
| CATS | - | Credit Accumulation and Transfer System |
| CBA | - | Competency Based Assessment |
| CBAF | - | Competency Based Assessment Framework |
| CBC | - | Competency Based Curriculum |
| CBE | - | Competency Based Education |
| CBET | - | Competency Based Education and Training |
| CBTE | - | Competency Based Teacher Education |
| CEB | - | County Education Board |
| CESA | - | African Union's Continental Education Strategy for Africa |
| CFTA | - | Africa's Continental Free Trade Area |
| CSL | - | Community Service Learning |
| CUE | - | Commission for University Education |
| DUC | - | Differentiated Unit Cost |
| EAC | - | East African Community |
| EARCs | - | Educational Assessment and Resource Centres |
| ECDE | - | Early Childhood Development Education |
| ECE | - | Early Childhood Education |
| ESD | - | Education for Sustainable Development |
| ESQAC | - | Education Standards and Quality Assurance Council |
| EYE | - | Early Years Education |
| FDSE | - | Free Day Secondary Education |
| FPE | - | Free Primary Education |
| GDP | - | Gross Domestic Product |
| GER | - | Gross Enrolment Ratio |
| GHA | - | General History of Africa |
| GII | - | Global Innovation Index |
| IBQA | - | Institutional-Based Quality Assurance |

| | | |
|--------|---|---|
| ICT | - | Information and Communication Technology |
| JKF | - | The Jomo Kenyatta Foundation |
| KICD | - | Kenya Institute of Curriculum Development |
| KMTC | - | Kenya Medical Training College |
| KNEC - | - | Kenya National Examinations Council |
| KNQA | - | Kenya National Qualifications Authority |
| KSTVET | - | Kenya School of TVET |
| LCBS | - | Low-Cost Boarding Schools |
| M&E | - | Monitoring and Evaluation |
| MDAs- | - | Ministries, Departments and Agencies |
| MEP | - | Minimum Essential Package |
| MIS | - | Management Information System |
| MoE | - | Ministry of Education |
| NEMIS | - | National Education Management Information System |
| NER | - | Net Enrolment Ratio |
| NG-CDF | - | National Government Constituency Development Fund |
| NITA | - | National Industrial Training Authority |
| ODeL | - | Open Distance and e-Learning |
| OS | - | Occupational Standards |
| PE&E | - | Parental Empowerment and Engagement |
| PIRLS | - | Progress in International Reading Literacy Study |
| PISA | - | Programme for International Student Assessment |
| TSC | - | Teachers Service Commission |
| PSSBS | - | Presidential Secondary Schools Bursary Scheme |
| PTR | - | Pupil-Teacher Ratio |
| PWPER | - | Presidential Working Party on Education Reform |
| QAS | - | Quality Assurance and Standards |
| RPL | - | Recognition of Prior Learning |
| SAGAs- | - | Semi-Autonomous Government Agencies |
| SBA | - | School Based Assessments |
| SDGs | - | Sustainable Development Goals |
| SNE | - | Special Needs Education |
| SRGBV | - | School Related Gender-Based Violence |
| SSS | - | Senior Secondary School |
| STEM - | - | Science, Technology, Engineering and Mathematics |

| | |
|--------------|--|
| TIMSS - | Trends in International Mathematics and Science Study |
| TIQET - | Totally Integrated Quality Education and Training |
| TPD - | Teacher Professional Development |
| TTCs - | Teacher Training Colleges |
| TVET CDACC - | Technical and Vocational Education and Training Curriculum Development, Assessment and Certification Council |
| TVET - | Technical and Vocational Education and Training |
| TVETA - | Technical and Vocational Education and Training Authority |
| UCBCF - | University Competency Based Curriculum Framework |
| VbE - | Values-Based Education |
| VTCs - | Vocational Training Centres |
| WASH - | Water Sanitation and Hygiene |

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CHAPTER ONE: INTRODUCTION

1.1 Background

- 1.1.1. This Sessional Paper No. of 2024 is based on the report of the Presidential Working Party on Education Reform (PWPER), established on 29th September 2022, to examine challenges affecting education sector in Kenya. The Working Party addressed among others, access, relevance, equity and quality, governance and financing of education as well as experience in implementation of Competency Based Education (CBE).
- 1.1.2. This policy recognises that education is key to the national development. More than ever before, economies everywhere are knowledge driven. This raises the need to improve access and quality of education and the need to ensure citizens are equipped with knowledge and skills suited for a complex and knowledge driven economies. This policy indeed recognises that Kenya's future development is dependent on strong human capital development. Quality education and increased access is the means to this end. This is especially so because the policy will secure quality and competency. The policy will ensure availability of skilled manpower, whose contributions to national development will in turn lead to a prosperous and globally competitive country. The human capital development foundation under this policy will led to improve quality of life - long life, better health outcomes, low crime rates, national integration and political stability.
- 1.1.3. There are global challenges that impact the society and therefore worth attention through a new policy direction on education. Technological changes and challenges resulting from by climate change, increased pollution and natural resource depletion invite the need for new skill sets. Similarly, the emergence of epidemics and pandemics call for collaborative research through multidisciplinary learning. These certainly require an education system focused on relevant and innovative content. The growing influence and importance of technology also requires an education system that promotes innovation and creativity, digital skills and learning, critical thinking, and problem solving.
- 1.1.4. This policy also draws from several international agreements, conventions, and commitments on education development to which is a signatory. These include the United Nation's Sustainable Development Goals (SDGs). Specifically, SDG 4

commits parties to ensure inclusive and equitable quality education and promote lifelong learning opportunities for all. This calls for reconfiguration of the education system to foster learning to guarantee that all critical goals and targets are met.

- 1.1.5. The policy also aligns with African Union Agenda 2063 goal on education: "Well Educated Citizens and Skills revolution underpinned by Science, Technology and Innovation". This goal underlines the need to make significant investments in education sector with a focus on Innovation, Science, and Technology.
- 1.1.6. The policy also aligns with the East African Community (EAC) Development Strategy on education: transform EAC into a stable, competitive and sustainable middle-income region by 2030. Indeed, the Treaty establishing the East African Community aims to foster prosperity and stability through, among others, harmonizing the curricula, education structure and examination systems of Member States. The Framework commits the Member States to adopt a structure of education with 2 years at Pre-primary level; 6 years at Primary level; and 6 years at Secondary school level; a Competency Based Curriculum approach with specified key competencies to be achieved at each level of education.
- 1.1.10 These frameworks underscore the need for provision of equitable, quality, innovative and relevant education that is affordable to all citizens. This underscores the need to Leave No One Behind. In this regard, Kenya adopted the Free Primary Education Policy (2003) and Free Day Secondary Education Policy (2008). Buoyed by the benefits accrued from education and training, the government continues to invest heavily in education and training.

1.2 History of reforms in education sector in Kenya

The first post-independence government had an immediate task after immediately after independence: education reform reverse the policies by the colonial government. The colonial policies deepened racism, inequalities, imbalances in access and discrimination against the natives. Under colonialism, the natives were provided inferior education that prepared them for non-skilled labour: menial work, religious codes and sometimes vocational training. This was meant to prepare them to serve at the bottom of the society. The reforms were thus carried out to present a diversity of cultures and traditions in knowledge and to champion Afro-centrism in the curriculum. From then onwards,

undertook numerous reforms at different times with the aim of improving education.

- 1.2.1. In line with the need to reform education, in 1964, the Ominde Commission introduced a single educational system to promote national unity and inculcate learners' desire for national service. The Commission recommended abolition of racial segregation in schools and urged the government to offer bursaries to African children to enable them to join schools hitherto dominated by Europeans and Asians. The Commission recommended pursuance of six broad goals of education: national unity; national development; individual development and self-fulfilment; social equality; respect and development of cultural heritage; and international consciousness. These goals would guide the education system in the country to date.
- 1.2.2. The recommended changes included subject content for History and Geography to reflect national cohesion. The 7-4-2-3 System was adopted with seven years of Primary education, four years of ordinary level secondary education (Form 1–4), two years of advanced level Secondary education (Form 5–6), and a minimum of three years of university education.
- 1.2.3. In 1972, The Bessey Kenya Curriculum Mission report found that the curriculum did not achieve education goals. Among other things the curriculum omitted practical and creative activities in Agriculture. The curriculum also was indifferent to Kenya's cultural heritage and the entire environment in which children, as well as young people, were growing.
- 1.2.4. In 1976, the government set up the Gachathi Committee to evaluate Kenya's education system; define new set of educational goals; formulate programmes to stem rural–urban migration; and propose plans to promote employment creation by investigating unemployment as one of the largest problems confronting the country. The Committee redefined policies and made recommendations on national unity and socio-economic as well as cultural aspirations of Kenya. The Committee recommended the establishment of the National Centre for Early Childhood Education at the Kenya Institute of Education. The Committee also made recommendations on addressing unemployment and the 7-4-2-3 structure of education.
- 1.2.5. In 1981 the Mackay Presidential Working Party on Establishment of a Second University of advised on the establishment of Moi University. This was established to offer courses to support the development of the necessary human

resource and carry out research to address the technological needs of the country. The Working Party also recommended the restructuring of the education system by replacing the 7-4-2-3 with the 8-4-4 Structure.

- 1.2.6. In 1983 the Presidential Committee on Unemployment (The Wanjigi Committee) recommended strategies for combating the challenge of unemployment in Kenya with specific focus on education and training. It recommended measures to improve relevance of education and training during the implementation of the 8-4-4 System.
- 1.2.7. In 1988 The Kamunge Presidential Working Party on Education and Manpower Training for the Next Decade and Beyond recommended the cost-sharing policy in education in Kenya.
- 1.2.8. In 1999, the Koech Report Commission of Inquiry into the Education System of Kenya recommended adoption of Totally Integrated Quality Education and Training (TIQET).
- 1.2.9. In 2012, the Odhiambo Task Force on the Re-alignment of the Education and Training Sector to the Constitution of Kenya of 2012 recommended a more flexible and comprehensive structure for the Kenya education system and the need for curriculum reform to specify the expected competencies at every level of learning. Further, the Task Force called for a review of the structure of education to 2 years of Pre-primary, 6 years of Primary (3 years Lower and 3 years Upper), 6 years of Secondary (3 years Junior and 3 years Senior), 2 years minimum of Middle Level Colleges and 3 years minimum of University Education. It also recommended expansion of access to education at all levels, revamping of accreditation and assessment, establishment of the National Qualification Framework for determining and assessing the level of achievement and competencies of learners who had gone through different learning systems or different education structures. At tertiary level, the Task Force recommended fast-tracking of the national skills and competencies training programmes at TVET, development of university curricula and programmes based on the curricula offered at the Basic Education cycle and need for the Commission for University Education (CUE) to quality-assure the programmes offered at all universities in the country.
- 1.2.10. In 2020 the Fatuma Chege Task Force on Enhancing Access, Relevance, Transition, Equity, and Quality for Effective Curriculum Reforms Implementation, recommended domiciling of Junior Secondary School (JSS) in the Secondary

Schools. The report emphasized the need for a gradual expansion of infrastructure, human resources, and funding to facilitate a smooth transition and ensure the quality and effectiveness of Competency-Based Education and Training (CBET) at all levels. Other key provisions included the need to strengthen the systems for Competency Based Assessment; standards and quality; governance and M&E of education and training. The report further recommended a review and alignment of all Teacher Education programmes to the CBC and CBA; enhancing of SNE, Parental Empowerment and Engagement (PEE), Values-Based Education (VbE); and, Community Service Learning (CSL).

- 1.2.11. Recommendations of the reports of these Commissions and Task Forces were implemented through policy directions and various Sessional Papers, including Sessional Paper no. 10 of 1965, Sessional paper no. 1 of 2005 and Sessional Paper no. 1 of 2019.

1.3. Trends in Key Education Outcomes

- 1.3.1. Education, training and research in Kenya has expanded in the past decade. The number of pre-primary schools increased from 41,779 in 2017 to 46,652 in 2022, while that for primary schools increased from 30,354 to 31,464. The number of secondary school recorded a growth from 8,958 to 10,390 (Figure 1.1).

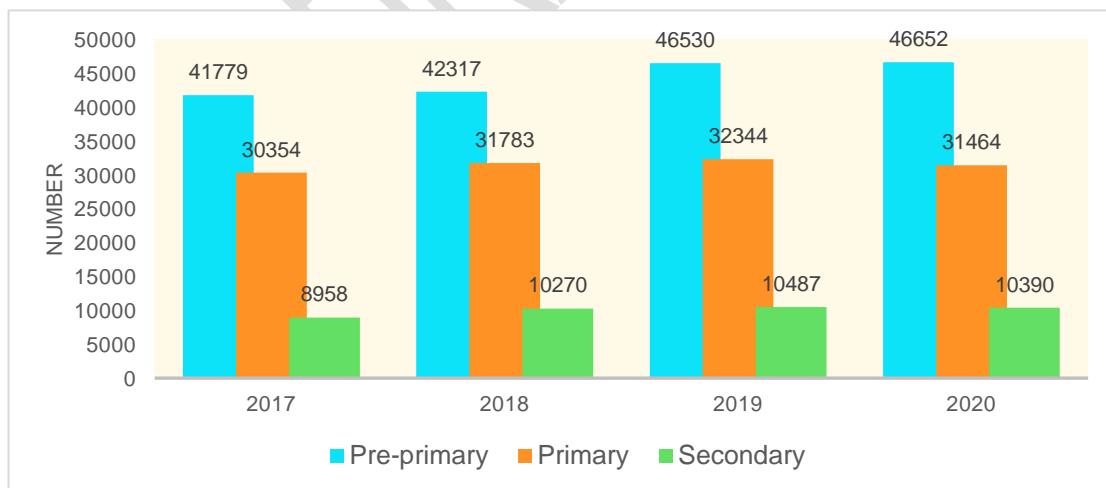


Figure 1. 1: Changes in number of Education Institutions in Basic Education, 2017-2022

- 1.3.4. During the same time, the Gross Enrolment Ratio (GER) for pre-primary improved from 77.1% to 111.2%. In secondary education, gross enrolment grew from 1.9 million to 3.9 million. Trends in GER in basic education is presented in Figure 1.2.

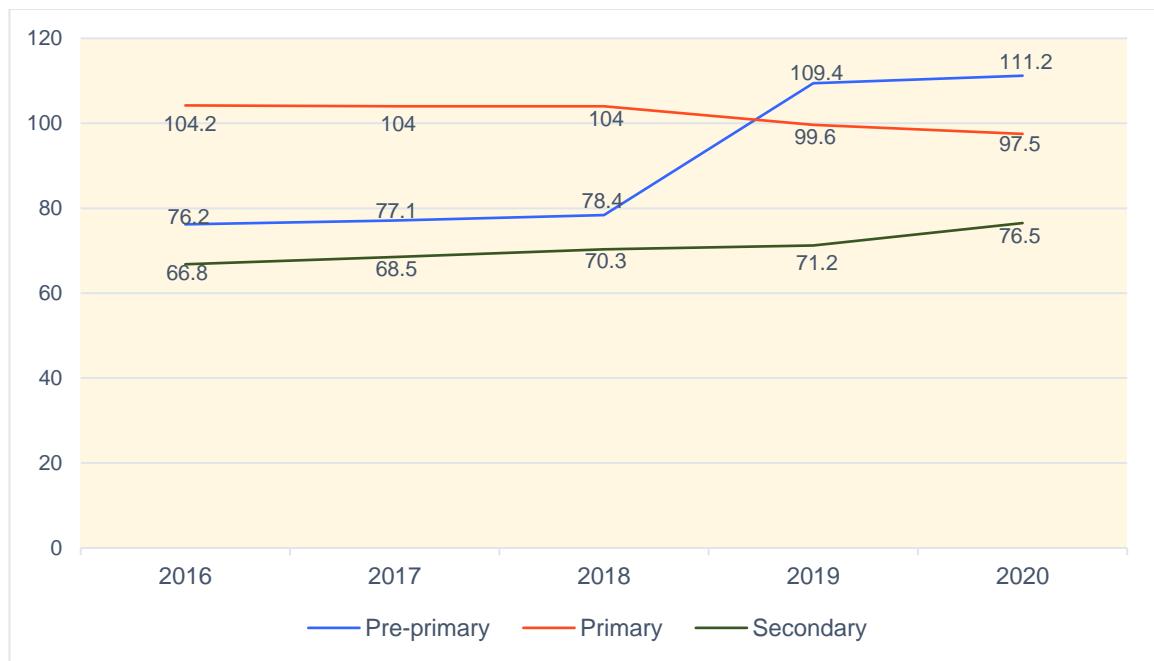


Figure 1.2 Trends in Gross Enrolment Ratio in Basic Education 2017-2020

- 1.3.5. Gender parity was achieved at the pre-primary and primary education levels. However, disparities still exist in some classes at the primary education level; the secondary education level; and in some counties.
- 1.3.6. At primary education level, the Pupil-Teacher Ratio (PTR) was 41 for public schools and 24 for private schools. At the secondary level, public schools had a PTR of 29 compared to 14 in private schools.
- 1.3.7. There has been rapid expansion of TVET sub-sector in the country. The number of National Polytechnics increased from 11 in 2016 to 12 in 2022; while that for public Technical and Vocational Colleges (TVCs) increased from 62 to 277. At the same time, the number of public Vocational Training Centres (VTCs) increased from 816 to 1,051 while that for private TVCs and VTCs increased from 382 and 29 to 973 and 88 in 2022, respectively. There was corresponding increase in enrolment in the National polytechnics from 30,216 in 2014 to 113,613, while that for public TVCs enrolment increased from 27,158 in 2016 to 169,660 in 2022. Similarly, enrolment in public VTCs increased from 80,905 to 162,271. Trends on the growth of number of TVET institutions and enrolment is presented in Figure 1.3.

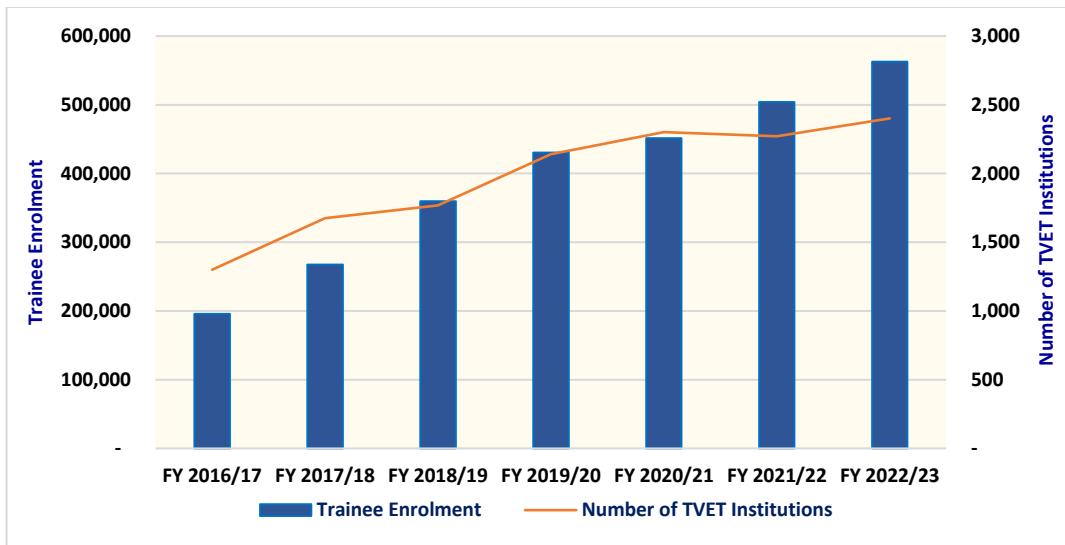


Figure 1. 3: Changes in Number of TVET institutions and Trainees 2016-2022

These trends point to rising demand for TVET as many KCSE graduates seek to acquire skills to enable them participate in the domestic and international market.

- 1.3.8. On university education, Kenya experienced remarkable expansion between 2015 and 2022. During this period, the total number of universities increased from 52 to 80 while the total student enrolment increased by 12 per cent, rising from 501513 to 562925 as shown in Figure 1.4.

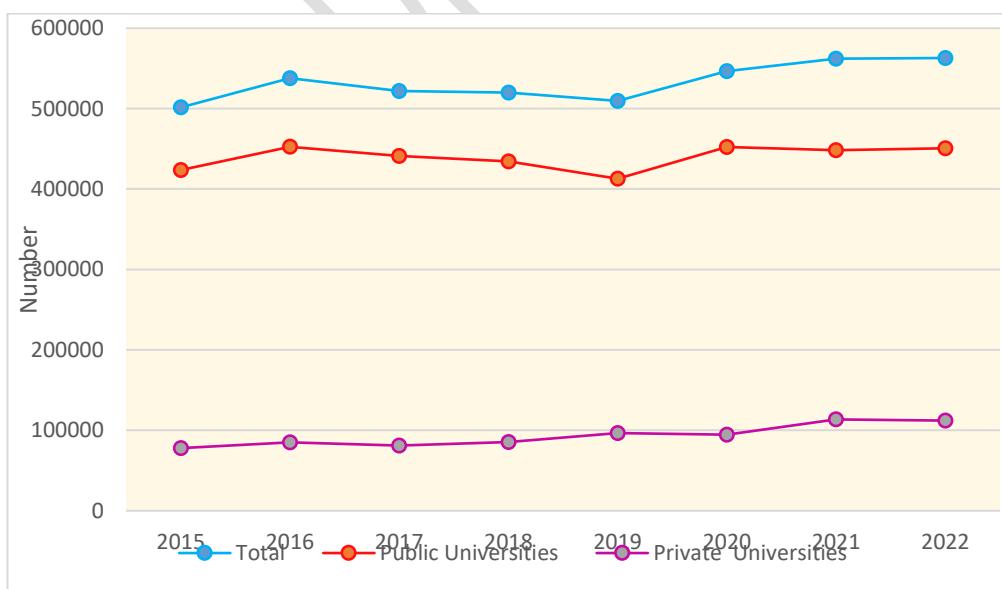


Figure 1. 4: Student Enrolment in Public and Private Universities, 2015-2022

Despite the increase, there has been concerns on gender disparities which has persistent over the years with proportion of female enrolled in public universities averaging 40% while that for private universities stood at 47%.

- 1.3.9 Rising demand for university education has affected financing of students in the universities. The amount loans awarded more than doubled from Kshs 6,945 million in 2015 to Kshs 14,397 million in 2022. During the period, the percentage of students awarded government loans through the Higher Education Loans Board (HELB) reduced from 95.6% to 71.3%. This points to a growing gaps of unsupported student especially after 2019 as Figure 1.5.

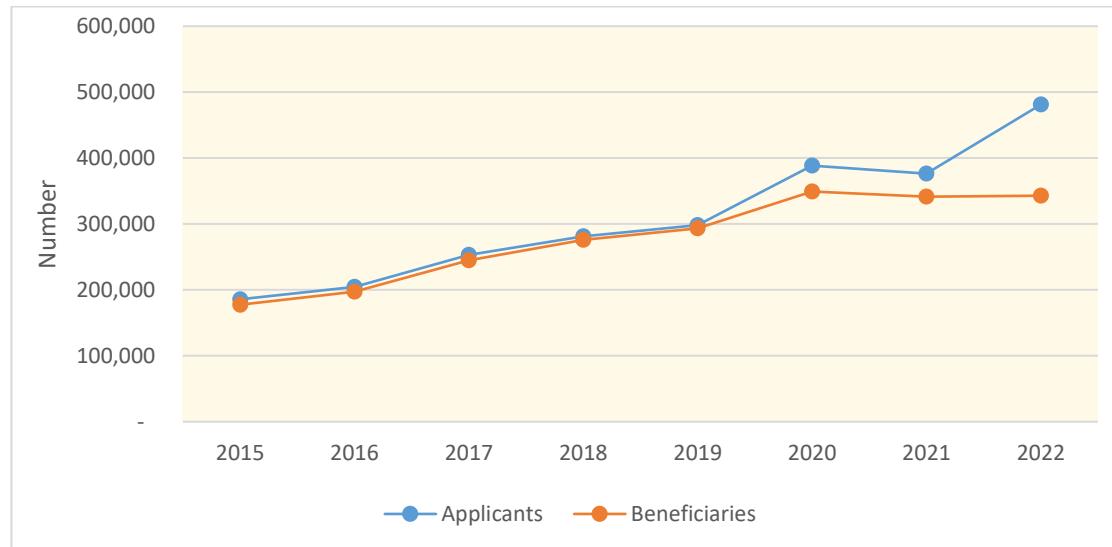


Figure 1. 5: Trends in Number of students awarded HELB loans, 2015-2022

- 1.3.10 In 2020, the World Intellectual Property Organization ranked Kenya at position 86 out of 132 countries in the global innovation index and 10th among the 29 low income economies. At the same time, the Global Start-up Ecosystem Index ranked Kenya at number 62 and 3rd in Africa. Kenya also scores relatively well on education outcomes compared to many countries in Sub-Saharan Africa. This presents immense opportunity for Kenya to become an innovation hub.
- 1.3.11 Similarly, Kenya's score on Human Capital Index (HCI) has consistently remained higher than the average for sub-Saharan Africa and other comparator income group countries.

1.4. Rationale for the Sessional Paper

1.4.1. Kenya has continually undertaken education reforms to align the education system with global trends, regional goals, and national priorities and values. The Presidential Working Party on Education Reform established in September 2022 made recommendations aimed at transforming the sector across the three levels of education: Basic Education, TVET and University.

This Sessional Paper draws from the recommendations of the Presidential Working Party. The paper provides an overarching policy framework for transforming education, training and research for sustainable development.

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CHAPTER TWO: PHILOSOPHY, GOALS AND OBJECTIVES

2.1. Philosophy

- 2.1.1. The philosophy of the education, training and research sectors in Kenya is '*provision of holistic, quality and inclusive education and training for transformation to a knowledge economy, supporting social cohesion, innovation and sustainable development*'.

2.2. Vision and Mission of Education, Training and Research

- 2.2.1. The vision for education, training and research is: "**an inclusive and equitable quality education, training, and research for prosperity**".
- 2.2.2. The mission is: "**to provide, promote and coordinate innovative, competence based, equitable learner-centred education, training and research for sustainable development**".

2.3. National Goals of Education, Training and Research

- 2.3.1. The National goals of education, training and research are:
- i. Foster competencies in nationalism, patriotism and promote national unity;
 - ii. Accelerate socio-economic development through innovation and skills development;
 - iii. Promote individual development and self-fulfilment;
 - iv. Promote sound moral and religious values;
 - v. Promote social equality and responsibility;
 - vi. Promote respect for and development of Kenya's rich and varied cultures;
 - vii. Promote international consciousness and foster positive attitudes towards other nations; and
 - viii. Promote positive attitudes towards good health and environmental protection.

2.4. Objectives of Education, Training and Research

- 2.4.1 The overall objective of education, training and research in Kenya is to contribute to the building of a just and cohesive society by providing quality, relevant, innovative, and inclusive education, training and research for sustainable development. To achieve this, the following objectives are to be pursued:

- i. To nurture every learners potential through competency-based education and training,
- ii. To enhance equitable access, quality, innovation, and inclusivity in education, training and research at all levels,
- iii. To improve quality and relevance in education, training and research,
- iv. To strengthen human resource management and development in education, training and research,
- v. To establish a sustainable financing mechanism at all levels of education and training,
- vi. To strengthen governance in education, training and research to enhance effectiveness and efficiency,
- vii. To strengthen adaptability of education and training to global and emerging issues.

Each of these objectives are addressed in subsequent chapters.

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CHAPTER THREE: COMPETENCY BASED EDUCATION AND TRAINING

3.1. Basic Education

- 3.1.1. In 2017, Kenya adopted the Competency Based Curriculum (CBC) through a phase-out and phase-in strategy of the 8:4:4 and 2:6:3:3:3 structure, respectively. Basic education is organised into Pre-primary, Primary School, Junior School and Senior School for learners following both age-based and stage-based curriculum.
- 3.1.2. CBC fosters acquisition of core competencies, promotion of values, as well as acquisition of requisite skills and lifelong learning, while enhancing the role of parents and communities in education provision. The key tenets of CBC include Values-based Education (VbE), Community Service Learning (CSL) and Parental Empowerment and Engagement (PE&E). VbE emphasizes character and personality development, patriotism, and global citizenship for individual well-being and lifelong service. CSL involves use of age-appropriate activities, projects, and action research to integrate classroom learning with community service. This is aimed at enabling learners to develop an understanding of civic responsibility hence support improvements in their communities. PE&E entails bringing together parents, guardians, caregivers, learners, teachers, school management and the larger community and developing parental capacities to identify and nurture the learners' potential.
- 3.1.3. The 8:4:4 education structure provided for examinations that were primarily summative and geared towards certification and placement. The Competency Based Assessment Framework (CBAF) focuses on formative assessment of learners and the acquisition of requisite skills for lifelong learning.
- 3.1.4. VbE has been mainstreamed in the formal curriculum although its implementation does not reflect the Whole School Approach where all members of the school community participate in nurturing values among learners.
- 3.1.5. CSL has been integrated into the Primary, Junior School, SNE Stage-based Pathways, Diploma in Early Childhood and Diploma in Primary Teacher Education programmes. However, CSL is a compulsory stand-alone subject in the Senior School, Diploma Secondary Education and Teacher Education programmes.

- 3.1.6. Schools are categorized based on ownership (public/private), the status of accommodation (day/boarding or mixed day and boarding), gender type (girls/boys or mixed boys and girls) and special needs status (special/integrated/regular/with special units). Public secondary schools are further categorized into national, national-SNE, extra-county, county and sub-county schools. The national, extra-county and county schools are better endowed with infrastructure and other learning resources, including boarding facilities, as compared with sub-county schools and they admit learners with higher examination scores. This disadvantages the sub-county schools. Furthermore, categorization of public schools does not align with the projections provided in the Basic Education Curriculum Framework (BECF) which provides for three career pathways at Senior School which are: Science, Technology, Engineering and Mathematics (STEM); Social Sciences and Arts and Sports
- 3.1.7. BECF envisions that 60% of CBC graduates will transition to STEM pathway. However, implementation of STEM education is hampered by inadequate infrastructures and human resources.
- 3.1.8. Advancement in technology has affected delivery of education, skills development and application. It has also resulted to cyber bullying and erosion of indigenous knowledge.
- 3.1.9. The curriculum support materials for teachers on indigenous knowledge have not been developed. Additional teachers have not been oriented on its implementation in the formal, non-formal and informal dimensions of learning.

Policy Statements

To strengthen curriculum implementation in Basic Education, the government will:

- i. adopt a 2-6-3-3-3 Education Structure and establish a comprehensive school system where all levels of learning from pre-primary to grade nine are managed as one institution under one Head of Institution,
- ii. review the curriculum to rationalize the learning areas, and curriculum designs in tandem with local, regional and international trends,
- iii. review the categorization of public secondary schools and provide for selection and placement of learners into career pathways in Senior School,
- iv. Review students operational costs to establish and provide minimum essential packages in schools for adequate delivery of CBC,
- v. Promote equitable access to schooling and learning

- vi. review the Competency Based Assessment Framework (CBAF) and mechanisms for administering assessments,
- vii. promote a whole school approach in the implementation of CBC, and implement structured religious and moral programmes,
- viii. Strengthen the provision of career guidance, counselling, and mentorship programmes, at all levels of education and training.
- ix. review computation of KCSE mean score,
- x. develop and implement a policy for mandatory Community Service Learning for all levels of education and training,
- xi. develop and review a policy on procurement and distribution of approved instructional materials,
- xii. develop guidelines on foundational learning for Early Years Education,
- xiii. leverage technology in provision of quality education,
- xiv. review and implement an environmental and climate change framework at all levels of education,
- xv. develop and implement a policy framework on STEM education, training and research,
- xvi. Develop and implement a policy framework on Social Media, Life Skills education, Indigenous knowledge, and entrepreneurship.

3.2. Technical and Vocational Training

- 3.2.1. Competency Based Education and Training (CBET) forms an interface between the world of training and work. It emphasizes acquisition of knowledge, skills and attitudes that match the industry skills sets. CBET approach varies in delivery and assessment methods.
- 3.2.2. In Kenya, the CBET approach is anchored on the CBET Policy Framework, 2018. The framework guides the implementation of CBET programmes in TVET and addresses training, assessment and certification. CBET courses are offered by the National Industrial Training Authority (NITA), Utalii College and the Kenya Medical Training College (KMTC), among others. In TVET institutions under the Ministry of Education, CBET was rolled out in 2013, with the establishment of TVET CDACC (Technical and Vocational Education and Training Curriculum Development Assessment and Certification Council) under TVET Act No. 29 of

- 2013, and the giving of autonomy to national polytechnics to develop curriculum, assess and award certificates.
- 3.2.3. Implementation of CBET is a resource-intensive undertaking that requires specialized space, equipment and trainers with industry experience. Another challenge is that little effort has been made in creating awareness on implementation of CBET. This has slowed down the rollout of CBET programmes in TVET institutions.
 - 3.2.4. There are TVET institutions in other Ministries, Departments and Agencies (MDAs) who design and develop their own curriculum and Occupational Standards (OS), which are not aligned with the CBET framework.
 - 3.2.5. TVET CDACC lacks capacity for a national rollout of the CBET curriculum in terms of personnel, e-infrastructure, printing and storage of assessment materials and certificates. Consequently, the country lacks CBET curricula in all priority skills areas. This affects the quality of curriculum delivery and the quality of TVET graduates.
 - 3.2.6. There has been inadequate capacity building for trainers on CBET implementation which is conducted on a phased approach. At university level, trainer pre-service courses are not aligned with the CBET approach, putting a strain on the Kenya School of TVET (KSTVET), which has to provide in-service training to new trainers entering the labour market.
 - 3.2.7. CBET and Competency Based Assessment (CBA) are practical oriented and hence require investments in infrastructure and equipment. However, most of the TVET institutions are not adequately equipped to provide the required practical experience to the trainees.
 - 3.2.8. There is low participation of industry in training due to the weak linkages between training and industry. The trainees and the trainers are not adequately exposed to real work experience as per the CBET approach.
 - 3.2.9. The Dual-TVET approach requires training at both the institution and in the industry. However, there is no mechanism for financial support for trainees and trainers during the industry training, as well as compensating the industry for use of machinery, time and personnel.

Policy Statements

To strengthen CBET implementation, the government will implement the following policies:

- i. review and implement a framework for Competency Based Curriculum, assessment and certification,
- ii. strengthen the capacity of TVET CDACC and Qualification awarding institutions (QAIs) to carry out curriculum development, assessment and certification,
- iii. enhance the capacity of TVET trainers to implement CBET,
- iv. review the TVET curriculum to ensure its relevance to the industry needs,
- v. Establish a framework for structured relationship between TVETs and industry for purpose of internships and apprenticeships
- vi. develop and implement a framework for engaging TVET trainees in the implementation of government projects,
- vii. Conduct periodic tracer studies and labour market needs and TVET curriculum suitability surveys
- viii. develop and implement TVET-industry partnership framework,
- ix. develop Dual training framework in collaboration with industry.

3.3. University Education

- 3.3.1. Competency Based Education and Training (CBET) imparts practical skills and workplace readiness in university education. CBET aims at aligning education and training with the work force and the industry needs.
- 3.3.2 There is no standardized framework for university competency Based Education to guide the implementation of CBE in university.
- 3.3.3 There has been a challenge of commitment by the youth to community service and lack of a sense of patriotism.
- 3.3.4 Most university programmes are not aligned to CBE.

Policy Statements

To address the above challenges, the government will:

- i. develop the University Competency Based Curriculum and assessment Framework, and review university programmes to align with CBE,

- ii. develop and implement a policy for Community Service Learning Programmes for all students upon completion of Senior School and Tertiary education.
- iii. Strengthen expertise and capacities for online teaching and learning,
- iv. Develop innovative evaluation and accreditation of quality digital programs for purpose of increased access,

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CHAPTER FOUR: EQUITABLE ACCESS AND INCLUSION IN EDUCATION

4.1. Equitable Access and Inclusion in Basic Education

- 4.1.1 Equitable access and inclusion is critical in addressing human rights, fostering individual, national and regional integration, and development. In the context of this policy, equitable access aims to eliminate disparities in access to education on any of the grounds that may hinder full participation of certain groups in educational opportunities as set out in Article 27 (4) of the Constitution. In Education and training, equity is realised when learners and trainees have access to the resources, support, and opportunities needed to receive quality education and reach their full potential.
- 4.1.2 Kenya has made remarkable progress in expanding education and training opportunities for all learners. This includes enactment of regulatory and policy frameworks on inclusion; adoption of targeted measures to protect the rights of children to education, food, and health; as well as to address the safety of the learning environment. However, disparities still exist, which necessitate adoption of a comprehensive approach to ensure equitable access to quality education and training. The existing disparities limit the potential of the sector and constrain development of human development capital in a sustainable manner.
- 4.1.3 Girls education remain a challenge especially not only in the marginalized areas but also in other areas of the country. Household poverty, child marriages and teenage pregnancies combine to accelerate girls drop out from school. On the whole, these factors undermine inclusion.

4.2. Special Needs Education

- 4.2.1 Learners with special needs require support to realise full potential. Early identification, assessment and placement are critical to effective provision of quality and relevant education and training for learners and trainees with special needs and disabilities. Learners with special needs and disabilities require specialised learning resources, assistive devices, and adapted technologies such as mobility aids and hearing aids. Many institutions lack these essential resources, a factor that inhibits their capacity to determine individual learner needs.
- 4.2.2 Lack of access to some of required equipment, difficulty in operating some types of equipment, unaffordability of some equipment; and, lack of specialised human

resources to support learning and training such as braille transcribers, sign language interpreters, scribes, learner support assistants, house parents, nurses, physiotherapists, occupational and speech therapists are notable challenges. The curricula for learners with special needs in both the stage and age-based curricula are inadequately adapted across all levels.

- 4.2.3. Innate abilities and talents of learners need to be identified and nurtured. These talents manifest in diverse ways, interests, dispositions, and capacities. However, gifted, and talented learners lack adequate identification for differentiated instruction. These learners experience psychosocial and other health challenges not addressed in the special needs category.
- 4.2.4. Educational Assessment and Resource Centres (EARCs) offering SNE services lack adequate staff, funds, and functional assessment tools. These inadequacies have adversely affected access to education and training opportunities in EARCs.

4.3. Marginalized Populations

- 4.3.1. Poor learning environments; inhibitive cultural practices; child marriage and teenage pregnancy; child labour; drug and substance abuse; negative attitude to education; and general poverty contribute to the high number of out of school children in Arid and Semi- Arid Lands (ASALs) and urban informal settlements.
- 4.3.2. Schools in refugee camps are inadequate resulting to overcrowding, insufficient learning resources, and a shortage of qualified teachers. Consequently, many refugees and asylum seekers lack access to basic education.
- 4.3.3 Correctional institutions lack a conducive learning environment and have poor infrastructure, inadequate qualified teachers, instructional resources, and materials. This compromises the provision of quality education and training.
- 4.3.4. The inadequacy of public learning institutions in urban informal settlements has led to proliferation of Alternative Provision of Basic Education and Training (APBET) institutions nationwide. Most APBET institutions lack registration, formal recognition and are not regulated by the Ministry of Education. Consequently, there are notable gaps in key education outcomes for the targeted communities when compared to the rest of the country.
- 4.3.6. Duksi and Madrassa programmes contribute to improved access, retention, and completion in Basic Education, particularly for children from Muslim communities. Similarly, Accelerated Education Programmes (AEPs) promote access to education

for disadvantaged, over-age, out-of-school children and youth, learners struggling with specific content or subjects, and those in need to transition from other education systems, in a flexible and accelerated period. However, the Basic Education Curriculum Framework does not integrate the initiatives.

- 4.3.7. Low-Cost Boarding Schools (LCBS) address factors that disrupt learning, reduce retention, and trigger dropouts such as long distances to school; the nomadic lifestyle; insecurity and conflicts; poverty; child labour; as well as negative and gender insensitive cultural practices. However, most LCBS lack adequate infrastructure, food, water, and instructional materials. These are inadequately secured, thus vulnerable to insecurity. These institutions also experience high teacher turn- over.
- 4.3.8. A considerable number of the learners in the ASALs face challenges that relate to inadequate learning infrastructure and a harsh climate that persistently undermines the continuity of education programmes. Specifically, girls encounter difficulties related to menstrual hygiene, as there is a shortage of sanitary towels. Many schools, especially in the urban informal settlements and ASALs struggle with poor access to Water, Sanitation, and Hygiene (WASH) services. Moreover, the rates of teenage pregnancy and motherhood in Kenya remain high, and yet many teenage mothers lack an appropriate support system, leading to mental health issues.
- 4.3.9. School Meals Programme (SMP) targets children from food insecure regions and those with high prevalence of malnutrition. These are the regions that also suffer most from climate change challenges. However, the SMP is inadequate, and its coverage is limited. Schools also face many challenges that make it difficult to efficiently operate SMP.

4.4. Adult and Continuing Education

- 4.4.1. Adult and continuing education raise literacy levels and promote social economic development contributing positively to the learning process. Parents' literacy levels positively correlate with school attendance and learning achievement. Further, globalisation, technological advances, changing labour market demands, urbanisation, social transformations, and climate change, all underscore the relevance of lifelong learning.

- 4.4.2. Adult and Continuing Education (ACE) programmes require accelerated and tailor-made curricula with equivalences and linkages in terms of complexity,

transition between formal and non-formal education, and value to the formal curricula. However, the Basic Education Curriculum Framework (BECF) lacks a designated pathway for ACE, out-of-school youth, and other disadvantaged groups. This has resulted in lack of equivalencies, unclear linkages, and transition mechanisms between formal and non-formal education for the affected groups of learners.

4.5. **Equitable Access and Inclusion in TVET**

- 4.5.1. In TVET, equity is realised when all trainees have access to resources, opportunities, and the support to access specialised training regardless of their socio-economic status, race, ethnicity, religion, and other factors.
- 4.5.2. Digital technology, well designed online learning platforms and remote collaborations ensures that wider audiences are reached, thus increasing access to TVET. Traditional methods of curriculum delivery that depend on physical infrastructure and physical contact to facilitate knowledge and skills acquisition limit access to TVET.
- 4.5.3. TVET institutions have limited capacity to enrol all prospective trainees, against a high demand for training opportunities. The limitation is due to inadequate facilities, weak and ill-equipped vocational training centres, insufficient instructional materials, and a lack of basic amenities, leading to uncondusive learning environments.
- 4.5.4. Access to available TVET opportunities by trainees from disadvantaged socio-economic backgrounds is constrained by lack of tuition fee and related expenses, as well as limited access to requisite technology and tools for specialized training.
- 4.5.5. The four special needs TVET institutions in the country are inadequate and lack capacity to admit all eligible trainees with special needs and disabilities. There is no stand-alone institution that caters for physically disabled trainees, while existing institutions are not fully adapted to cater for trainees with special needs. In addition, the trainers for differently abled are not adequately skilled to meet the unique needs of the trainees with special needs. Moreover, equipment and assistive devices for trainees with special needs are very costly.
- 4.5.6. There is no structured skills inventory to guide development of training in new skills areas. This results in narrow diversification of skills, which deny trainees with diverse abilities training opportunities.

- 4.5.7. Lack of a Credit Accumulation and Transfer System (CATS) across all higher education levels affect continuity of TVET graduates to university.
- 4.5.8. There is increasing demand by many Kenyans, who require recognition for certification for either upskilling or for recognition of learning acquired informally, non-formally and experientially, regardless of where, how, and when learning was acquired. However, there has been a slow implementation of the Recognition of Prior Learning (RPL) Policy Framework due to financial constraints and inadequate sensitisation.

4.6. **Equitable Access and Inclusion in University Education**

- 4.6.1. Equitable access to university education is geared towards ensuring that students have access to resources, opportunities, and specialised training regardless of their gender, socio-economic status, race, ethnicity, and religion among other factors.
- 4.6.4. Lifelong learning is an integral part of university education, training, and research. Adequate flexibility in entry and delivery in university education and research is critical in equity and inclusion.
- 4.6.5. The Open University of Kenya will provide equitable access to university education and opportunities for lifelong learning.

Policy Statements

To ensure equitable access and inclusion in education and training, the government will adopt the following policies:

- i. adapt the Competency -based curriculum and assessment to meet the needs of learners with special needs and disabilities at all levels of education and training,
- ii. develop and implement a framework for recognition and fostering of gifted and talented learners.
- iii. Establish a framework for linking School Meals Programme (SMP) to opportunities in climate change and carbon credits and make SMP to a more efficient model
- iv. Establish PPP model for SMP for purpose of using centralized kitchens and clean energy as alternative models for an efficient and climate friendly SMP

- v. review policies and guidelines on SNE with a view to establish strategies for centralised production, repair, maintenance, and distribution of specialised learning resources, assistive devices and adapted technologies,
- vi. recruit and deploy adequate and trained auxiliary staff, including braille transcribers, sign language interpreters, learning support assistants and physiotherapists, to institutions of learning,
- vii. enhance Accelerated Education Programmes for children who are out of school, those faced with learning difficulties and other challenges,
- viii. expand access and participation in education and training for teenage mothers, learners from low-income groups, APBET institutions, low-cost boarding schools, correctional facilities, children's homes; refugee settings; as well as those in Duksi and Madrassa programmes,
- ix. review and implement a framework on enhanced SMP in Basic Education,
- x. review the ACE and Adult Teacher Education Curriculum to harmonise with CBC and make it responsive to emerging needs,
- xi. establish a policy framework for the promotion of lifelong learning, to enable community members adapt to economic, technological, environmental, and social change,
- xii. develop a framework on Open Distance and eLearning (ODeL) in tertiary institutions,
- xiii. review and implement credit accumulation and transfer framework to allow transition from TVET to university,
- xiv. develop a framework for advocacy and funding the implementation of Recognition of Prior Learning (RPL),
- xv. develop and implement a framework on Open University of Kenya.

CHAPTER FIVE: QUALITY ASSURANCE AND STANDARDS

5.1. Quality Assurance and Standards in Basic Education

- 5.1.1. Quality assurance and standards is a critical pillar of an education system, where countries are committed to improving the quality of education and training. An effective quality assurance system ensures that learning institutions deliver education and training to the expected quality levels in terms of curriculum content and delivery, learning environment, governance, and management, among other critical aspects.
- 5.1.2. The Directorate of Quality Assurance and Standards ensures provision of quality education through supervising and overseeing curriculum implementation as well as establishing and maintaining quality and standards in Basic Education institutions and Teacher Training Colleges (TTCs).
- 5.1.3. Quality standards and indicators used in education cover school leadership and management, curriculum organisation and implementation, infrastructure, learner welfare, and community involvement. Relevant standards guide the utilisation of self-school evaluation, peer reviews and external evaluations to measure the quality of Basic Education and the processes involved therein.
- 5.1.4. Quality assurance assessment tools are Information and Communication Technology (ICT)-enabled and linked to the National Education Management Information System (NEMIS). This facilitates real time reporting, efficient monitoring and feedback on education quality.
- 5.1.5. Recommendations of standards assessment are rarely implemented by stakeholders for lack of legal provision to ensure adherence. As a result, there is compliance apathy and poor curriculum implementation.
- 5.1.6. Inadequate standards for the Competency Based Curriculum, teacher standards, STEM education, home and online schooling hinder proper undertaking of the quality assurance and standards function. In addition, there is no clear guidance for implementing and using the ICT-enabled assessment framework for Institutional-Based Quality Assurance (IBQA).
- 5.1.7. There is no policy framework to guide student participation in regional and international assessments such as Programme for International Student Assessment (PISA), Trends in International Mathematics and Science Study

(TIMSS), and Progress in International Reading Literacy Study (PIRLS). This hinders effective coordination of these collaborations.

- 5.1.8. Shortage of human resources and weak capacity of the staff to develop, assess, and maintain inclusive education standards have negative effects on the provision of quality education.
- 5.1.9. Insufficient funding hampers acquisition and maintenance of the necessary infrastructure, equipment and materials for implementation of quality assurance function. This also affect effective rollout of Institutional Based Quality Assurance (IBQA) in Basic Education learning institutions.
- 5.1.10. Institutions that offer capacity building lack specifically designed courses for Quality Assurance and Standards Officers.
- 5.1.11. There are no legal and policy frameworks to clearly articulate the working relationship on quality assurance and standards aspects in the Ministry of Education, Semi-Autonomous Government Agencies and other government agencies. This has resulted in ambiguities, resource wastage and inadequate enforcement of standards assessment reports.
- 5.1.12. Existing standards for quality assurance in Basic Education are scattered in several manuals and guidelines, making their access by educational institutions, partners, service providers and investors difficult.

Policy Statements

To strengthen Quality Assurance and Standards in Basic Education, the government will:

- i. harmonise the Quality Assurance function in the Basic Education sector by assigning the Ministry the mandate to oversee Quality Assurance and Standards function at all levels,
- ii. review and implement the National Education Quality Assurance and Standards Framework to address existing gaps and align it to international standards,
- iii. consolidate and publish all prescribed Basic Education standards for easy access by all stakeholders,
- iv. strengthen the capacity of the Directorate of Quality Assurance and Standards for effective implementation of quality assurance mandate,
- v. develop and implement a framework for students' participation in regional and international quality assurance fairs and competitions,

vi. strengthen internal QA in learning institutions using standards established

5.2. Quality Assurance and Standards in TVET

- 5.2.1. In Kenya, TVET is regulated by the Technical Vocational Education and Training Authority (TVETA), Kenya National Qualifications Authority (KNQA), National Industrial Training Authority (NITA) and professional bodies. Typically, formal TVET programmes are offered under various ministries or agencies, and their examination boards oversee curriculum design, development, assessments, and certification.
- 5.2.2. The Ministry of Labour is charged with assessment and certification for employment-oriented training programmes delivered through informal training. In addition, accredited foreign examination bodies assess, and award certificates based on their curricula. Other training sub-systems such as apprenticeship are unregulated, despite catering for a considerable share of skills development in the country.
- 5.2.3. The regulation of TVET by different bodies, Ministries, Departments and Agencies (MDAs) has contributed to a multiplicity of standards, qualifications and overlaps in the mandate. This makes it challenging to effectively regulate the quality of training. Fragmented curriculum delivery, assessment, certification, standards, monitoring, and reporting have resulted in an uncoordinated quality management process over time.
- 5.2.4. Data collating on TVET institutions is not centralized, which affects decision-making and planning for the wider TVET sector. This results to weak national qualification, which in turn dilutes international recognition of Kenyan TVET qualifications.

Policy Statements

To strengthen the Quality Assurance of TVET, the government will:

- i. review and implement TVET Quality Assurance and Standards framework,
- ii. strengthen Institutional Based Quality Assurance within the TVET institutions,
- iii. upgrade and roll out TVET MIS nationally,
- iv. strengthen the capacities of TVET regional offices.

5.3. Quality Assurance and Standards in University Education, Research and Training

- 5.3.1. Quality university education, research and training is critical to the economic development. This contributes to production of requisite human capital, research, innovation, commercialization, and community service.
- 5.3.2. University external Quality assurance and standards function is coordinated by Commission for University Education (CUE). Internal quality assurance and standards in university is spearheaded by individual university. CUE set standards for student admission, guidelines on development and delivery of academic programmes.
- 5.3.3. Existing disparities in programme requirements across universities create quality differences among graduates.
- 5.3.4. Lack of a clear coordination mechanism for accreditation of university programmes between the CUE and professional bodies has created duplication and overlaps.
- 5.3.5. Lack of a structured mechanism for implementing bridging courses that allow learners meet admission criteria for degree programmes.

Policy statements

To strengthen the Quality Assurance of University Education, the government will:

- i. strengthen and harmonize the process of accreditation of programmes in universities in collaboration with relevant stakeholders,
- ii. review and implement the Quality assurance and standards framework for university education,
- iii. develop a Higher Education Qualification Framework (HEQF) with a view to provide learners with a chance to undertake bridging courses.

CHAPTER SIX: EDUCATION AND MANAGEMENT OF TEACHERS, TRAINERS, AND UNIVERSITY ACADEMIC STAFF

6.1 Teacher Education and Management

- 6.1.1. Teachers play a pivotal role in imparting knowledge, skills and attitudes to learners by nurturing talents and enabling them to develop to their full potential. They serve as mentors, guides, and role models who influence academic development, personal growth and character formation of learners.
- 6.1.2. Teacher education and management practices have a direct correlation with the quality of teaching and learning outcomes. This includes training, recruitment, deployment, and remuneration, code of conduct, performance, promotion, professional development, as well as career growth and welfare.
- 6.1.3. At the same time, it is important to keep up to date and use evidence for planning in teacher recruitment and deployment. This will enhance efficiency and equity in management of teacher deployment.
- 6.1.4. The Teachers Service Commission (TSC) is responsible for the management of teachers in basic education institutions and Teacher Training Colleges (TTC).
- 6.1.5. The management of teachers in Early Childhood Development Education (ECDE) is a devolved function of the County Governments.
- 6.1.6. There are structures and guidelines for both pre-service and in-service teacher training, producing qualified teachers who are absorbed into the public and private learning institutions, locally and internationally.
- 6.1.7. Despite major milestones in teacher training and management, the country still faces challenges in attracting, developing and retaining qualified teachers to become effective agents of transformation and sustainable development.
- 6.1.8. Pre-service teacher education is conducted by public and private Teacher Training Colleges (TTCs) and universities. The TTCs offer diploma courses while the universities offer teacher education-related degree programmes. A robust pre-service teacher education requires that teachers are equipped with the requisite pedagogical knowledge, skills and attitudes. However, the training programmes are not anchored on a national policy framework.
- 6.1.9. In-service programmes are designed to promote continuous teacher professional development (TPD) and align the Kenyan teacher to global professional standards. There are numerous service providers that offer in-

service training programmes without any standards or quality assured training framework.

- 6.1.10. There is a shortage of teachers at all levels of basic education, leading to a high pupil-teacher ratio (PTR) and hence compromising the quality of education. In addition, the introduction of new learning areas and subjects in CBC created demand for additional teachers. There is also an uneven distribution of teachers across the country, with some regions experiencing acute shortages while others are overstaffed.
- 6.1.11. Coordination between the national and the county governments on quality assurance as well as performance and assessment of pre-primary teachers is weak, posing a challenge to effective implementation of the curriculum at this level. In addition, each county has its own scheme of service for ECDE teachers, thus creating disparities in remuneration.
- 6.1.12. Institutions of Special Needs Education remain grossly understaffed. Furthermore, the deployment of SNE teachers is sometimes not based on their specialisation. Such institutions also lack assistant teachers to support learners with special needs. The transfer of SNE teachers in Education Assessment Resource Centres (EARCs) to other institutions and positions hampers early assessment of learners with special needs.
- 6.1.13. Teacher Training Colleges are responsible for the pre-service training of teachers at diploma level. Most TTCs face the challenge of low trainee enrolment leading to idle capacity and under-utilization of resources. The low enrolment rates have been attributed to the entry requirements into pre-service Diploma Teacher Education and Training at mean grade C plain, as well as a grade C plain in Mathematics, English, Kiswahili, Science and Humanity. These grades are considered too restrictive as most prospective trainees are not able to meet this minimum qualification.
- 6.1.14. Promotion of teachers is based on the availability of positions or vacancies and minimum academic qualifications in accordance with the career progression guidelines. This has contributed to stagnation in career growth for a large number of teachers and negatively affected teachers' morale. The general welfare of teachers, including transfers, appointments, allowances, workload, job satisfaction, health and wellness, psychosocial support and the working environment also remain a challenge.

6.1.15. The Adult and Continuing Education (ACE) quality is affected by inadequate human resource, lack of a framework for professional development, deployment, remuneration, pre-service and in-service training as well as certification of ACE instructors.

Policy Statements

To improve teacher education and management the government will:

- i. develop a framework for the management of pre-service and in-service teacher education,
- ii. review the minimum entry requirements for pre-service teacher education programmes with affirmative action for applicants with special needs and disabilities,
- iii. promote coordinated capacity building and career progression programmes for teachers, in collaboration with relevant stakeholders,
- iv. Develop teacher and schools data management dashboard for monitoring of teacher deployment, gaps, and equity in distribution of teachers.
- v. establish an education training institution to coordinate all pre-service teacher training programme with TTCs as campuses,
- vi. establish an educational management body to coordinate all in-service programmes for institutional leaders and education officers,
- vii. develop a framework for a mandatory one-year internship programme for teachers upon completion of pre-service training,
- viii. review the teacher management framework on deployment, promotion and welfare of teachers and institutional administrators, in consultation with relevant stakeholders,
- ix. develop and implement a framework for registration, recruitment, deployment, remuneration and the general welfare and management of pre-primary teachers in consultation with County Governments,
- x. rationalize deployment and remuneration of SNE teachers to enhance equity and inclusion across all levels,
- xi. develop a framework to facilitate efficient and cost-effective utilization and sharing of human resources in education, across all levels,

6.2 TVET Trainers Management and Training

- 6.2.1 TVET trainers are crucial in developing technical skills among the trainees who enter the labour market in the different sectors of the economy. The quality of TVET graduates highly depends on its trainers.
- 6.2.2 Recruitment of TVET trainers is not harmonized in the country. The Public Service Commission (PSC) recruits trainers for the institutions under MoE and other ministries. However, County Governments, private institutions, and some state agencies recruit trainers based on their own regulations resulting to different schemes of service and conditions of work.
- 6.2.3 There is a shortage of trainers in public TVET institutions under MoE leading to high trainee-trainer ratio.
- 6.2.4 Trainer management is constrained by lack of clear guidelines on recruitment, transfer, succession management and low remuneration in comparison with industry practitioners.
- 6.2.5 TVET trainers' pre-service programmes are not standardized across training institutions and universities.

Policy Statements

To improve the development and management of trainers, the government will:

- i. establish a TVET Trainer Service Council,
- ii. develop and implement a framework for capacity building and industrial attachment for TVET trainers in partnership with industry,
- iii. develop and implement a framework for TVET trainers pre-service training and development,
- iv. recruit and deploy adequate trainers in collaboration with relevant stakeholders,
- v. Strengthen the capacity of Kenya School of TVET.

6.3. Training and Management of University Academic staff

- 6.3.1. Provision of competent academic staff in universities is vital in the delivery of quality and relevant education, training and research.
- 6.3.2. Expansion in university education and introduction of Competency Based Education and Training (CBET) has increased demand for the number of academic staff and their capacity development on pedagogy and research.

- 6.3.3. Linkages between research, innovation and industry remain weak due to limited academia-industry partnerships.
- 6.3.4. Internationalisation of tertiary education and infusion of technology has increased the inflow and outflow of students and academic staff internationally. In addition, collaboration with international institutions has increased remarkably. However, Kenya lacks a national framework on internationalisation of tertiary education.
- 6.3.5. There is incoherence between the University academic and administrative staff in their terms of service and functions. This constrains the overall performance of universities.
- 6.3.6. Universities have more non-teaching than academic staff which hinders the achievement of the university mandate.

Policy Statements

To strengthen university academic staff, the government will:

- i. develop and implement comprehensive capacity development programmes in CBET,
- ii. develop and implement a framework for strengthening university and industry linkages, collaborations and partnerships,
- iii. develop and implement a framework for internationalisation of tertiary education,
- iv. review and implement the framework for human resource management in university to address job evaluation, grading and staff rationalization.

CHAPTER SEVEN: FINANCING EDUCATION, RESEARCH AND TRAINING

7.1. Basic Education

- 7.1.1 The Constitution of Kenya provides for free and compulsory Basic Education for all children. A transparent and coherent framework in the provision of resources is therefore necessary. Financing basic education entails provision of capitation grants, donations, levies, scholarships, bursaries, National Government Constituency Development Fund (NG-CDF), internally generated revenues and households.
- 7.1.2 The Government provides capitation finances to learners in Basic Education institutions based on the level. In addition, learners with special needs and disability receive enhanced capitation. However, the capitation levels are inadequate to meet the rising cost of education. The top-up grant for SNE is inadequate to sustainably address the needs of special need learners.
- 7.1.3 The review of capitation is not regular enough and, therefore, its value is depreciated by inflation. Delays in disbursement of capitation have often disrupted the planning at institutional level.
- 7.1.4 Household costs cover boarding, meals, supplementary learning materials, and infrastructural development. Low economic status households find it difficult to finance their share of cost.
- 7.1.5 Funding of pre-Primary Education by County Governments is not harmonized and is at times inadequate. There is inadequate and untimely data on financing at this level of education which affects education planning.
- 7.1.6 Scholarships and bursaries support orphans, vulnerable, and needy learners and are channelled through different agencies. This leads to poor coordination among the various entities leading to duplication.
- 7.1.7 The management and accountability of resources allocated to educational institutions occurs at three tiers. At the first tier, School Boards of Management provide oversight of all school resources. The head teacher is responsible for budget execution and preparation of financial statements. At the second tier, the Directorate of Schools Audit and Kenya National Audit Office ensures transparency and accountability on utilization of resources. At the third tier, the Ministry of Education conducts monitoring and evaluation of financial management practices in Basic Education institutions. Despite this oversight

effort, serious flaws exist in utilization of resources, which affects provision of quality education.

- 7.1.8 The government provides infrastructure grants to public primary and secondary schools based on needs and school-specific requests, subject to availability of funds. However, there are still infrastructure gaps in schools across the country due to lack of a framework for infrastructure development.
- 7.1.9 School uniforms are expensive for parents because school administration collude with suppliers and force parents to purchase from a specific supplier identified by the school administration.

Policy Statements

To address the above issues, the government will:

- i. review and implement capitation grants at all levels of basic education institutions,
- ii. establish a Minimum Essential Package (MEP) capitation for Basic Education institutions,
- iii. enhance national and county governments consultations on financing pre-primary education,
- iv. strengthen fiscal management and audit function in Basic Education institutions,
- v. develop and implement a framework to regulate the acquisition of school uniforms in basic education institutions,
- vi. develop a legal framework to streamline the management and coordination of scholarships and bursaries,
- vii. develop a framework for resource allocation, resource sharing and stakeholder participation in learning,
- viii. develop a framework for infrastructure development,
- ix. adopt alternative building technology and harmonised designs for Basic Education institutions,

7.2 Tertiary Education and Training

- 7.2.1 Sustainable financing of tertiary education, training and research is key in developing the requisite technical human capacity for socio-economic transformation of the nation. Research in TVET, universities and other research

institutions stimulate economic development through generation of new knowledge and innovations.

- 7.2.2 Government funding to public tertiary institutions is on the basis of capitation, development grants, bursaries and loans. The funding is on a cost sharing model between the government and households. Capitation in TVET institutions is allocated on the basis of enrolment irrespective of programme and economic status. However, the government funding has been inadequate affecting the quality of education and training.
- 7.2.3 Inadequate coordination of financing tertiary education has resulted to overlaps, duplication and inefficiencies.
- 7.2.4 The conditional grants for Vocational Training Centres (VTCs) were transferred to equitable share of revenue to counties. Lack of structures to operationalize these grants has resulted to limited focus on the needs of VTCs. In most cases, this has hindered attainment of the standards set by the regulator.
- 7.2.5 The government model of funding of tertiary education and training is heavily reliant on the exchequer. This model does not exploit the potential of tertiary and research institutions to generate income.
- 7.2.6 The tertiary education sector has grown tremendously in terms of student enrolment. This has constrained infrastructural and other resources.
- 7.2.7 Inadequate funding for postgraduate training and research in universities has reduced the contribution of research outcomes to national development.
- 7.2.8 Limited research infrastructure, human capital, funding, high taxation of research equipment and weak institutional linkages has constrained the research and innovation ecosystem.

Policy Statements

To strengthen financing in tertiary education, the Government will;

- i. develop and implement a student-based sustainable financing model for tertiary education,
- ii. enhance intergovernmental consultations on financing VTCs,
- iii. develop a framework for allocating minimum essential package to tertiary institutions,
- iv. develop and implement a framework for internal resource mobilization in tertiary institutions,

- v. implement 2% of GDP allocation to research, with at least 1/3 of the allocation being appropriated to TVET institutions a further 1/3 to universities,
- vi. incentivise tertiary institutions to improve performance in research and innovations,
- vii. review and implement the University administrative structure to enhance efficiency,
- viii. develop and implement a framework for allocation of infrastructure funds in tertiary institutions.
- ix. Secure sustainable financing mechanism through implementation of a strong governance and systems,
- x. Implement performance-based funding model focused on productivity indicators, students completion, contribution to national priorities, global reach and research output, and graduate employability.
- xi. Incentivize universities to diversify sources of funding including promoting philanthropies through tax incentives, commercialization of scientific outputs, and alumni engagement and PPPs.
- xii. Encourage universities to improve operational efficiency through streamlined administration, resource sharing, innovative teaching methods, and use of technology
- xiii. Expand needs-based scholarships and grants targeted towards students from low-income backgrounds.
- xiv. Expand on-campus work-study programs, providing students with paid opportunities to gain work experience while pursuing their studies.
- xv. Partner with external organizations to offer off-campus work-study opportunities in relevant fields.

CHAPTER EIGHT: GOVERNANCE IN EDUCATION, TRAINING AND RESEARCH

8.1 Basic Education

- 8.1.1 Education and training in Kenya is anchored on the Constitution, Acts of Parliament, international agreements, protocols, and conventions, relevant policies from the Ministry of Education, line Ministries, Departments and Agencies.
- 8.1.2 The National Government is responsible for education policy, standards, curricula, assessment in basic education institutions, Teachers' Training Colleges (TTCs) and promotion of sports. The County Governments are responsible for pre-primary education and childcare facilities.
- 8.1.3 The function of curriculum and assessment, education standards and quality, teacher management and capacity development is distributed across Commissions, Semi-Autonomous Government Agencies (SAGAs) and directorates.
- 8.1.4 The Basic Education Act (2013) provides the legal framework for the governance of Basic Education. The Early Childhood Education Act (2021) provides a framework for governance of early childhood education within a county. However, where institutions at these levels are domiciled in the same compound having different BOM and heads. This leads to inconsistencies in operationalization of a basic education institutions.
- 8.1.5 Decentralization in the sub-sector has led to establishment of Regional, County and Sub- County Education, TSC and Quality Assurance (QA) offices, each with distinct governance, accountability and reporting roles and working relationships, which results in duplication of functions.
- 8.1.6 Credible data is a critical requirement for effective and efficient monitoring and evaluation of performance and resources utilization. However, the National Education Management Information System (NEMIS) has inadequate data. In addition, the NEMIS platform has not been effectively utilized owing to inadequate capacity of institutional administrators.
- 8.1.7 There is no linkage between NEMIS and other Management Information System (MIS) in education and training. This disconnect inhibits tracking of learners.
- 8.1.8 MOE, Commissions and SAGAs structures are not well coordinated resulting to overlaps hence hindering effective service delivery.

- 8.1.9 Governance of basic education institutions is characterized by bloated BOMs, which makes them ineffective and inefficient.
- 8.1.10 Composition of the County Education Boards (CEBs) does not provide for the inclusion of a representative of the National Government responsible for security.
- 8.1.11 The Basic Education Act provides for the establishment of National Education Board. However, the Board duplicates the roles of the Cabinet Secretary.
- 8.1.12 The use of the terms 'Parents Association' and 'Parents Teachers Association' interchangeably in the Basic Education Act creates confusion and does not give clarity on whether the association is for parents or both parents and teachers.
- 8.1.13 There are multiple laws governing the basic education sub-sector. Provisions in some of these laws creates duplication of functions, inconsistencies, ambiguities, and conflicts. This results to inefficiencies in the governance of the sub-sector.
- 8.1.14 There is an increase in alcohol, drugs, and substance abuse among learners. This negatively affects holistic performance, mental health, and general wellbeing of the learners.
- 8.1.15 Disasters, pandemics, insecurity, and forms violence disrupt learning and cause trauma among learners. However, most learning institutions are inadequately prepared to handle these crises and emergencies.

Policy Statements

To strengthen governance in Basic Education the government will:

- i. review and implement the legal frameworks governing basic education,
- ii. develop and implement sector-wide coordination framework for education and training,
- iii. strengthen the capacity of education management information system,
- iv. Review and implement policies and guidelines on alcohol, drug and substance abuse,
- v. review and implement guidelines for safety standards for schools in Kenya.
- vi. Develop score card framework for strengthening accountability and managerial performance in schools

8.2. Technical Vocational Education and Training

- 8.2.1 An effective governance structure is necessary to ensure that the TVET system is able to effectively meet the needs of its trainees and the broader community.

The relationship between the TVET management system and the economy ensures that the skills and knowledge imparted are relevant and labour market responsive.

- 8.2.2 In the Fourth Schedule of the Constitution, TVET is a shared function between National and County Governments. The National Government is responsible for formulating policy and standards, curricula, and examinations for TVET institutions. The County Governments are responsible for village polytechnics and home craft centres. TVET institutions in the National Government comprise those under MoE and other MDAs.
- 8.2.3 There are overlaps, duplication and bureaucracy in roles and responsibilities of MDAs. This hinders effective and efficient service delivery in TVET;
- 8.2.4 Inadequate infrastructure and human resources, weak linkages with industry and low perception of TVET courses have negative effects on delivery of TVET programmes.
- 8.2.5 TVET has a weak data management system, which adversely affects planning, decision-making and resource allocation.
- 8.2.6 Ineffective coordination of incubation and technology transfer centres has hindered progress in innovation and research in TVET.

Policy Statements

To strengthen governance in TVET, the government will:

- i. review and implement the legal framework governing TVETs,
- ii. develop and implement a framework for appointment and deployment of TVET administrators,
- iii. strengthen TVET MIS,
- iv. review and implement a framework on coordination of innovation, incubation, and technology transfer centres,
- v. develop and implement a framework to rebrand and reposition all TVET institutions,
- vi. develop and implement a framework on governance of Vocational Technical Centers.

8.3 University Education

- 8.3.1 University education, training and research is governed and regulated under the Universities Act (No. 42 of 2012). Related Acts governing the sector include the STI Act (2013), HELB Act (1995) and State Corporations Act (2015).
- 8.3.2 Notwithstanding the legal provisions, the sector faces several challenges including duplication of functions, weak governance structures, suboptimal operation of universities and ambiguities. In addition, there is ineffective coordination in funding and placement of students, hampering decision making process.
- 8.3.3 While the Universities Act (No. 42 of 2012) empowers the Commission for University Education to accredit academic programmes, various professional bodies continue to charge levies and engage in accreditation, thereby creating conflict and duplicating use of resources by performing similar functions.
- 8.3.4 The definition of 'Specialised Degree Awarding' institutions and Technical Universities is unclear in the Universities Act.
- 8.3.5 The Universities Act (No. 42 of 2012) does not provide for reorganization and restructuring for cost effectiveness.
- 8.3.6 The constitution of the offices of Chancellors, Vice Chancellors, Deputy Vice Chancellors, Principals and Deputy Principals is undertaken by the University Council, the Cabinet Secretary, and the Public Service Commission. This process causes delays, hinders university autonomy, and undermines accountability.
- 8.3.7 Politicization in the appointment of deans of schools has negatively affected the performance of universities thus undermining merit and productivity of universities.
- 8.3.8 The weak linkages between researchers, innovations, and industry due to inadequate partnerships with industry has led to inadequate commercialization of innovations and inventions. Consequently, research and innovations are not optimized to address societal challenges and provide practical experiences to students and academic staff.
- 8.3.9 Policy and planning need to be evidence-based. However, the university sub-sector lacks adequate data to support this process. In addition, these institutions muse different data sets.
- 8.3.10 There also exists a weak framework for governance of the income generating entities established by universities that has resulted in conflict in operations of the respective entities.

Policy Statements

To strengthen governance in University Education, the government will:

- i. review and implement the legal framework governing universities,
- ii. review the recruitment and appointment of Chancellors, Councils, Vice Chancellors, Deputy Vice Chancellors, Principals and Deputy Principals of public universities and constituent colleges and Deans of Schools,
- iii. develop and implement a framework to strengthen university academia, research, industry linkages and community engagement,
- iv. develop and implement a framework governing research,
- v. develop a centralized data management information system for universities,
- vi. establish a framework for reorganization and restructuring of universities,
- vii. Review the framework for governance of income generation entities in public universities,
- viii. develop a legal framework to harmonize the governance on placement and funding of tertiary education and training,
- ix. Harmonize the laws on accreditation of academic programmes.
- x. streamline the mandates of higher education institutions to help rationalize the use of public resources,

CHAPTER NINE: MONITORING, EVALUATION AND REPORTING

- 9.1. Monitoring and evaluation of the implementation of this policy is an integral component to link the policies with improved service delivery and outcomes.
- 9.2. The Sessional Paper will be implemented through the existing structures of the Ministry in charge of education and training. It will also be aligned to National Education Sector Strategic Plans, detailing programs and activities to be implemented.
- 9.3. Effective monitoring and evaluation of education and training policies are hampered by; uncoordinated M&E systems, limited human resource capacity, weak utilization of M&E findings; weak linkage between planning, budgeting, and implementation of programmes; inaccurate, unreliable data and inadequate utilization of technology, among others.

Policy Statements

To address implementation, monitoring and evaluation constraints in the sector, the government will:

- i. Develop and implement an M&E framework
- ii. Strengthen the monitoring, evaluation, learning and reporting capacity of agencies in the education sector
- iii. Strengthen knowledge sharing platforms among MDAs
- iv. Automate and harmonize data management system at all levels of education
- v. Engage with the Kenya National Bureau of Statistics (KNBS) to support data collection and analysis through NEMIS.