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THE SENATE

STANDING COMMITTEE ON EDUCATION



REPORT ON AN INQUIRY INTO THE STATUS OF IMPLEMENTATION
OF EARLY CHILDHOOD DEVELOPMENT EDUCATION (ECDE) AND
VOCATIONAL EDUCATION AND TRAINING POLICIES IN KILIFI
COUNTY


22/09/26
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ABBREVIATIONS AND ACRONYMS

BOM	Board of Management
BOQ	Bill of Quantities
CBC	Competency-Based Curriculum
CBET	Competency-Based Education and Training
CDACC	Curriculum Development, Assessment and Certification Council
CEC	County Executive Committee
CECM	County Executive Committee Member
CIDP	County Integrated Development Plan
COG	Council of Governors
DICECE	District Centre for Early Childhood Education
ECDE	Early Childhood Development Education
FY	Financial Year
F4E	Food for Education
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
KBEST	Kenya Blue Economy Skills Training
MECP	Madrasa Early Childhood Programme
PP1	Pre-Primary One
PP2	Pre-Primary Two
RPL	Recognition of Prior Learning
TIVET	Technical Industrial Vocational Education and Training
TSC	Teachers Service Commission
TVET	Technical Vocational and Education Training
VET	Vocational Education and Training
VTC	Vocational Training Centre

DEFINITION OF TERMS

Blue Economy	Sustainable use of ocean resources for economic growth, improved livelihoods and jobs and ocean ecosystem health.
Early Childhood Education	Formal and non-formal learning for children from birth to age eight (8).
Early Childhood Development	The physical, cognitive, language, social and emotional development of a child from prenatal up to age eight (8).
Foundational Learning	Development of core literacy, numeracy and socio-emotional skills in early childhood that are essential for lifelong learning.
KCB 2Jiajiri programme	A youth empowerment and job creation program that equips out-of-school youth and women with technical vocational skills in key sectors such as: agribusiness, construction, automotive engineering, beauty & personal care, and ICT. Our objective is to empower and equip unemployed and out-of-school youth to grow micro enterprises by providing them with technical skill training opportunities.
Pre-Primary Education	Early stimulation and early learning for children before entry to grade one.
Vocational Education and Training	Information, value, skills and competencies on the labour market learning which aims to acquire know how.
Vocational Training Centres	Institutions that provide training leading to awards below the level of diploma.

PREFACE

Establishment and Mandate of the Committee

The Standing Committee on Education is established pursuant to standing order 228(3) and the Fourth Schedule of the Senate Standing Orders. The Committee is mandated to ‘Consider all matters related to education and training.’

In carrying out its duties, the Committee oversights the following Ministries, Departments and Agencies-

1) Ministry of Education

State Department for Basic Education; State Department for Technical and Vocational Education and Training; State Department for Higher Education; and State Department for Research and Innovation;

2) County Governments

Pre-Primary Education/Early Childhood Development Education; Village Polytechnics/Vocational Education Centres; Home craft centres; and Childcare facilities.

Membership of the Committee

The Committee is comprised of-

1) Sen. Betty Montet, MP	Chairperson
2) Sen. (Prof.) Margaret Kamar, EGH, MP	Vice-Chairperson
3) Sen. John Kinyua Nderitu, MP	Member
4) Sen. Johnes M. Mwaruma, CBS, MP	Member
5) Sen. Agnes Kavindu Muthama, MP	Member
6) Sen. Catherine Mumma, CBS, MP	Member
7) Sen. James Kamau Murango, MP	Member
8) Sen. Lenku Ole Kanar Seki, MP	Member
9) Sen. John Methu, MP	Member

CHAIRPERSON'S FOREWORD

Mr. Speaker, Sir,

The Constitution of Kenya, 2010 and the Basic Education Act, 2013 devolved pre-primary education, childcare, youth polytechnics, and home craft centres to county governments, while retaining primary, secondary, tertiary, and special education, as well as standards, curriculum development, and examinations, at the national level. Article 43 of the Constitution further guarantees every person the right to education and other socio-economic rights directly relevant to learner welfare and development.

Mr. Speaker, Sir,

Against this constitutional and legal background and following numerous Statements sought by Senators regarding the state of pre-primary and vocational education and training in counties, the Standing Committee on Education resolved to undertake an inquiry into the status of implementation of Early Childhood Development Education (ECDE) and vocational education and training policies across counties. The inquiry focused on Pre-Primary One and Two, serving children aged four and five years respectively, and on the Technical and Vocational Education and Training (TVET) system, which equips youth with practical skills for employment and entrepreneurship in line with Vision 2030.

Mr. Speaker, Sir,

In furtherance of this inquiry, the Committee met with the Governor of Kilifi County and conducted an oversight visit to Tezo ECDE Centre and engaged county officials, teachers and learners. These engagements provided firsthand evidence on the condition of facilities, staffing, enrolment levels, and the overall learning environment.

In addition, the Committee made reference to the Performance Audit Report, of the Audit General, March 2026 on Provision of Early Childhood Development and Education by the County Government of Kilifi. The Audit Report made findings which correspond with the observations of the Inquiry made by the Committee.

Mr. Speaker Sir,

The findings of the inquiry inform the recommendations contained in this Report, which are intended to strengthen the implementation of Early Childhood Development Education and vocational education and training in Kilifi County and improve the delivery of these devolved education functions. The Committee identified gaps in the policy and regulatory frameworks governing ECDE and vocational training; challenges in the implementation of the Scheme of Service for ECDE teachers and provision of continuous professional development; weaknesses in ECDE data collection, verification and management; gaps in the provision and sustainability of the school feeding programme; deficiencies in ECDE infrastructure, sanitation, quality assurance and the provision of teaching and learning materials; inadequate equipping of vocational training centres; and the high cost of vocational training, particularly multi-

year Artisan programmes. The Committee further identified the absence of a harmonised scheme of service for VTC instructors and mechanisms for tracking the transition of VTC graduates into employment, self-employment or further training. The inquiry also established challenges in the financing and utilisation of resources for devolved education functions, including low expenditure against allocations for ECDE and VTC programmes.

Mr. Speaker Sir,

The Committee has made recommendations for the development and strengthening of county policy and regulatory frameworks for ECDE and vocational training; implementation of the Scheme of Service and structured continuous professional development for ECDE teachers; strengthening of ECDE data collection and management systems; sustainable financing of the school feeding programme; improvement of ECDE infrastructure, quality assurance and teaching and learning materials; increased investment in VTC tools, equipment and training materials; review of VTC fees and introduction of capitation to improve affordability and enrolment; and establishment of mechanisms for industrial attachment, apprenticeship and tracking of VTC graduate outcomes. The Committee further recommends that the Council of Governors develops a harmonised scheme of service for VTC instructors and a framework for fees charged for comparable courses offered in public VTCs across counties.

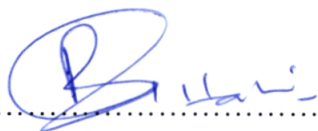
Mr. Speaker, Sir,

I wish to sincerely thank the Offices of the Speaker and Clerk of the Senate, the county government and stakeholders who appeared before the Committee and hosted the oversight visits and the Members and staff of the Committee for their time, insights and contributions to this inquiry.

It is now my pleasant duty, pursuant to Standing Order 223, to present the Report of the Senate Standing Committee on Education on the inquiry into the status of implementation of Early Childhood Development Education (ECDE) and vocational education and training in Kilifi County.

I thank you.

Signed.....



Date.....

14TH/SEPT/2026

SEN. BETTY MONTET, MP

CHAIRPERSON, STANDING COMMITTEE ON EDUCATION

CHAPTER ONE: INTRODUCTION

1.1 Establishment of the Inquiry

1. The attention of the Committee was drawn to the state of pre-primary education and vocational education and training in counties arising from the many Statements sought by Senators and resolved to undertake an inquiry into the status of implementation of Early Childhood Development Education (ECDE) and vocational education and training policies in counties.
2. The Committee held a meeting with the Governor, Kilifi County on 24th April, 2025 on the Inquiry into the status of implementation of Early Childhood Development Education (ECDE) and vocational education and training policies in the County.
3. The Committee further conducted an oversight visit to Kilifi County on 24th April, 2025 where it inspected Tezo ECDE centre and engaged county officials, managers, instructors and learners. These visits yielded first-hand insights into facilities, staffing, enrolment and the learning environment.

1.2 Purpose and Objectives of the Inquiry

4. The Inquiry set out to establish the status of implementation of ECDE and VTC policies in Kilifi County. The Inquiry focused on the following thematic areas-
 - a) Assessing ECDE programme implementation;
 - b) Evaluation of establishment, management and operations of VTCs in the County;
 - c) Assessment of infrastructure, human resources and learning materials in ECDE centres and VTCs;
 - d) The budgetary allocations and funding for county-level ECDE and VTC programmes;
 - e) Identification of implementation challenges for ECDE and vocational training; and
 - f) Providing observations and recommendations for enhancement of service delivery and oversight of devolved functions.

1.3 Methodology of the Inquiry

5. The Committee held consultative meetings and engagements with county executives, chief officers, ECDE and vocational training directors, managers and instructors and also conducted an oversight visit to Tezo ECDE centre. The visit verified the information provided during the consultative meetings, where the Committee evaluated infrastructure, learning equipment and learning environments. The Committee further reviewed and analysed relevant documentation, including the *Performance Audit Report on the Provision of Early Childhood Development Education by the County*

Government of Kilifi issued by the Office of the Auditor-General on 27th March, 2026. Where relevant, the Committee drew on the Auditor-General's findings to corroborate the information provided by the County Government and observations made during the inquiry. The outcome of this analysis is presented in Chapter Three.

1.4 Background on ECDE

6. Prior to the establishment of preschool education, early care for children aged 3-6 years in Kenya was primarily the responsibility of local communities. ECDE has sat at the margins of Kenyan education policy for decades, with most of the investment historically coming via private sector and faith-based sources.
7. The enactment of the Constitution in 2010 transformed the delivery of education in Kenya, dividing responsibilities between national government and the 47 Counties. Provision of ECDE, alongside childcare and youth polytechnics, was devolved to county governments, while the national government retained oversight for primary, secondary, tertiary and special education alongside standards, curricula and examinations. The Constitution provides that pre-primary education is compulsory and free for every child and many children in Kenya begin school in pre-primary classrooms attached to primary schools.
8. The Basic Education Act, Cap 211 underpinned the Constitutional settlement by outlining the entitlements of children and young people, enshrining the right to free and compulsory basic education while outlining national oversight for the accreditation, registration, governance and management of educational institutions.
9. Pre-primary education is the foundation for character development and learning stimulation, which are important in enhancing social and cognitive preparedness among learners. ECDE lays the foundational stage for cognitive, emotional and social development, enhancing school readiness and long-term educational outcomes.

1.5 Background on Vocational Education and Training

10. Youth polytechnics, previously known as village polytechnics, were first developed and popularized in the mid-1960s by the National Christian Council of Kenya (NCCCK) as a solution to the problem of education and unemployment of primary school leavers. They were designed to provide practical training linked with production, so as to assist in the formation of a cadre of trained artisans and other self-employed workers, especially for the rural economy. Most of them were small training centres that provided local youth with an opportunity to learn practical skills usually in masonry, carpentry, tailoring, dressmaking, knitting, home economics and livestock raising.

11. The basis for educational development in post-independence Kenya was enumerated in Sessional Paper No. 10 of 1965 on African Socialism and its Application to Planning in Kenya.
12. The Ndegwa Commission (1970) recommended the expansion of technical education in Kenya to increase access to basic skills. Consequently, all technical trade schools were upgraded into national technical secondary schools to offer four-year pre-technician programmes. By the end of 1970, TIVET in Kenya had expanded tremendously, with many institutions countrywide providing post-secondary school technical training through community-managed harambee Institutes of Technology.
13. Vocational Education and Training in Kenya has been undergoing reforms since independence with the aim of not only making it sufficiently produce the needed middle-level human resource for the national economy but to also empower youth with skills that will enable them to be self-reliant in society. Some of the most recent policy documents in which VET is anchored include the TVET Act No. 29 of 2013, the Sessional Paper No. 1 of 2019 on Reforming Education and Training in Kenya, the National Education Sector Strategic Plan (NESSP) 2023-2027 and Vision 2030.
14. Vocational education in Kenya, largely structured under the Technical and Vocational Education and Training (TVET) system, focuses on equipping youth with practical, 'hands-on' skills for employment and entrepreneurship, aligning with Vision 2030.

1.6 Legal and Policy Framework

1.6.1 Legal Framework

15. The implementation of ECDE and Vocational Training Education in Kenya is guided by legislation including-
 - 1) **The Constitution of Kenya** places great emphasis on the Bill of Rights and respect of human dignity for all. Chapter four of the Constitution under Article 43(1)(f) provides that every person is entitled to, among other rights, the right to education. In addition, the rights of the child are extensively provided for in Article 53(1)(b) of the Constitution which provides that every child has the right to free and compulsory basic education. Further, Paragraph 9 of Part II of the Fourth Schedule assigns county governments the function of pre-primary education, village polytechnics, homecraft centres and childcare facilities.
 - 2) **The Dakar Framework for Action: Education for All** was adopted at the World Education Forum in Dakar, Senegal in 2000. It affirms that education for all is a basic human right. One of the key commitments in the framework is free and

compulsory primary education; this commitment has largely influenced the Government of Kenya's introduction of Free Primary Education (FPE) in 2003.

- 3) **Section 13 of the Children Act 2022** acknowledges and protects every child's right to basic education and provides that every child has the right to free and compulsory basic education in accordance with Article 53(1)(b) of the Constitution.
- 4) **Basic Education Act, 2013** provides for the establishment, governance and regulation of basic education and training, including pre-primary education and outlines the roles of national and county governments in the provision of education. The Act further provides for the establishment of key institutions including the National Education Board and County Education Boards to support coordination, standards and oversight in the delivery of basic education.
- 5) **The Early Childhood Education Act:** Paragraph 9 of Part II of the Fourth Schedule assigns the county governments the function of pre-primary education, village polytechnics, homecraft centres and childcare facilities. The Act also recognizes the right of every child to free and compulsory early childhood education in a public education centre.
- 6) **The Technical and Vocational Education and Training Act of 2013** establishes the Technical and Vocational Education and Training Authority to regulate and coordinate training and the Curriculum Development, Assessment and Certification Council to undertake curriculum development, assessment and certification under the competency-based education and training framework. Vocational Training Centres (VTCs), formerly known as village polytechnics, are established under this Act. The Act mandates the Technical and Vocational Training Authority to assure and ensure quality training in TVET institutions across the country, with the overall goal of enhancing the quality and relevance of Technical Vocational Education Training and meeting the needs of industries and the job market.
- 7) **Teachers Service Commission Act:** The Teachers Service Commission is established under Article 237 of the Constitution and the Teachers Service Commission Act, Cap 212. It is mandated to register trained teachers, ensure that teachers comply with the teaching standards prescribed by the Commission under this Act; monitor the conduct and performance of teachers in the teaching service. Since early childhood education is a devolved function, county governments are expected to employ teachers registered by the Teachers Service Commission.
- 8) **The County Governments Act, 2012** provides for county governance structures and planning, including the preparation of County Integrated Development Plans

(CIDPs), which guide the implementation and financing of ECDE and vocational training functions at the county level.

- 9) **The Intergovernmental Relations Act, 2012** establishes a framework for consultation and cooperation between national and county governments, which is critical in the implementation of education functions that involve both levels of government.
- 10) **The Public Finance Management Act, 2012** provides the legal framework for the management of public finances, including budgeting, expenditure and accountability, which underpins the financing of ECDE and vocational training programmes.
- 11) **The Kenya National Qualifications Framework Act, 2014** establishes the Kenya National Qualifications Authority and provides for the classification, registration and recognition of qualifications, including those offered in technical and vocational education and training institutions.
- 12) **The Persons with Disabilities Act, 2003** provides for the rights and inclusion of persons with disabilities, including access to education and training and guides the provision of inclusive ECDE and vocational training services.

1.6.2 Policy Framework

16. A number of national education policies provide standards, operational guidelines and strategic direction for the sector and include-

- 1) **Sessional Paper No. 1 of 2005** on Education, Training and Research provides the foundational policy framework guiding the development of Kenya's education and training sector, including Early Childhood Development Education (ECDE) and Technical, Industrial, Vocational and Entrepreneurship Training (TIVET). The policy establishes education and training as a continuum, recognising ECDE as the foundation for lifelong learning and positioning vocational training as a critical pathway for skills development, employment and economic productivity. It emphasises the need to expand access, improve quality and enhance the relevance of education and training programmes through alignment with labour market demands and strengthened institutional arrangements.
- 2) **The National Pre-Primary Education Policy, 2017** establishes the overall policy direction for the provision of pre-primary education in Kenya. The policy promotes equitable access to quality early childhood education, appropriate

learning environments, trained teachers and effective governance structures for ECDE centres. It also emphasises the role of county governments in expanding access and improving the quality of pre-primary education following the devolution of ECDE functions.

- 3) **The National Pre-Primary Education Policy Standard Guidelines of 2018** set minimum requirements for infrastructure, classroom size, sanitation facilities, play areas, learning materials and teacher-pupil ratios. They are intended to ensure that ECDE centres provide a safe and developmentally appropriate learning environment for young children.
- 4) **The Basic Education Curriculum Framework** developed by the Kenya Institute of Curriculum Development guides the implementation of the Competency-Based Education (CBE). The framework outlines the competencies, learning approaches and assessment methods applicable to all levels of basic education, including pre-primary education and emphasises learner-centred and play-based approaches to early learning.
- 5) **The National School Meals and Nutrition Strategy (2017-2022)** currently provides the national framework for implementation of school feeding programmes in the absence of a national standalone school feeding policy.
- 6) **The National Food and Nutrition Security Policy of 2011** also provides the broader policy framework for improving food and nutrition security including nutrition interventions for school-age children.
- 7) **Sessional Paper No. 1 of 2005** and the **Technical and Vocational Education and Training Act, 2013** together provide for the strengthening of technical and vocational education in the country. These frameworks seek to enhance the relevance and quality of vocational training programmes, promote linkages with industry and expand access to skills development opportunities.
- 8) **The Competency-Based Education and Training (CBET) framework** promotes modularised training programmes, competency-based assessment and alignment of training with labour market needs.

CHAPTER TWO: ECDE AND VOCATIONAL EDUCATION AND TRAINING IN KILIFI COUNTY

17. Having analysed the submission received from Kilifi County, the Committee identified the following as key issues characterising the status of implementation of Early Childhood Development Education (ECDE) and County Vocational Education and Training policies in the County. This Chapter highlights the submission received in thematic areas, makes observations from the submission and inspection visits undertaken and proposes recommendations

2.1 Early Childhood Development and Education

2.1.1 ECDE Policy and Legislative Framework

Submission by the County Government

18. Kilifi County reported to have a draft ECDE Policy, the Kilifi County Child Care Facilities Bill, 2016 and the Kilifi County Early Childhood Education Bill of 2016.

Committee Observation(s)

19. The Committee observed that-

- 1) there is no Kilifi County ECDE policy. The County Assembly is also in the process of enacting two legislative instruments, the Kilifi County Child Care Facilities Bill, 2016 and the Kilifi County Early Childhood Education Bill of 2016;
- 2) Kilifi County implements the madrasa Early Childhood programme (MECP-K). The Committee further established that an MoU exists between the Ministry of Education and the Aga Khan Development Network (AKDN) covering the four coastal counties- Kilifi, Mombasa, Kwale, and Lamu for the implementation of the programme. However, information on the implementation of the program in Kilifi County was not provided to the Committee;
- 3) while *Madrasa* is religious education and the Constitution of Kenya provides for secular pre-primary education, the County Government will need to evaluate whether *Madrasa* conforms to the set pre-primary education curriculum and whether it should continue to receive public pre-primary budgetary support; and
- 4) *Madrasa* can be offered within ECDE programmes but should not be used to substitute the formal pre-primary education curriculum.

Committee Recommendation(s)

20. The Committee recommends that-

- 1) within sixty (60) days of the adoption of this Report, the County Government of Kilifi develops an Early Childhood Development and Education (ECDE) Policy framework for the implementation of Early Childhood Development and Education and submit a status report to the Standing Committee on Education;
- 2) the County Assembly of Kilifi fast tracks the enactment of Kilifi County Child Care Facilities Bill, 2016 and the Kilifi County Early Childhood Education Bill, 2016; and
- 3) the Ministry of Education consults, develops and publishes a national framework that will culminate in the development of Regulations for the formal integration of religious education programmes into the national ECDE curriculum as provided for under Section 95(e) of the Basic Education Act, Cap 211.

2.1.2 ECDE Teacher Recruitment, Management and Training

Submission by the County Government of Kilifi

21. ECDE teachers in Kilifi County are employed on both contractual and permanent terms. These terms span graduate, diploma and certificate qualification levels. No mandatory refresher or retooling programme exists for ECDE teachers in the County. Annual trainings are nonetheless delivered on curriculum implementation, material development and pedagogical skills. These trainings are offered in partnership with the Aga Khan Foundation, UNICEF Kenya and UNESCO.

Committee Observation(s)

22. The Committee observed that-

- 1) The ECDE Teachers' Scheme of Service, 2021 was developed by the Council of Governors in collaboration with the Ministry of Education and the Teachers Service Commission. The Scheme was meant to provide a harmonised framework for recruitment, grading, remuneration and career progression of ECDE teachers across counties. The Auditor-General's performance audit of March 2026 found that this framework exists on paper only in the County. Grading has also been applied inconsistently where a total of 663 certificate holders were placed as clerical officers rather than as assistant teachers. In addition, no promotions have taken place since

2021. The County had also not set aside a budget for the full implementation of the Scheme.

- 2) The Performance audit by the Auditor General found that there was no provision for retooling in FY 2022/23 and 2023/24. The Annual Development Plan for FY2024/25 set a target of 800 teachers. This was estimated to cost KSh.5,000,000 but only KSh.315,000.00 was approved and even that amount was unspent as at March of 2026. Teachers in five of ten sampled schools reported gaps in delivering the curriculum. In eight of the ten schools, teachers lacked training to support learners with special needs.

Committee Recommendations(s)

23. The Committee recommends that the County Government of Kilifi shall, within sixty (60) days of the adoption of this Report, submit a status report to the Standing Committee on Education on the following -

- 1) the implementation of the Council of Governors (CoG) Scheme of Service for ECDE teachers, including measures undertaken to ensure consistent grading of teachers and the redesignation of the 663 certificate holders currently designated as clerical officers to the appropriate ECDE teacher cadres; and
- 2) a costed plan for a structured, County-funded continuous professional development programme for all ECDE teachers in Kilifi County. The programme shall prescribe a minimum annual training entitlement for each teacher, identify suitable County-based training providers, and provide for adequate budgetary allocations in each financial year.

2.1.3 ECDE Enrolment

Submission by the County Government of Kilifi

24. As at February 2025, public ECDE centres across the County's seven sub-counties enrolled a total of 57,802 learners in PP1 and PP2. At PP1 level, enrolment stood at 30,177 learners, comprising 15,475 boys and 14,702 girls. Similarly, at PP2 level, enrolment totalled 27,625 learners, comprising 13,693 boys and 13,932 girls. Kaloleni recorded the highest enrolment figures at both levels, with 8,768 learners in PP1 and 9,804 learners in PP2, while Rabai recorded the lowest enrolment, with 1,265 learners in PP1 and 940 learners in PP2. The remaining five sub-counties recorded enrolment figures between these two extremes, with PP1 totals ranging from 2,511 in Kilifi North to 5,868 in Ganze, while PP2 totals ranged from 2,426 in Kilifi South to 4,747 in Magarini.
25. Private school enrolment stood at 31,638 learners. At PP1 level, enrolment totalled 17,462 learners, comprising 8,889 boys and 8,573 girls. At PP2 level, enrolment stood

at 14,176 learners, comprising 7,034 boys and 7,142 girls. Malindi recorded the highest private PP1 enrolment at 5,594 learners, followed by Kilifi South with 4,132 learners. In contrast, Ganze recorded the lowest enrolment, with 741 learners in PP1 and 479 learners in PP2. Notably, Rabai's private PP2 figures show 455 boys against 1,151 girls.

Committee Observation(s)

26. The Committee observed that-

- 1) combined public and private enrolment across PP1 and PP2 stood at 89,440 learners as at 2025. The Kenya National Bureau of Statistics (KNBS) places the projected 2025 population of children aged 4 to 5 years in Kilifi County at 76,532, comprising 38,001 males and 38,531 females¹. As this age band corresponds to the PP1 and PP2 cohort, the reported enrolment exceeds the projected population of children aged 4 to 5 years by 12,908 learners, which translates to a gross enrolment position of roughly 117%. While a gross enrolment ratio above 100 per cent is possible, it generally occurs where over-age or under-age children are enrolled.
- 2) enrolment figures form the basis for planning, budgeting and resource allocation across the County's ECDE programme. For instance, the school feeding programme's stated funding requirement of KSh. 100,000,000 annually is based on enrolment across the County's 812 ECDE centres. Similarly, classroom construction, latrine provision and teacher establishment planning, including the target of 800 teachers for FY2024/25, are all determined using the same enrolment data. Consequently, where enrolment figures are overstated, the resulting teacher-to-pupil ratio may understate the actual staffing pressure facing the County's ECDE centres.
- 3) the Auditor-General's performance audit of March 2026 found that private ECDE enrolment data was not reliably captured by the County Government. The audit further found that public enrolment figures for the three years preceding this report did not follow a consistent upward trajectory. Instead, enrolment dipped in FY2023/24 before rising to the 2025 figures. In light of these findings, weaknesses in data capture may offer a more plausible explanation for the variance against the KNBS projection than genuine over-enrolment of that scale.

¹ Kenya National Bureau of Statistics. (September, 2022). 2019 Kenya population and housing census: Analytical report on population projections (Vol. XVI). <https://www.knbs.or.ke/wp-content/uploads/2024/05/2019-Kenya-Population-and-Housing-Census-Analytical-Report-on-Population-Projections-Vol-XVI.pdf>

Committee Recommendations(s)

27. The Committee recommends that the County Government shall, within sixty (60) days of the adoption of this Report, submit a report to the Standing Committee on Education on-

- 1) the ECDE enrolment figures for public and private centres against the population data for children aged 4 to 5 years published by KNBS, explaining the basis of any variance, including the age distribution of enrolled learners and the reliability of private centre data capture; and
- 2) development of a county-specific tool for robust data collection, verification and management systems to ensure that accurate ECDE data informs planning, budgeting, resource allocation and annual development plans.

2.1.4 School Feeding

Submission by the County Government of Kilifi

28. Kilifi County provides porridge to all 812 public ECDE centres. The porridge is prepared from millet and maize. Millet contains 15.29 g per 100g of iron and was chosen specifically to address iron deficiency which resulted in anaemia- a public health concern in the County of Kilifi. Each pupil receives one serving per day during break time from Monday to Friday, at an average portion of 30 grams daily.

29. The feeding programme is funded exclusively by the County Government of Kilifi, at a budget requirement of KSh.100,000,000.00 annually.

30. Enrolment in ECDE centres had grown consistently since the programme commenced. Total enrolment rose from 46,938 learners in 2023, comprising 23,725 boys and 23,213 girls, to 50,409 learners in 2024, comprising 25,260 boys and 25,149 girls, an increase of 7.4 per cent. Enrolment rose further to 57,802 learners in 2025, comprising 29,168 boys and 28,634 girls, an increase of 12.79 per cent. Gender parity was broadly maintained across all three years.

Committee Observation(s)

The Committee observed that-

- 1) the National Pre-Primary Education Policy Standard Guidelines, 2018 require pre-primary schools to provide a mid-morning meal and, for full-day schools, a balanced hot lunch. County Governments are mandated to establish sustainable feeding programmes in pre-primary schools. While Kilifi County's porridge provision meets

the mid-morning meal requirement, the county does not address the Guidelines' additional requirement for a hot lunch in full-day schools;



Photo 1: Committee members sample porridge given to ECDE learners at Tezo ECDE centre

- 2) the Auditor-General's performance audit of March 2026 confirms the provision of porridge across ECDE centres but identifies gaps in the design and sustainability of the programme. There was no provision made for lunch, including in centres where learners remained in school into the afternoon. Further, essential complementary inputs, including sugar, firewood, cooking utensils, water and remuneration for cooks, were not budgeted for by the County. Instead, the associated costs were borne by parents and Boards of Management of ECDE centres. These costs were also not reported by the County Government as contribution by parents. The scale of what parents and Boards of Management have absorbed is not quantified, resulting in an incomplete picture of the programme's true cost and undermining the claim that it is entirely county-funded;
- 3) the enrolment growth reported since the programme commenced is analytically significant given its consistency across three consecutive years. Teachers interviewed during the Auditor-General's audit attributed improvements in enrolment and retention to the school feeding programme, which provides some support for the County's position. However, the audit's own enrolment data does not show the same uninterrupted trajectory. Enrolment is recorded as declining from 47,679 learners in FY2022/23 to 42,808 in FY2023/24 before rising to 57,802 by July 2025. Accordingly, this pattern indicates fluctuation rather than the steady year-on-year growth described by the County; and
- 4) the audit further identified weaknesses in the County's education data systems. In particular, enrolment data for private ECDE centres was not reliably captured and

no school readiness assessment tool was in use. Taken together, these limitations affect the reliability of the enrolment figures used to assess the outcomes of the feeding programme, including the attribution of enrolment growth to the programme itself.

Committee Recommendations(s)

31. The Committee recommends that the County Government of Kilifi shall, within sixty (60) days of the adoption of this Report, submit a status report on a costed plan to meet the full cost of the school feeding programme, including operational costs such as firewood, water and cooks, as a budgetary commitment for subsequent financial years.

2.1.5 ECDE Environment: Quality Assurance, Infrastructure and Teaching and Learning Materials

Submission by the County Government of Kilifi

32. A standard ECDE centre in Kilifi County consists of two classrooms and two cubicle pit latrines, at a construction cost of KSh.5,600,000. Of classrooms built to date, only fourteen predate 2013. Nine hundred and thirty-one were constructed between 2013 and 2022, with a further one hundred and two added from 2022 to 2025.

33. Support for teaching and learning materials is currently delivered through development partners, principally the Aga Khan Foundation, UNICEF Kenya and UNESCO. Their support covers curriculum implementation, pedagogical skills and material development.

34. No formal quality assessments have been conducted in either public or private ECDE centres in the County. The County attributes this to the absence of quality assurance officers. In place of formal assessments, the County undertakes advisory visits covering curriculum implementation, teacher preparedness, professional development records, school health and sanitation and child growth and development.

Committee Observation(s)

35. The Committee observed that-

- 1) county governments are responsible for establishing, equipping and maintaining ECDE centres in accordance with the National Pre-Primary Education Policy Standard Guidelines, 2018, which prescribe minimum requirements including adequate classrooms, age-appropriate furniture, safe water and sanitation facilities and outdoor play spaces;

- 2) the Auditor-General found significant deficiencies in provision of sanitation facilities. Specifically, two cubicle pit latrines fall short of the National Pre-Primary Education Standard Policy Guidelines (2018) prescribed ratios of 1 to 10 for girls and 1 to 30 for boys, in addition to the requirements relating to age-appropriate design and accessibility. Furthermore, within the audit sample, pre-primary learners shared latrines with primary school pupils in nine of the ten schools assessed. Similarly, eight schools lacked facilities adapted for learners with special needs and four schools had no handwashing facilities;
- 3) the Performance audit conducted by the Auditor General found that 48% of the 812 public ECDE centres exceeded the recommended class size; 47 schools lacked dedicated ECDE classrooms; only 17% of schools had fixed play equipment; and seven of the ten schools sampled were in poor structural condition;
- 4) these findings of Auditor General were corroborated during the Committee's inspection visit to Tezo ECDE Centre, the Committee observed class sizes of up to 68 learners, underscoring the pressure that increasing enrolment is placing on existing infrastructure and the need for future classroom expansion. Collectively, these findings indicate that although substantial investment has been made in expanding ECDE infrastructure, the extent of construction undertaken has not been matched by equivalent compliance with the standards it was intended to achieve;
- 5) Kilifi County had not established the Early Childhood Quality Assurance Committee (ECAAC) as required by the Section 63 (1) Early Childhood Education Act. Consequently, the County does not undertake formal quality assessments in either public or private ECDE centres and instead conducts advisory visits to schools. However, these visits do not provide the structured monitoring necessary to assess compliance with national ECDE standards relating to infrastructure, sanitation, teaching and learning materials and curriculum implementation. As a result, the County's ability to systematically identify, monitor and address deficiencies across the sub-sector is constrained;
- 6) during the Committee's inspection visit to Tezo ECDE Centre (one of seven model ECDE centres built by the County Government at a cost of KSh.18,000,000) identified examples of good practice, particularly in the integration of local culture into the learning environment. Materials used by ECDE learners drew on cultural practices, including traditional mats and Giriama beads. Additionally, the Committee observed that the hexagonal tables at the ECDE centre supported learner interaction and collaborative learning; and



Photo frame 2: Committee members inspecting hexagonal tables at Tezo ECDE center

- 7) the Performance Audit establish that materials reached only half of the County's schools. It also found that county funding for materials was provided in only FY 2023/2024, where KSh. 11,020,950 was allocated. In some schools, textbook to learner ratios were as high as 1:99. Additionally, the capitation guidelines intended to provide a structured framework for financing learning materials had not been finalised, thereby limiting the County's ability to provide learning materials in a consistent and predictable manner.

Committee Recommendations(s)

36. The Committee recommends that the County Government of Kilifi shall, within sixty (60) days of the adoption of this Report, submit a status report to the Standing Committee on Education on the following-

- 1) a comprehensive audit of all public ECDE centre infrastructure in Kilifi County and a prioritised investment plan identifying centres that do not meet national standards on classroom size, sanitation facilities, accessibility and play equipment, together with a costed remediation schedule and confirmed budget provisions;
- 2) a costed plan for recruitment of quality assurance officers to assess ECDE delivery including annual inspection targets and reporting mechanisms;
- 3) a costed plan for the annual county funding, together with a report on textbook to learner ratios in all public ECDE centres and a timeline for closing the identified shortages.

2.2 Vocational Education and Training

2.2.1 VTC Governance and Infrastructure

Submission by the County Government of Kilifi

37. Kilifi County does not have an enacted VTC policy or legislative framework.

38. VTCs have been established in all wards, ensuring coverage at both sub-county and ward level. A demonstration farm at Mariakani VTC provides practical training while functioning as an income-generating activity for the institution.

Committee Observation(s)

39. The Committee observed that-

- 1) Kilifi County does not have a policy on Vocational Training Centres (VTCs). Consequently, both public and private VTCs operate without a structured regulatory framework. This limits the County's ability to provide clear standards for governance, quality assurance, financing and oversight of the sub-sector;
- 2) VTCs are poorly equipped and require increased budgetary allocations to enable them to acquire the necessary tools, equipment and materials; and
- 3) VTCs had the potential to support ECDE centres through the fabrication of play equipment, including swings, using locally available skills and materials. This would strengthen collaboration between the two sub-sectors by providing VTC trainees with opportunities to apply their practical skills while contributing to the development of essential infrastructure and play facilities in ECDE centres.

40. The Committee commended the County Government for establishing the Mariakani Demonstration Farm, which serves a dual purpose of providing practical agricultural training while generating income for the institution.

Committee Recommendations(s)

41. The committee recommends that-

- 1) the Council of Governors shall develop and circulate to all county governments, a scheme of service for vocational training centre instructors that establishes standardised criteria for recruitment, remuneration and career progression across all county vocational training centres;
- 2) within sixty (60) days of the adoption of this Report, the County Government of Kilifi shall submit a status report to the Standing Committee on Education on-

- a) the establishment of a county vocational training policy providing a comprehensive governance structure for the regulation, oversight and operation of public vocational training centres within Kilifi County; and
- b) measures undertaken to ring-fence funds for equipping of Vocational Training Centres (VTCs), including the provision of adequate tools, equipment and materials, and to establish a structured collaboration between VTCs and ECDE centres for the design and fabrication of appropriate learning and play equipment; and
- c) integrating skills development with income-generating activities for all VTCs similar to the model undertaken in Mariakani VTC, so as to enhance institutional sustainability.

2.2.2 VTC Access, Affordability and Inclusion

Submission by the County Government of Kilifi

- 42. VTCs have been established in all wards, ensuring coverage at both sub-county and ward level. Both private and public VTCs are operational across the County, distributed at sub-county and ward level. Bursaries are available to students from disadvantaged backgrounds, with priority given to those from marginalised communities. Part-time classes are structured to accommodate groups such as young mothers. Community mobilisation and awareness campaigns, including radio broadcasts, are conducted to reach harder-to-access audiences.
- 43. Training costs vary by trade and certification level. At Trade Test level, annual costs range from KSh.32,000 for the two six-month short courses, hospitality and tourism management and marine vessel repair and maintenance, to KSh.36,300 for food processing technology. Most full-year Trade Test programmes fall between KSh.32,300 and KSh.35,050. At Artisan level, fees range from KSh.47,000 for fashion design and tailoring to KSh.60,000 for refrigeration and air conditioning. Only two programmes, building technology and motor vehicle technology, are offered at Craft level, each at KSh.80,000 per year.

Committee Observation(s)

- 44. The Committee observed that the fees charged for multi-year Artisan programmes, range from KSh.94,000 to KSh.120,000 and are prohibitively high for many youths from low-income households, notwithstanding the availability of bursary support.

Committee Recommendations (s)

45. The Committee recommends that within sixty (60) days of the adoption of this Report-

- 1) the Council of Governors (CoG) shall submit a status report to the Standing Committee on Education a harmonised framework for fees charged for comparable courses offered in public Vocational Training Centres across counties;
- 2) the County Government of Kilifi shall submit a status report to the Standing Committee on Education on-
 - a) the review of the fee structure for multi-year Artisan level programmes and the measures to reduce the cumulative financial burden on youth from low-income households; and
 - b) introduction of capitation towards VTC learners to increase the enrolment and make vocational training affordable.

2.2.3 Labour Market and Skills Alignment

Submission by the County Government of Kilifi

46. Skills demand in Kilifi County is shaped by four dominant sectors of construction; coastal tourism and the blue economy; agriculture; and ICT. Construction drives demand for masonry, carpentry, electrical work and plumbing, with training offered across twenty-four VTCs. Similarly, coastal tourism and the blue economy generate demand for hospitality, customer service and foreign language skills, given the concentration of hotels in Mtwapa, Kikambala, Shariani, Takaungu, Kilifi, Tezo, Gede, Watamu and Malindi. To respond to this demand, relevant courses are offered at Gede, Muyeye, Watamu, Mariakani and Mapimo VTCs.
47. Likewise, agriculture is served through agribusiness and entrepreneurship courses at Mariakani and Mdzongoloni VTCs. In addition, most VTCs have incorporated ICT into their programmes, covering software proficiency, data analysis, digital communication and online marketing.
48. Further, Kilifi offers a six-month marine vessel repair and maintenance short course at Trade Test level, priced at KSh.32,000, demonstrating efforts to align vocational training with the County's blue economy priorities.

Committee Observation(s)

49. The Committee observed that-

- 1) courses offered across Kilifi County public VTCs map onto the County's four dominant economic sectors of construction; coastal tourism and the blue economy; agriculture; and ICT, indicating that programme design has been

shaped by local labour market conditions rather than a standard national template applied uniformly;

- 2) the marine vessel repair and maintenance course provides an accessible entry point into blue economy skills training, given its Trade Test pricing and short six-month duration relative to Artisan and Craft level programmes; and
- 3) Kilifi does not report the number of VTC graduates absorbed into employment within these four sectors, or any tracking mechanism for graduate outcomes. Skills alignment is demonstrated at the level of course offerings but not at the level of employment results.

Committee Recommendations(s)

50. The Committee recommends that the County Government of Kilifi shall, within sixty (60) days of the adoption of this Report, submit a status report to the Standing Committee on Education on the measures undertaken to-

- 1) establish and implement a structured industrial attachment and apprenticeship programme for VTC trainees prior to completion of their training, in collaboration with relevant industries and other potential employers, to provide trainees with practical work experience and enhance their employability; and
- 2) develop a mechanism for tracking the progression of VTC trainees after completion of their training, including their transition to employment, self-employment, further training or other economic activities, and use the data generated to assess training outcomes, inform curriculum review and align vocational training programmes with labour market demands.

2.3 County Education Sector Budget Performance

2.3.1 Education sector budget overview

51. Kilifi County allocated KSh 735.1 million to the education sector in FY 2022/23, representing 5.1 per cent of the county budget, while expenditure amounted to KSh 490.3 million, equivalent to 4.8 per cent of total county expenditure. In FY 2023/24, education sector allocations increased slightly to KSh 748.8 million, although its share of the county budget declined to 3.9 per cent, while expenditure reached KSh 590.3 million or 4.1 per cent of total county expenditure. By FY 2024/25, allocations increased significantly to KSh 1.09 billion, representing 5.5 per cent of the county budget, while expenditure stood at KSh 392.6 million by March 2025, equivalent to 2.7 per cent of total county expenditure.

52. However, the analysis changes significantly when bursaries are isolated from the education sector. The remaining education allocation accounted for only 2.69 per cent of the total county budget in FY 2022/23, declined further to 2.10 per cent in FY 2023/24, before recovering to 2.96 per cent in FY 2024/25. This shows that the apparent growth in the overall education budget is partly driven by bursary allocations; once bursaries are excluded, the resources available for core devolved functions such as ECDE and VTCs represent a much smaller share of the county budget.
53. The expenditure position is even more pronounced, with education expenditure excluding bursaries accounting for 1.44 per cent, 1.76 per cent and only 0.44 per cent of total county expenditure in the three financial years, respectively. The findings therefore indicate that bursaries take a major portion of the education sector budget and may crowd out investment in core devolved education functions.

2.3.2 Early Childhood Development Education (ECDE)

54. ECDE remains the largest devolved education function in Kilifi County. Allocations increased from KSh 343.6 million in FY 2022/23 to KSh 370.9 million in FY 2023/24 and further to KSh 525.6 million in FY 2024/25. Expenditure similarly increased from KSh 133.2 million in FY 2022/23 to KSh 242.2 million in FY 2023/24 before declining to KSh 63.1 million by March 2025. The county continues to invest in ECDE infrastructure, teacher employment and school feeding programmes.

2.3.3 Vocational Training Centres (VTCs)

55. Kilifi County has continued to support technical and vocational education through investments in training infrastructure, equipment and skills development programmes. Allocations declined from KSh 41.5 million in FY 2022/23 to KSh 27.9 million in FY 2023/24 before increasing to KSh 67.2 million in FY 2024/25. Expenditure remained relatively low at KSh 13.6 million, KSh 8.4 million and KSh 0.9 million respectively during the three-year period. The persistent gap between allocations and expenditure indicates implementation challenges, particularly in infrastructure development and procurement of training equipment. Nevertheless, the county continues to promote vocational skills in construction, ICT, hospitality, agriculture and the blue economy through its network of VTCs.

2.3.4 Bursaries and Scholarships

56. Bursaries is the largest component of the education sector budget in Kilifi County. The county allocated KSh 350 million in FY 2022/23 (46% of total education budget), Ksh.350Million in FY 2023/24 (46.7% of total education sector) before increasing the allocation to KSh 500 million in FY 2024/25 (representing 45.7% of total sector). Expenditure remained high in the first two years at KSh 343.5 million and KSh 339.7 million respectively, indicating strong programme implementation. It is noted that, bursaries majorly support secondary school and students. While bursaries continue to support access to education for vulnerable learners, the programme remains subject to policy debate given that county governments are constitutionally mandated to focus primarily on ECDE and vocational training.

Table 1: Analysis of Education Sector Budget

Details	FY 2022/23 Allocation	FY 2022/23 Expenditure	FY 2023/24 Allocation	FY 2023/24 Expenditure	FY 2024/25 Allocation	FY 2024/25 Expenditure
ECDE	343,550,492	133,165,963	370,884,009	242,184,062	525,551,595	63,135,768
VTCs	41,537,966	13,602,023	27,897,652	8,397,652	67,197,156	897,144
ECDE as % of education sector	46.74%	27.16%	49.53%	41.03%	48.09%	16.08%
VTCs as % of education sector	5.65%	2.77%	3.73%	1.42%	6.15%	0.23%
Bursaries & Scholarships	350,000,000	343,515,047	350,000,000	339,731,685	500,000,000	328,572,061
Bursaries as % of education sector	47.61%	70.06%	46.74%	57.55%	45.76%	83.69%
Total Education Sector	735,088,458	490,283,033	748,781,661	590,313,399	1,092,748,751	392,604,973
Total County Budget	14,301,756,714	10,217,516,262	19,033,509,515	14,268,738,646	20,049,411,552	14,718,085,346
Education Sector as %	5.14%	4.8%	3.93%	4.14%	5.45%	2.67%

of Total Budget						
Education Sector Budget Minus Bursaries as % of Total Budget	2.69%	1.44%	2.10%	1.76%	2.96%	0.44%

Committee Observation(s)

57. The Committee observed that there was -

- 1) **low education sector prioritization** where despite an increase in education allocations from KSh 735.1 million in FY 2022/23 to KSh 1.09 billion in FY 2024/25, the sector accounted for only between 3.9% and 5.5% of the total county budget, which is relatively low given the county's constitutional responsibility for ECDE and VTCs;
- 2) **declining budget absorption in FY 2024/25** where the education sector expenditure declined sharply to KSh 392.6 million against an allocation of KSh 1.09 billion in FY 2024/25, resulting in an absorption rate of only 35.9%. This suggests significant implementation delays and underutilization of approved resources. This is also a finding of the Auditor General in the Performance audit report on provision of early childhood development and education by the County Government of Kilifi, March, 2026; and
- 3) **dominance of issuance of bursaries within the education budget** where bursaries consistently consumed between 45.7% and 47.6% of total education allocations, while accounting for between 57.6% and 83.7% of total education expenditure. This limits the fiscal space available for investment in core devolved education functions such as ECDE and VTC development. This was also a finding of the Auditor General in the Performance audit report on provision of early childhood development and education by the County Government of Kilifi.

Committee Recommendations

58. The Committee recommends that the County Government of Kilifi-

- 1) **increases allocation to core devolved education functions** to ensure that at least 100% of the education sector budget is allocated to ECDE and VTC programmes beginning FY 2027/28 to strengthen delivery of constitutionally assigned education functions;
- 2) **improves budget absorption** by preparing and implementing quarterly procurement and project implementation plans to achieve education sector absorption rate of 100% by the end of FY 2027/28;
- 3) **strengthens ECDE project implementation** by fast-tracking procurement, contractor engagement and project monitoring to increase ECDE budget absorption from 12.0% in FY 2024/25 to 100% by the end of FY 2027/2028;
- 4) **addresses VTC implementation bottlenecks** by conducting a comprehensive review of challenges affecting VTC programme implementation and developing a corrective action plan targeting an absorption rate of 100% by FY 2026/27; and
- 5) **rationalises bursary allocations to align education spending with constitutional mandates** by reviewing the bursary programme and reducing its share of the education budget to 0% by FY 2027/28, while redirecting resources to ECDE infrastructure, teacher support and VTC equipment.



MINUTES OF THE ONE HUNDRED AND FOURTY-NINETH (149TH) HYBRID SITTING OF THE STANDING COMMITTEE ON EDUCATION HELD IN COMMITTEE ROOM 4, FIRST FLOOR, BUNGE TOWER ON THURSDAY, 23RD JULY, 2026 AT 9.00 AM.

PRESENT

- | | |
|-----------------------------------|-------------------|
| 1. Sen. Betty Montet, MP | - Chairperson |
| 2. Sen. Catherine Mumma, CBS, MP | - Member |
| 3. Sen. Johnes Mwaruma, CBS, MP | - Member |
| 4. Sen. John Kinyua Nderitu, MP | - Member (Online) |
| 5. Sen. Agnes Kavindu Muthama, MP | - Member (Online) |
| 6. Sen. James Kamau Murango, MP | - Member (Online) |

ABSENT WITH APOLOGY

- | | |
|---|--------------------|
| 1. Sen. (Prof.) Margaret Kamar, EGH, MP | - Vice-Chairperson |
| 2. Sen. Lenku Ole Kanar Seki, MP | - Member |
| 3. Sen. John Methu, MP | - Member |

SECRETARIAT

- | | |
|-------------------------|---------------------------|
| 1. Mr. Charles Ngatia | - Clerk Assistant I |
| 2. Ms. Doris Obure | - Clerk Assistant III |
| 3. Ms. Valarie Chemweno | - Research Officer |
| 4. Mr. Johnstone Simiyu | - Audio Recording Officer |
| 5. Ms. Ruth Omwansa | - Attachee |
| 6. Ms. Dementilla Khisa | - Attachee |

MIN/SEN/SCE/518/2026

PRELIMINARIES

The Chairperson called the meeting to order at twenty-five minutes past nine O'clock and there followed a word of prayer by Sen. Betty Montet, MP.

MIN/SEN/SCE/519/2026

ADOPTION OF THE AGENDA

The agenda of the meeting was adopted with amendments having been proposed by Sen. Agnes Kavindu Muthama, MP and seconded by Sen. Johnes Mwaruma, CBS, MP as follows-

1. Prayer;
2. Adoption of the Agenda;

3. **Consideration and adoption of reports on the inquiry into the implementation status of Early Childhood Development Education (ECDE) and Vocational Education and Training Policies in Mombasa, Kilifi, Kwale, Makueni, Kitui, Elgeyo Marakwet, Trans Nzoia, and Uasin Gishu Counties; (*Committee Paper No. 140A*); and**
4. Adjournment and Date of the Next Meeting.

MIN/SEN/SCE/520/2026: CONSIDERATION AND ADOPTION OF REPORTS ON THE INQUIRY INTO THE IMPLEMENTATION STATUS OF EARLY CHILDHOOD DEVELOPMENT EDUCATION (ECDE) AND VOCATIONAL EDUCATION AND TRAINING POLICIES IN MOMBASA, KILIFI, KWALE, MAKUENI, KITUI, ELGEYO MARAKWET, TRANS NZOIA, AND UASIN GISHU COUNTIES

1. The Committee was taken through *Committee Paper No. 140A* highlighting the issues raised in consideration and adoption of reports on the inquiry into the implementation status of Early Childhood Development Education (ECDE) and Vocational Education and Training Policies in Mombasa, Kilifi, Kwale, Makueni, Kitui, Elgeyo Marakwet, Trans Nzoia, and Uasin Gishu Counties.
2. The Committee extensively considered the thematic areas in the report on the inquiry into the implementation status of Early Childhood Development Education (ECDE) and Vocational Education and Training Policies in Kilifi County and made the following observations and recommendations-

Early Childhood Development Education (ECDE)

a) Policy and Legislative Framework

The Committee observed that several counties were yet to establish county-specific ECDE policy and legislative frameworks to operationalize devolved education functions. In particular, Kilifi County continued to rely on the National ECDE Policy.

The Committee recommended that the County Government of Kilifi establishes the ECDE Policy and the relevant legislation to the County Assembly within six (6) months to provide an appropriate legal and institutional framework for the delivery of ECDE services.

b) ECDE Teachers and Human Resource Management

The Committee noted that although the ECDE Scheme of Service had been developed in 2021, it had not been implemented. Consequently, ECDE teachers had remained in inappropriate job classifications, with no promotions undertaken since 2021. Further, the

Committee observed inadequate budgetary allocation for teacher recruitment and capacity development.

The Committee recommended that the County Government of Kilifi fully implements the ECDE Scheme of Service, including appropriate grading, career progression and promotion of ECDE teachers, develop and adequately fund a continuous professional development programme for ECDE teachers within ninety (90) days of adoption of the report, and enhance budgetary allocation towards recruitment of qualified ECDE teachers.

c) Learner Enrolment Data

The Committee observed inconsistencies between reported ECDE enrolment figures and the Kenya National Bureau of Statistics (KNBS) population projections, resulting in inflated enrolment rates and unreliable data for planning and resource allocation.

The Committee recommended that the County Government reconcile the enrolment data with the KNBS population statistics and submit a comprehensive variance report within ninety (90) days.

d) School Feeding Programme

The Committee observed that although the County Government provided a mid-morning meal programme, there was no comprehensive school feeding policy covering essential complementary inputs such as water, cooking fuel, equipment and remuneration of support staff. The Committee further noted that contributions by parents and Boards of Management were not adequately documented.

The Committee recommended that the County Government develop a comprehensive County School Feeding Policy and operational framework, supported by adequate budgetary provisions, to ensure sustainability of the programme.

e) ECDE Infrastructure, Quality Assurance and Learning Environment

The Committee observed significant infrastructure deficits in public ECDE centres, including inadequate sanitation facilities, overcrowded classrooms, insufficient learner furniture and poor structural conditions. It was further noted that a substantial number of ECDE centres did not meet the standards prescribed under the National Pre-Primary Education Guidelines.

The Committee recommended that the County Government undertake a comprehensive audit of all public ECDE centres within six (6) months and prepare a prioritized investment and rehabilitation plan to address infrastructure gaps with confirmed budget provisions.

f) Teaching and Learning Materials

The Committee noted inadequate provision of teaching and learning materials, with some centres recording extremely high learner-to-textbook ratios due to inconsistent funding.

The Committee recommended that the County Government develop sustainable funding mechanisms for the procurement of teaching and learning materials and establish a monitoring framework to ensure equitable distribution across all ECDE centres.

g) Quality Assurance

The Committee observed that the County lacked a functional quality assurance system, occasioned by the absence of Quality Assurance Officers responsible for monitoring compliance with curriculum standards, infrastructure requirements and sanitation guidelines.

The Committee recommended that the County Government establish and operationalize a comprehensive quality assurance framework to ensure regular inspection and continuous improvement of ECDE centres.

Vocational Education and Training (VET)

h) Policy and Governance

The Committee observed that the County Government had not developed a county-specific VET policy to regulate the establishment, governance and management of Vocational Training Centres.

The Committee recommended that the County Government develop and submit a comprehensive VET Policy to the County Assembly within six (6) months.

Further, the Committee recommended that the Council of Governors develop and circulate a harmonized Scheme of Service for VTC instructors to standardize recruitment, grading and career progression across counties.

i) Infrastructure and Equipment

The Committee observed that many Vocational Training Centres were inadequately equipped, limiting their capacity to support practical skills development, including fabrication of ECDE play equipment.

The Committee recommended increased investment in modern training equipment and workshops to enhance the capacity of VTCs to respond and compliment the local development needs including the learning equipment in the ECDEs.

j) Access and Affordability

The Committee noted that high tuition fees continued to discourage youth enrolment in VTCs.

The Committee recommended that the County Government review the prevailing fee structure and implement public awareness campaigns aimed at promoting vocational education as a viable career pathway.

k) Labour Market Alignment

The Committee observed that although training programmes generally reflected the County's economic priorities, there were no structured mechanisms for graduate tracking, industrial attachment or apprenticeship.

The Committee recommended that the County Government establish graduate tracking systems and strengthen partnerships with industry to facilitate attachment, apprenticeship and employment opportunities for trainees.

Education Sector Budget Performance

The Committee observed that despite incremental increases in the County's education budget, allocations to ECDE and VTC programmes remained inadequate and budget absorption rates had significantly declined, resulting in delayed implementation of development projects.

The Committee further observed that a disproportionately large share of the education budget was allocated to bursaries at the expense of investments in ECDE infrastructure, school feeding programme, teacher development and VTC equipment.

The Committee recommended that the County Government progressively increases budgetary allocations to Early Childhood Development Education (ECDE) and Vocational Training Centre (VTC) programmes, strengthen procurement planning and project

implementation to improve budget absorption, and ensure that funds devolved to the education sector are prudently utilized and prioritized towards investments in ECDE and VTC infrastructure, teacher support, school feeding programmes and training equipment.

3. The Committee **adopted** the report on the inquiry into the implementation status of Early Childhood Development Education (ECDE) and Vocational Education and Training Policies in **Kilifi County** for tabling.

Observation on other reports

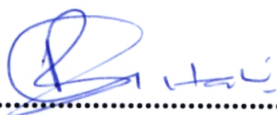
4. The Committee considered the report on the inquiry into the implementation status of Early Childhood Development Education (ECDE) and Vocational Education and Training Policies in Mombasa County and observed that some counties had adopted county-specific programmes integrating religious instruction (*Madrassa/Duksi*) within ECDE. The Committee recommended the need to safeguard the constitutional requirement for two years of formal pre-primary education while recognizing the significance of religious instruction.
5. The Committee observed that several counties had **not** developed comprehensive county-specific ECDE and VET policy frameworks to guide implementation of devolved education functions and recommended that all county governments develop and operationalize county-specific policy and legislative frameworks aligned with the national policy while responding to their unique socio-economic and cultural contexts.

MIN/SEN/SCE/521/2026

ADJORNMENT AND DATE OF NEXT MEETING

There being no other business, the meeting was adjourned at ten minutes past eleven o'clock.
The next meeting shall be held on notice.

SIGNED.....



DATE.....

14TH / SEPT / 2026

**SEN. BETTY MONTET, M.P.
(CHAIRPERSON, STANDING COMMITTEE ON EDUCATION)**



MINUTES OF THE FIFTY NINTH (59TH) SITTING OF THE STANDING COMMITTEE ON EDUCATION HELD ON THURSDAY, 24TH APRIL, 2025 IN TEZO ECDE CENTRE, KILIFI COUNTY AT 12.30 P.M.

PRESENT

- | | |
|---|--------------------|
| 1. Sen. Betty Montet, MP | - Chairperson |
| 2. Sen. (Prof.) Margaret Kamar, EGH, MP | - Vice-Chairperson |
| 3. Sen. Catherine Mumma, MP | - Member |
| 4. Sen. Johnes Mwashushe Mwaruma, MP | - Member |
| 5. Sen. John Kinyua Nderitu, MP | - Member |
| 6. Sen. John Methu, MP | - Member |

ABSENT WITH APOLOGY

- | | |
|-----------------------------------|----------|
| 1. Sen. Lenku Ole Kanar Seki, MP | - Member |
| 2. Sen. Agnes Kavindu Muthama, MP | - Member |
| 3. Sen. James Kamau Murango, MP | - Member |

IN ATTENDANCE

A. SECRETARIAT

- | | |
|-------------------------|------------------------------|
| 1. Mr. Charles Ngatia | - Clerk Assistant I |
| 2. Mr. Reinhardt Choge | - Clerk Assistant |
| 3. Ms. Valarie Chemweno | - Research Officer |
| 4. Ms. Njeri Manga | - Media Relations Officer |
| 5. Mr. Jonathan Lemurt | - Senior Fiscal Analyst |
| 6. Mr. John Chege | - Assistant Serjeant-At-Arms |
| 7. Mr. Johnstone Simiyu | - Audio Recording Officer |
| 8. Ms. Jenniffer VENZA | - Accountant |

B. COUNTY GOVERNMENT OF KILIFI

- | | |
|--------------------------|---|
| 1. Hon. Flora M. Chibule | - Deputy Governor, Kilifi County |
| 2. Ms. Catherine Kenga | - Ag. County Secretary, Kilifi County |
| 3. Mr. Felkin Kitema | - County Executive Committee Member Education |
| 4. Ms. Lerine Kitema | - Chief Officer, Education |
| 5. Ms. Mary Nguya | - Director, Early Childhood Development |
| 6. Mr. Jamal Bugo | - Project Officer |

MIN/SEN/SCE/081/2025

PRELIMINARIES

The meeting was called to order at 12.35 p.m. followed by a word of prayer by Sen. Betty Montet, MP.

MIN/SEN/SCE/082/2025

ADOPTION OF THE AGENDA

The agenda of the meeting was adopted having been proposed by Sen. John Kinyua, MP and seconded by Sen. Johnes Mwaruma, MP as follows-

1. Prayer;
2. Adoption of the Agenda;
3. **Inspection Visit to Tezo Early Childhood Development Education (ECDE) Centre in Kilifi County;**
4. Any Other Business;
5. Date of the Next Meeting and Adjournment.

MIN/SEN/SCE/083/2025: VISIT TO TEZO EARLY CHILDHOOD DEVELOPMENT EDUCATION CENTRES IN KILIFI COUNTY

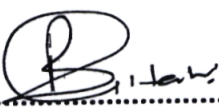
a) Visit to Tezo ECDE

1. This was one among the seven (7) model ECDEs built by the County. The cost of construction was Kshs 18 million.
2. The Committee observed that –
 - i. Presence of a lounge that can be used for presentations;
 - ii. Hexagonal tables used was the ideal shape;
 - iii. The materials made by ECDE learners should be ideally those borrowed from cultural practices such as traditional mats, Giriama beads among others;
 - iv. Play items such as swings can be built by VTCs; and
 - v. 68 learners per class was very high and there was need to make provision for expansion of classrooms in case of higher enrolment.

MIN/SEN/SCE/084/2025

ADJOURNMENT AND DATE OF NEXT MEETING

There being no other business, the meeting was adjourned at half past One O'clock.

SIGNED.......... DATE 5th June, 2025

SEN. BETTY MONTET, M.P.
(CHAIRPERSON, STANDING COMMITTEE ON EDUCATION)



MINUTES OF THE FIFTY EIGHTH (58TH) SITTING OF THE STANDING COMMITTEE ON EDUCATION HELD ON THURSDAY, 24TH APRIL, 2025 AT KILIFI COUNTY GOVERNMENT LOUNGE AT 9.00 A.M.

PRESENT

- | | |
|---|--------------------|
| 1. Sen. Betty Montet, MP | - Chairperson |
| 2. Sen. (Prof.) Margaret Kamar, EGH, MP | - Vice-Chairperson |
| 3. Sen. Catherine Mumma, MP | - Member |
| 4. Sen. Johnes Mwashushe Mwaruma, MP | - Member |
| 5. Sen. John Kinyua Nderitu, MP | - Member |
| 6. Sen. John Methu, MP | - Member |

ABSENT WITH APOLOGY

- | | |
|-----------------------------------|----------|
| 1. Sen. Lenku Ole Kanar Seki, MP | - Member |
| 2. Sen. Agnes Kavindu Muthama, MP | - Member |
| 3. Sen. James Kamau Murango, MP | - Member |

IN ATTENDANCE

A. SECRETARIAT

- | | |
|-------------------------|------------------------------|
| 1. Mr. Charles Ngatia | - Clerk Assistant I |
| 2. Mr. Reinhardt Choge | - Clerk Assistant III |
| 3. Ms. Valarie Chemweno | - Research Officer III |
| 4. Ms. Njeri Manga | - Media Relations Officer I |
| 5. Mr. Jonathan Lemurt | - Senior Fiscal Analyst |
| 6. Mr. John Chege | - Assistant Serjeant-At-Arms |
| 7. Mr. Johnstone Simiyu | - Audio Recording Officer |
| 8. Ms. Jennifer VENZA | - Accountant |

B. COUNTY GOVERNMENT OF KILIFI

- | | |
|---------------------------|---|
| 1. Hon. Gideon M. Mungaro | - Governor, Kilifi County |
| 2. Hon. Flora M. Chibule | - Deputy Governor, Kilifi County |
| 3. Ms. Catherine Kenga | - Ag. County Secretary, Kilifi County |
| 4. Mr. Charles Kamau | - Head Strategic Partnerships |
| 5. Mr. Mativo Jonathan | - Head of Corporate Communications/County |

- | | |
|-----------------------------------|--|
| 6. Mr. Felkin Kitema
Education | Spokesperson, Kilifi County
- County Executive Committee Member |
| 7. Ms. Agneta Karembo | - Chief Officer, Information, Communication and Technology |
| 8. Ms. Lerine Kitema | - Chief Officer, Education |
| 9. Ms. Mercy Milanoi | - Deputy Director, Public Communications |
| 10. Ms. Anita Mashoka | - Head of Governors Delivery Unit |
| 11. Mr. mtewa Karema | - Director, Information, Communication and Technology |
| 12. Ms. Mary Nguya | - Director, Early Childhood Development |
| 13. Ms. Eddystella Wanja | - Director, Vocational Training |
| 14. Ms Neema Sirya | - Scholarship Fund Administrator |
| 15. Mr. Paul Karisa | - Scholarship Fund Accountant |
| 16. Mr. Jamal Bugo | - Project Officer |
| 17. Mr. Daniel Thoya | - Statistician |

MIN/SEN/SCE/077/2025

PRELIMINARIES

The meeting was called to order at 9.07 a.m. followed by a word of prayer by Sen. Betty Montet, MP.

MIN/SEN/SCE/078/2025

ADOPTION OF THE AGENDA

The agenda of the meeting was adopted having been proposed by Sen. John Kinyua, MP and seconded by Sen. Catherine Mumma, MP as follows-

1. Prayer;
2. Adoption of the Agenda;
3. **Meeting with the Governor, Kilifi County and Department for Education to deliberate on the status of Early Childhood Development Education (ECDE) and Technical Vocational Education and Training (TVET) in the County;**
4. Any Other Business;
5. Date of the Next Meeting and Adjournment.

MIN/SEN/SCE/079/2025: MEETING WITH THE GOVERNOR, KILIFI AND DEPARTMENT FOR EDUCATION TO DELIBERATE ON THE STATUS OF EARLY CHILDHOOD DEVELOPMENT EDUCATION (ECDE) AND TECHNICAL VOCATIONAL EDUCATION AND TRAINING(TVET) IN THE COUNTY

The Governor, Kilifi County, Hon. Gideon M. Mungaro submitted a response to the issues sought by the Committee and presented as follows in respect of Kilifi County –

1. The county has a total ECDE enrolment of 58,327 learners;
2. The average cost of construction of an ECDE centre is Kshs 5,600,000.00. The construction costs have been too high which has driven the county government to change its implementation strategy of construction by using its own manpower and equipment and collaborating with parents to deliver ECDE projects;

- iv. All budgetary allocations from Financial Year 2022/2023 to date detailing recurrent and development expenditure. This should also include the absorption rate of allocations. Any sponsors and partners should be indicated too and their contributions; and
- v. A detailed report of remission of statutory deductions for the ECDE teachers.

MIN/SEN/SCE/080/2025 ADJOURNMENT AND DATE OF NEXT MEETING

There being no other business, the meeting was adjourned at twenty-two minutes to Noon.

SIGNED.......... DATE 5th June, 2025

SEN. BETTY MONTET, M.P.
(CHAIRPERSON, STANDING COMMITTEE ON EDUCATION)

3. A total of 860 classrooms in 460 ECDE centres have been constructed since 2013 against the required number of 1, 084 classrooms. Out of the 460 ECDE centres, 33 are model ECDE centres which comprise of 4 classrooms and sanitation facilities with hand wash basins;
4. The county has a school feeding program where meals are offered to ECDE learners;
5. A total of 1,261 teachers have been employed as per the scheme of service and none is on contract though promotions have been minimal at about 2-3% of the number;
6. The teacher to ECDE learner ratio is 1:47;
7. The County Assembly reviewed the existing law on bursaries and increased the allocation to Kshs 1,000,000,000.00 from the initial Kshs 350,000,000.00. However, in the current FY 2024/2025, the bursary fund is Kshs 500 Million. This catered for school costs for children from vulnerable families and focused on those in National Schools. A total of 994 girls benefitted from the bursary scholarships;
8. Capitation money is yet to be disbursed. The criteria for distribution are arrived at by the usage of the various institutions. There also is a fair distribution policy among the 35 wards. In 2024/2025 financial year, the capitation amount is Kshs 50 Million. The high jump in allocation is due to avoiding parents paying for learning materials;
9. Partnerships with non-state actors such as Darrio Foundation and Stanbic have assisted the county in acquiring some ICT learning materials and laptops for VTCs;
10. The county has a total of 42 Vocational Training colleges with an enrolment of 7,751. The VTC with the highest enrolment has 547 students;
11. The hospitality courses also offer an aspect of blue economy on plumbing in ships;
12. The fees paid in VTCs is between Ksh. 10, 000-15,000 though the County Assembly was in the process of consideration of a Bill on capitation of Vocational Training Colleges and the proposed amount is Kshs 50,000,000.00.

Committee Observations

The Committee observed that there was need for the County Government to increase budgetary allocation to the Education Sector and ensure that the students who do not transition to universities and colleges, find placement in the vocational training centres.

Committee Resolutions

1. The Committee resolved to seek the following supplementary information from the County Government of Kilifi –
 - i. A list of all the ECDE schools and number of teachers assigned to the schools. The teacher list should indicate the date of employment, job groups, salary paid;
 - ii. a total number of the ECDEs constructed including those that are abandoned;
 - iii. Policies and laws guiding the bursary allocation, ECDE, and the Vocational Training Centres;