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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 KWALE
COUNTY

Rt. Hon. Speaker
You may approve for tabling
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Clerk's Chambers,
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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
DICECE	District Centre for Early Childhood Education
ECDE	Early Childhood Development Education
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 oversees 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 Kwale County and conducted oversight visits to Jeza B ECDE centre, Matuga VTC and Diani VTC, engaging county officials, managers, instructors and learners. These engagements provided firsthand evidence on the condition of facilities, staffing, enrolment and the overall learning environment.

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 Kwale County and improve the delivery of these devolved education functions. The Committee identified the absence of county-specific policy frameworks for ECDE and vocational training; significant shortage and uneven deployment of ECDE teachers; limited coverage of continuous professional development and quality assurance; gaps in the financing of the school feeding programme; and gaps in ECDE infrastructure and equipment. In the vocational training sector, the Committee identified low and uneven enrolment; significant gender disparities across vocational trades; gaps between courses offered and identified labour market needs; and the absence of a harmonised scheme of service for VTC instructors. The Committee further identified

gaps between budgetary allocations and actual expenditure on ECDE and vocational training programmes.

Mr. Speaker Sir,

The Committee made recommendations for the development of county-specific ECDE and vocational training policies; identification and enrolment of children of ECDE-going age who are out of school; development of a costed and phased plan to address the ECDE teacher deficit; establishment of a structured, county-funded continuous professional development programme for ECDE teachers; full financing of the school feeding programme; strengthening of ECDE quality assurance structures; and formalisation of arrangements governing ECDE centres located within public primary school compounds. In vocational education and training, the Committee recommends increased sensitisation to improve VTC enrolment; measures to address gender disparities in vocational trades; introduction of training in identified labour market priority areas, including maritime transport and logistics; and development of a harmonised scheme of service for VTC instructors. The Committee further recommends increased allocation to core devolved education functions and improved absorption of funds allocated to ECDE and vocational training programmes.

Mr. Speaker, Sir,

I wish to sincerely thank the Offices of the Speaker and Clerk of the Senate, the County Government of Kwale and stakeholders who appeared before the Committee and hosted the oversight visits, and the Members of the Committee for their 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 Kwale County.

Signed..........Date..........

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, Kwale County on 23rd 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 Kwale County on 23rd April, 2025 where it inspected Jeza B ECDE centre, Matuga VTC and Diani VTC 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 Kwale County. The Inquiry focused on the following thematic areas-
 - 1) Assessing ECDE programme implementation;
 - 2) Evaluation of establishment, management and operations of VTCs in the County;
 - 3) Assessment of infrastructure, human resources and learning materials in ECDE centres and VTCs;
 - 4) The budgetary allocations and funding for county-level ECDE and VTC programmes;
 - 5) Identification of implementation challenges for ECDE and vocational training; and
 - 6) 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 Jeza B ECDE centre, Matuga VTC and Diani VTC. The visit verified the information provided in the consultative meetings where the Committee evaluated infrastructure, learning equipment and learning environments. In addition, review of documentation and analysis of the information provided was undertaken and whose outcome is provided 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: EARLY CHILDHOOD DEVELOPMENT AND EDUCATION AND VOCATIONAL EDUCATION AND TRAINING IN KWALE COUNTY

17. Having analysed the submission received from Kwale County, the Committee identified 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 submissions received in thematic areas, makes observations from the submission and inspection visits undertaken and proposes recommendations.

2.1 Early Childhood Development Education (ECDE)

2.1.1 Policy and Legislative Framework

Submission by the County Government of Kwale

18. Kwale County has enacted the Kwale County Early Childhood Development and Education and Care Centre Act, 2016 (No. 9 of 2016), which was assented to on 22nd April 2016 and commenced on 26th April 2016. The Act provides the legislative framework for ECDE in the County and provides for, among other matters, the establishment of ECDE centres within or near primary schools, minimum standards for ECDE centres, the registration of children, the registration and qualification of ECDE teachers and caregivers and the licensing and certification of ECDE service providers.
19. Further, Kwale County does not have a county-specific ECDE policy to guide the implementation of ECDE services. The absence of such a policy limits the development of annual plans and strategies to guide school feeding and other aspects of ECDE service delivery.
20. Kwale County also receives support in the delivery of ECDE services through its partnership with the Madrasa Early Childhood Programme (MECP) of the Aga Khan Development Network (AKDN). The partnership operates under a Memorandum of Understanding between the Ministry of Education Kenya and AKDN signed on 1st March, 2023. The MoU covers the four (4) Coast Counties of Kilifi, Kwale, Lamu and Mombasa and runs for an initial five-year period. MECP's support to Kwale County has included teacher training on materials development and the provision of ECDE instructional materials. The MoU is underpinned by a broader Agreement of Co-operation for Development between the Republic of Kenya and AKDN dated 4th November 1996, which provides the enabling legal framework for AKDN agency operations in Kenya.

Committee Observation(s)

21. The Committee observed that-

- 1) although Kwale County has enacted the Kwale County Early Childhood Development and Education and Care Centre Act, 2016, the County does not have a county-specific ECDE policy to guide the delivery of ECDE services;
- 2) in the absence of a county-specific ECDE policy, the County lacks a framework to guide the planning, financing, implementation and monitoring of school feeding programmes in ECDE centres;
- 3) the County Government of Kwale receives support from the Madrasa Early Childhood Programme in areas such as teacher training and the provision of instructional materials. However, such a partnership should operate within a county-specific ECDE policy framework as it may affect the coordination, sustainability and integration of partner-supported interventions into the County's annual ECDE plans and priorities;
- 4) while *Madrasa* is religious education and the Constitution of Kenya provides for secular pre-primary education; and
- 5) *Madrasa* Programme can be offered within ECDE programmes but should not be a substitute to the formal pre-primary education curriculum.

Committee Recommendation(s)

22. The Committee recommends that the County Government of Kwale shall, within sixty (60) days of the adoption of this Report, develop an Early Childhood Development and Education (ECDE) Policy to establish a legal framework for the implementation of Early Childhood Development and Education and submit the status report to the Standing Committee on Education.

2.1.2 ECDE Enrolment and Access

Submission by the County Government of Kwale

23. All primary schools in Kwale County had ECDE sections within their compounds prior to devolution in 2013. Since then, the County Government has constructed ECDE centres either within primary school compounds or on separate land. Where construction occurs within a primary school compound, the County has not entered into formal agreements with the host school, on the basis that such land is already public land. Total ECDE enrolment in the County now stands at 51,120 pupils across 929 public ECDE centres.
24. Enrolment in ECDE centres has fluctuated considerably over the period under review, moving from 64,282 in 2013 to a peak of 82,622 in 2019, declining to 60,745 in 2018, and recovering partially in the years that followed: 64,440 in 2020, 65,178 in 2021,

57,833 in 2022, 75,245 in 2023, 58,393 in 2024 and 51,120 in 2025. The County acknowledged that enrolment has fluctuated throughout the period despite continuous provision of school feeding.

25. The Kenya National Bureau of Statistics projects the population of children aged 4 to 5 years in Kwale County for 2025 at 54,952, comprising 27,176 male and 27,775 female.

Committee Observation(s)

26. The Committee observed that-

- 1) public ECDE enrolment declined from 82,622 learners in 2019 to 57,833 in 2022 and 51,120 in 2025 which represents a decline of 31,502 learners or approximately 38.1%, between 2019 and 2025. The continued decline in public ECDE enrolment warrants examination by the County to establish the reasons for the reduction in the number of learners enrolled in public ECDE centres;
- 2) against the KNBS population projection¹ of 54,952 children aged 4 to 5 years, public ECDE enrolment of 51,120 learners in 2025 represents approximately 93.0% of the projected population in this age group. However, since the enrolment figure relates only to public ECDE centres, it cannot be used to determine the overall ECDE enrolment rate in the County without corresponding enrolment data from private ECDE centres; and
- 3) the County identified public sensitisation as one of the measures that has contributed to increased ECDE enrolment where it has been undertaken consistently. However, the Committee noted that this measure has not been formalised into a standing programme.

Committee Recommendation(s)

27. The Committee recommends that the County Government of Kwale establishes a programme that will identify children of ECDE-going age that are out of school and sensitize parents to enrol them in school.

2.1.3 ECDE Teaching Workforce and Conditions of Service

Submission by the County Government of Kwale

28. Kwale County inherited 21 ECDE teachers from the defunct local authorities in 2013 and has since employed an additional 948 teachers across four recruitment rounds: 450 in 2015, 100 in 2016, 218 in 2018 and 180 in 2021, bringing the cumulative total to 969. Following 52 exits from service, the current establishment stands at 917 teachers,

¹ Kenya National Bureau of Statistics. (2022). 2019 Kenya population and housing census: Analytical report on population projections (Vol. XVI). Kenya National Bureau of Statistics.

of whom 896 are on permanent and pensionable terms and 21 are on short-term contracts, having been above 50 years of age at the time of appointment. The workforce is predominantly female at 772 women against 145 men. By qualification, 471 hold certificates and 446 hold diplomas in ECDE, distributed across the four sub-counties with Kinango carrying the largest complement at 326 teachers, followed by Matuga at 234, Lungalunga at 190 and Msambweni at 167.

29. Against the current enrolment of 51,120 pupils, the teacher-to-pupil ratio stands at 1:55. The County's own assessment is that effective teaching and learning requires 2,419 teachers, leaving a deficit of 1,502 against the government-employed establishment. The county further indicated that fully resolving the structural deficit of 1,502 teachers at the approved salary scale would cost KSh.. 1,358,733,756 annually.
30. Boards of Management have employed 923 teachers to partially bridge this gap. The full cost of implementing the approved scheme of service for the current 917 teachers amounts to KSh.. 510,484,440 annually, comprising KSh.. 250,767,936 for certificate holders in Job Group G and KSh.. 259,716,504 for diploma holders in Job Group H. Were the County to employ the full complement of 2,419 teachers required, the annual salary cost would rise to KSh.. 1,358,733,756.
31. In addition to the 917 teachers employed by the County Government, the County has 530 ECDE teachers employed directly by parents, of whom 287 are untrained, 214 hold certificates and 29 hold diplomas. There is no standardised pay structure for parent-employed teachers and remuneration is determined by the financial capacity of parents in each centre. Salaries range from KSh.. 400 to KSh.. 20,000 per month, with the median clustering around KSh.. 5,000 to KSh.. 6,000, and thirteen teachers earning less than KSh.. 3,000 per month.
32. In November 2024, the County conducted a five-day Competency Based Curriculum retooling training across six sub-county centres, led by Teacher Trainers who had themselves received training from Kenya Institute of Curriculum Development officers sponsored by UNICEF. Total participation stood at 120 teachers, comprising 84 female and 36 male, with all centres recording full attendance. The next step identified is for the trained teachers to cascade the training to all remaining ECDE teachers in their respective wards, supported by onsite classroom visits from field officers.
33. During the Committee's visit to Kwale, the County indicated that it was unable to employ additional ECDE teachers beyond the current establishment due to the limit on expenditure on wages and benefits for public officers.

Committee Observation(s)

34. The Committee observed that-

- 1) the teacher-to-pupil ratio of 1:55 is more than double the recommended standard of 1:25 under the National Pre-Primary Education Policy Standard Guidelines (2018);
- 2) The County's staffing register reveals 150 ECDE centre entries with no County Government teacher assigned, covering an enrolment of 6,422 pupils. Two centres in Matuga Sub-County- Muyuguti and Tswaka have no Board of Management (BOM) or county government-employed teachers. Individual County Government-only ratios at some centres are extreme: Gonzi Rai in Kinango stands at 1:169, Mazeras at 1:161 and Mwena in Lungalunga at 1:160;
- 3) Parent-employed teachers have no standardised pay structure, with remuneration determined solely by the financial capacity of parents in each centre. These teachers are paid salaries as low as KSh. 4,000 per month, with thirteen teachers earning below Ksh.3,000, which falls below the standard national minimum wage and raises serious labour welfare concerns for a workforce filling a critical gap in ECDE service delivery; and
- 4) The November 2024 CBC retooling training reached only 120 of 917 county government employed ECDE teachers, approximately 13% of the workforce, with no accompanying implementation timeline or budget provision for cascading it to the remaining teaching force.

Committee Recommendation(s)

35. The Committee recommends that the County Government of Kwale shall, within sixty (60) days of the adoption of this Report-

- 1) develop and submit to the Standing Committee on Education, a costed and phased plan for addressing the structural ECDE teacher deficit of 1,502 posts; and
- 2) plan and budget for a structured, county-funded Continuous Professional Development (CPD) programme for all ECDE teachers in Kwale County. The programme shall establish a minimum annual training entitlement per teacher, identify county-based training providers and provide confirmed budget provisions for each financial year.

2.1.4 School Feeding Programme

Submission by the County Government of Kwale

36. The school feeding programme in Kwale County commenced in the financial year 2013/2014 and is fully funded by the County Government, providing porridge flour to all 929 public ECDE centres, benefiting 51,120 learners. The porridge flour is composed of a blend of maize, millet, sorghum and wheat grains and is designed to deliver a nutritional profile covering energy, protein, carbohydrates, iron, magnesium, calcium, dietary fibre, zinc and vitamins A, B1 and B6 among other nutrients. Feeding occurs once per day on every school day. The FY2024/2025 budget allocation for the programme is Ksh. 20,000,000, which covers the cost of porridge flour only, with other running costs borne by parents.

Committee Observation(s)

37. The Committee observed that-

- 1) Kwale County does not have a county-specific ECDE policy incorporating school feeding or a separate school feeding policy to guide the planning, financing, implementation and monitoring of school feeding programmes in ECDE centres in the county;
- 2) the County runs a school feeding programme where porridge flour is provided to all 929 public ECDE centres, benefiting 51,120 learners once per day on every school day; and
- 3) the school feeding programme provides porridge but does not provide lunch. During the Committee's inspection visit to Jeza B ECDE Centre, learners were picked up by their parents in the early afternoon after the porridge session.

Committee Recommendation

38. The Committee recommends that, the County Government shall, within sixty (60) days of the adoption of this Report, develop a costed plan to meet the full cost of the school feeding programme, including operational costs such as firewood, water and cooks.

2.1.5 Quality Assurance

Submission by the County Government of Kwale

39. The most recent quality assessment of ECDE centres was conducted between 10th and 21st March, 2025. A total of 49 centres were visited, comprising 41 public and 8 private centres, drawn from five sub-counties: Kinango, Lungalunga, Matuga, Msambweni and Samburu. Eighty-six teachers were assessed in the process, 75 from public centres and 11 from private centres. The 49 centres visited represent approximately 5.3% of the 929 public ECDE centres in the County.

Committee Observation(s)

40. The Committee observed that-

- 1) the quality assessment conducted between 10th and 21st March 2025 covered only 49 ECDE centres across five sub-counties, representing approximately 5.3% of public ECDE centres in Kwale County;
- 2) the County Government of Kwale has not employed quality assurance officers to undertake regular assessment and monitoring of ECDE centres, limiting the extent to which compliance with ECDE standards can be assessed across the County.

Committee Recommendation(s)

The Committee recommends that, the County Government shall, within sixty (60) days of the adoption of this Report, recruit quality assurance officers and establish the corresponding county quality assurance structures to facilitate regular assessment of all nine hundred and twenty-nine (929) public ECDE centres.

2.1.6 ECDE Infrastructure and Equipment

Submission by the County Government of Kwale

41. All primary schools in Kwale County had ECDE sections within their compounds prior to devolution in 2013. Since then, the County Government has constructed ECDE centres either within primary school compounds or on separate land. Where construction occurs within a primary school compound, the County has not entered into formal agreements with the host school, on the basis that such land is already public land.
42. The indicative cost of establishing a fully equipped ECDE centre is KSh.. 13,150,000, comprising KSh.. 12,000,000 for construction of a two-classroom tuition block with an office, kitchen, dining hall, two toilet blocks and a rainwater harvesting system, KSh.. 750,000 for installation of art and play equipment, KSh.. 200,000 for energy-saving jikos and KSh.. 200,000 for ECDE furniture. On a per-pupil basis, the County estimates teaching and learning materials at KSh.. 5,000 per year and school feeding at KSh.. 5,700 per pupil per year based on a rate of KSh.. 30 per day.

Committee Observation(s)

43. The Committee observed that-

- 1) the practice of constructing ECDE centres within primary school compounds without formal agreements may create uncertainty over the management and use of the facilities and the respective responsibilities of the national and county governments. This may affect the operational independence of ECDE centres and primary schools and create potential for disputes between the two

institutions. There is therefore need for stronger intergovernmental relations and formal agreements to clearly define the management and use of the facilities and the respective responsibilities of the two levels of government;

- 2) inadequate infrastructure was identified by the County among the principal challenges facing the ECDE sub-sector; and
- 3) during an inspection visit to Jeza B ECDE Centre, constructed in FY2023/2024, the classrooms had hexagonal tables and chairs meeting the recommended standard; adequate teaching materials; child-friendly ablution blocks and a functioning rainwater harvesting and storage facility. However, there was no play equipment on the ECDE grounds. The energy-saving cooking stove provided for under the indicative cost model had not yet been installed at the Centre at the time of the visit.

Committee Recommendation(s)

44. The Committee recommends that-

- 1) the County Government shall make adequate budgetary provision for construction of more ECDE centres and play equipment; and
- 2) the State Department for Basic Education shall, within sixty (60) days of the adoption of this Report, issue a Circular directing Boards of Management of public primary schools to identify and formally demarcate designated areas within primary school compounds for the exclusive use of public ECDE centres and facilitate formal written agreements with the respective county governments on the use and management of ECDE centres.

2.2 Vocational Education and Training

2.2.1 Policy and Legislative Framework

Submission by the Government

45. Kwale County's VTCs currently offer twelve trades: welding, fashion and design, plumbing, carpentry and joinery, masonry, motor vehicle mechanics, refrigeration and air conditioning, hairdressing, electrical wireman, beauty therapy, secretarial studies and computer operator.

Committee Observation(s)

46. The Committee observed that no enacted vocational training policy or legislative framework exists in Kwale County. This constitutes a persistent governance gap that constrains the County's ability to regulate, standardise and systematically develop the

VTC sector, including licensing, quality standards and trade offerings across the twelve trades currently taught.

Committee Recommendation(s)

47. The Committee recommends that-

- 1) within sixty (60) days of the adoption of this Report, the County Government of Kwale develops a County Vocational Training Policy to provide a framework for the implementation of vocational training in the County and submits a status report to the Standing Committee on Education;
- 2) the Council of Governors shall, within sixty (60) days of the adoption of this Report, develop and circulate to all county governments a scheme of service for vocational training instructors establishing standardised criteria for recruitment, remuneration bands and career progression across all county vocational training centres; and
- 3) the Council of Governors in consultation with the State Department for TVET shall, within sixty (60) days of the adoption of this Report, develop and gazette a National Vocational Education and Training Policy establishing a coherent legal and operational framework to guide the development, implementation and harmonisation of county vocational training policies across all forty-seven (47) counties.

2.2.2 Access, Enrolment and Affordability

Submission by the County Government of Kwale

48. Forty-two public VTCs operate across Kwale County with a combined enrolment of 4460 trainees comprising 2,738 male (61%) and 1,722 female (39%). The largest public VTC by enrolment is Ukunda in Msambweni at 1,288 trainees, followed by Mazeras in Kinango at 748, Kinango VTC at 578, Manda in Lungalunga at 536 and Msulwa in Matuga at 502. Four private VTCs operate in the County with a combined enrolment of 148 trainees comprising 17 male and 131 female, namely Ujuzi and Mama Lorenza in Ukunda, Annick in Kinondo and Nikumbuke Project in Vanga, offering fashion and design, hairdressing and related trades.

49. To ensure that vocational training is accessible to disadvantaged groups, the County Government has-

- 1) subsidised student fees through issuance of grants and bursaries to students in VTCs;
- 2) established VTCs in every ward to ensure geographic accessibility and runs public sensitisation available for those pursuing vocational training, has established VTCs in every ward to ensure geographic accessibility, and runs public sensitisation and advocacy programmes targeting youth living with

disabilities, youth from families in poverty, out-of-school youth and young mothers; and

- 3) worked with women's rights organisations to challenge gender stereotypes historically channelling certain trades to men and others to women.

50. In FY2023/24, the County disbursed Ksh. 25,190,667 to 2,777 TVET beneficiaries as bursaries and scholarships; and

51. The grants given to VTCs for 2024/25 financial year is KSh.. 20,000,000.00 (being Ksh. 250,000.00 per VTC in addition to a grant of Ksh. 2,875 per trainee).

Committee Observation(s)

52. The Committee observed that-

- 1) there is a combined enrolment of 4460 trainees comprising 2,738 male (61%) and 1,722 female (39%) in Kwale County with 42 public and 4 private VTCs. Enrolment across public VTCs is heavily concentrated, with Ukunda VTC alone accounting for 1,288 trainees, over 14% of the total trainees. The number of trainees enrolled in VTCs across Kwale County indicates generally low enrolment levels;
- 2) during a Committee visit to Matuga Vocational Training Centre, it was noted that the centre operates with six (6) instructors, five (5) employed by the County Government and one (1) by the Board. The Centre offers internet-supported online job training to sixteen students, with laptops provided by non-state actors and has boarding facilities available for trainees who require them; and
- 3) an oversight visit to Diani Vocational Training Centre established that the Centre allows walk-in enrolment for courses such as beauty therapy for salon operators. The centre also undertakes income-generating production work, including garment making for nearby schools as a means of supporting its own sustainability alongside formal training.

Committee Recommendation(s)

53. The Committee recommends that the County Government immediately undertakes a robust programme on mass sensitization and awareness to improve recruitment of students into VTCs.

2.2.3 Labour Market Alignment

Submission by the County Government of Kwale

54. Across public VTCs, the most enrolled courses are electrical at 644 trainees (94% male), masonry at 587 (96% male), fashion and design/garment making at 375 (97% female), hairdressing at 351 (99% female) and motor vehicle mechanics at 350 (97% male). Bang'a VTC in Kinango records 366 male trainees against 10 female trainees.
55. Kwale County's VTCs currently offer twelve trades: welding, fashion and design, plumbing, carpentry and joinery, masonry, motor vehicle mechanics, refrigeration and air conditioning, hairdressing, electrical wireman, beauty therapy, secretarial studies and computer operator. The County identified five skills areas required in the labour market but not currently offered within any VTC in the County: housekeeping and accommodation, solar installation, maritime transport and logistics, food and beverage and security.

Committee Observation(s)

56. The Committee observed that-

- 1) enrolment across vocational trades is sharply gender-segregated with electrical, masonry, plumbing and motor vehicle mechanics being almost exclusively male while fashion and design and hairdressing being almost exclusively female. The County has stated that it works with women's rights organisations to challenge gender stereotypes in vocational training but the enrolment data suggests limited effect to date as Bang'a VTC records 366 male trainees against 10 female trainees, the widest gender skew of any centre in the County;
- 2) the absence of maritime transport and logistics training among the five identified skills gaps is a particularly significant omission given Kwale's coastal geography and the blue economy programming already under way in neighbouring Mombasa County; and
- 3) during a visit to Matuga Vocational Training Centre, the Committee found that ICT training was supported by non-state actors including American Tower Corporation and Stanbic Bank. This training is oriented toward online jobs and sits outside the twelve trades currently offered. It also falls outside the five labour market priority gaps identified by the County.

Committee Recommendation(s)

57. The Committee recommends that the County Government shall, within sixty (60) days of the adoption of this Report-
- 1) develop and implement a gender mainstreaming strategy for vocational training enrolment, setting measurable annual targets for increasing female enrolment in

electrical, masonry, plumbing and motor vehicle mechanics trades and male enrolment in fashion and design and hairdressing trades; and

- 2) establish a costed programme for introducing training in the five labour market priority areas not currently offered in public VTCs namely, housekeeping and accommodation; solar installation; maritime transport and logistics; food and beverage; and security. Further, that Maritime transport and logistics shall be prioritised, taking into account Kwale County's coastal location and opportunities presented by the blue economy.

2.3 County Education Sector Budget Performance

Submission by the County Government of Kwale

	FY 2022-2023		FY 2023-2024		FY 2024-2025	
DETAILS	APPROVED BUDGET	EXPENDITURE	APPROVED BUDGET	EXPENDITURE	APPROVED BUDGET	EXPENDITURE
EARLY CHILDHOOD DEVELOPMENT						
DEVELOPMENT						
DOMESTIC PAYABLES FROM PREVIOUS	214,834,888	147,295,437	173,811,943	90,786,858	174,158,585	65,065,825
WATER HARVESTING SYSTEM	2,370,050	2,267,916	9,690,000	2,362,372	5,000,000	-
INSTRUCTIONAL MATERIALS	22,450,035	22,450,035	23,367,740	23,367,740	23,300,000	-
ART AND PLAY EQUIPMENTS	26,856,900	26,856,900	10,413,900	10,413,900	-	-
ENERGY SAVING JIKOS	18,680,650	18,660,000	7,153,000	7,153,000	-	-
INFRASTRUCTURE DEVELOPMENT	221,202,446	132,687,062	157,401,525	34,096,300	31,543,056	-
SUB-TOTAL	506,394,969	350,217,350	381,838,108	168,180,170	234,001,641	65,065,825
RECCURENT						
COMPESATION TO EMPLOYEES	460,783,642	460,396,515	514,386,801	500,402,811	518,139,414	376,613,559
FOOD AND RATIOS	23,982,500	23,784,900	29,850,600	13,790,700	20,000,000	-

ECDE FURNITURE	14,502,500	6,434,000	12,398,334	-	10,832,500	-
OPERATIONS AND MAINTENANCE	26,700,000	16,922,388	21,405,950	11,871,570	20,350,000	707,550
SUB-TOTAL	525,968,642	507,537,803	578,041,685	526,065,081	569,321,914	377,321,109
TOTAL FOR ECDE	1,032,363,611	857,755,153	959,879,793	694,245,251	803,323,555	442,386,934
VOCATIONAL TRAINING						
DEVELOPMENT						
DOMESTIC PAYABLES FROM PREVIOUS FINAN	76,320,349	52,326,924	48,548,759	13,328,787	96,969,896	36,228,052
TOOLS AND EQUIPMENTS	9,559,000	5,140,120	29,698,360	9,048,800	30,885,041	20,000,000
INFRASTRUCTUR E DEVELOPMENT	53,068,062	25,343,343	56,189,955	24,369,111	45,533,783	-
GRANT					20,000,000	-
SUB-TOTAL	138,947,411	82,810,387	134,437,074	46,746,698	193,388,720	56,228,052
RECURRENT						
COMPESATION TO EMPLOYEES	82,158,565	82,093,816	117,143,330	83,245,736	117,461,656	77,373,563
OPERATIONS AND MAINTENANCE	17,167,523	10,085,222	12,200,000	5,353,543	13,350,000	634,400
SUB-TOTAL	99,326,088	92,179,038	129,343,330	88,599,279	130,811,656	78,007,963
TOTAL FOR VTC	238,273,499	174,989,425	263,780,404	135,345,977	324,200,376	134,236,015
BURSARY AND SCHOLARSHIP						
BURSARY	420,000,000	420,000,000	506,210,000	506,210,000	500,000,000	99,759,088
TOTAL FOR BURSARY	420,000,000	420,000,000	506,210,000	506,210,000	500,000,000	99,759,088
TOTAL FOR EDU SECTOR.	1,690,637,110	1,452,744,578	1,729,870,197	1,335,801,228	1,627,523,931	676,382,037
Total for the county	10,760,268,834	8,656,765,468	14,259,668,763	10,135,900,045	13,530,153,954	9,308,915,123
as a% of total budget						
ECDE	9.6	9.9	6.7	6.8	5.9	4.8
VTC	2.2	2.0	1.8	1.3	2.4	1.4

BURSARY AND SCHOLARSHIP	3.9	4.9	3.5	5.0	3.7	1.1
Edu sector as % of total	15.7	16.8	12.1	13.2	12.0	7.3

Committee Observation(s)

Early Childhood Development Education (ECDE)

58. The Committee observed that-

- 1) ECDE remained the largest component of Kwale County's education sector expenditure throughout the review period;
- 2) in FY 2022/23, the sub-sector received a total allocation of KSh. 1.03 billion, representing 9.6% of the county budget, while expenditure amounted to KSh. 857.8 million, equivalent to 9.9% of total county expenditure;
- 3) in FY 2023/24, allocations declined slightly to KSh. 959.9 million, accounting for 6.7% of the county budget, while expenditure stood at KSh. 694.2 million, representing 6.8% of total county expenditure;
- 4) by FY 2024/25, allocations further declined to KSh. 803.3 million, equivalent to 5.9% of the county budget, while expenditure dropped significantly to KSh. 442.4 million, representing only 4.8% of total county expenditure; and
- 5) although ECDE continues to receive the largest share of education resources, the widening gap between allocations and expenditure suggests increasing challenges in programme implementation and absorption of funds. This is particularly evident in development programmes such as infrastructure development, instructional materials, and water harvesting systems, where expenditure was considerably below approved allocations.

Vocational Training Centres (VTCs)

59. The Committee observed that-

- 1) Kwale County has demonstrated a growing commitment to technical and vocational education through increased investments in Vocational Training Centres;
- 2) in FY 2022/23, VTCs received KSh. 238.3 million, representing 2.2% of the county budget, while expenditure amounted to KSh. 175.0 million or 2.0% of total county expenditure;
- 3) in FY 2023/24, allocations increased to KSh. 263.8 million, although expenditure declined to KSh. 135.3 million, representing only 1.3% of county expenditure;
- 4) by FY 2024/25, allocations rose further to KSh. 324.2 million, accounting for 2.4% of the county budget, reflecting the county's increasing focus on vocational

skills development as a strategy for youth empowerment and employment creation;

- 5) expenditure remained relatively low at Ksh. 134.2 million, equivalent to 1.4% of total county expenditure; and
- 6) the persistent gap between allocations and actual spending points to implementation challenges, particularly in infrastructure development, procurement of tools and equipment and settlement of pending bills, which may be limiting the full realization of planned vocational training programmes.

Bursaries and Scholarships

60. The Committee observed that-

- 1) the bursary programme has remained a key component of Kwale County's education support initiatives, receiving substantial allocations over the three-year period;
- 2) in FY 2022/23, bursaries were allocated Ksh. 420 million, representing 3.9% of the county budget, and the entire amount was fully utilized;
- 3) in FY 2023/24, the allocation increased to Ksh. 506.2 million, accounting for 3.5% of the county budget, with expenditure matching the approved allocation, indicating full absorption;
- 4) in FY 2024/25, the county allocated Ksh. 500 million to bursaries and scholarships, equivalent to 3.7% of the county budget; and
- 5) despite the big allocations to bursaries, bursary towards secondary schools and universities fall outside the constitutional functions assigned to county governments, whose education responsibilities are primarily limited to ECDE and vocational training.

Recommendation(s)

61. The Committee recommends that the County Government of Kwale -

- 1) **increases allocation to core devolved education functions** where 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) **improve budget absorption** where the county should prepare and implement quarterly procurement and project implementation plans to increase a minimum education sector absorption rate to 100% by the end of FY 2026/27;
- 3) **strengthens ECDE project implementation** where the County Government should fast-track procurement, contractor engagement and project monitoring to increase ECDE budget absorption from 4.8% in FY 2024/25 to 100% by the end of FY 2026/27; and

- 4) **rationalizes bursary allocation to align education sector spending** with constitutional mandates so that it progressively reduces the allocation to bursaries to 0% by the FY 2027/2028 while redirecting the resources to ECDE infrastructure, teacher recruitment and support to VTCs.



MINUTES OF THE ONE HUNDRED AND FIFTY-THIRD (153RD) HYBRID SITTING OF THE STANDING COMMITTEE ON EDUCATION HELD IN COMMITTEE ROOM 4, FIRST FLOOR, BUNGE TOWER ON TUESDAY, 4TH AUGUST, 2026 AT 8.00 AM.

PRESENT

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

ABSENT WITH APOLOGY

- | | |
|----------------------------------|----------|
| 1. Sen. James Kamau Murango, MP | - Member |
| 2. Sen. John Methu, MP | - Member |
| 3. Sen. Lenku Ole Kanar Seki, MP | - Member |

SECRETARIAT

- | | |
|-------------------------|------------------------------|
| 1. Mr. Charles Ngatia | - Clerk Assistant I |
| 2. Ms. Doris Obure | - Clerk Assistant III |
| 3. Mr. Malcom Ngugi | - Legal Counsel |
| 4. Ms. Valarie Chemweno | - Research Officer |
| 5. Ms. Njeri Manga | - Media Relations Officer |
| 6. Mr. Johnstone Simiyu | - Audio Recording Officer |
| 7. Ms. Lucy Mwaniki | - Assistant Serjeant-At-Arms |
| 8. Ms. Ruth Omwansa | - Attachee, Audio Services |
| 9. Ms. Hope Ndunge | - Attachee, Media Relations |

MIN/SEN/SCE/534/2026

PRELIMINARIES

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

MIN/SEN/SCE/535/2026

ADOPTION OF THE AGENDA

The agenda of the meeting was adopted with amendments having been proposed by Sen. John Kinyua Nderitu, 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 Kwale, Makueni, Kitui, Elgeyo Marakwet, Trans Nzoia, and Uasin Gishu Counties; (*Committee Paper No. 140B*);**
4. **A Summons meeting with the Governor, Tharaka-Nithi County to deliberate on 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 the county; (*Committee Paper No. 136A*);**
5. Any Other Business; and
6. Adjournment and Date of the Next Meeting.

MIN/SEN/SCE/536/2026: 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 KWALE, MAKUENI, KITUI, ELGEYO MARAKWET, TRANS NZOIA, AND UASIN GISHU COUNTIES; (*COMMITTEE PAPER NO. 140B*);

1. The Committee was taken through *Committee Paper No. 140B* 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 Kwale, Makueni, Kitui, Elgeyo Marakwet, Trans Nzoia, and Uasin Gishu Counties.
2. The Committee 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 **Kwale County** and made the following observations and recommendations in regards to-

Early Childhood Development Education (ECDE)

a) Policy and Legislative Framework

The Committee observed that there was no national curriculum framework for religious education in ECDE, resulting in inconsistencies in the delivery of foundational values across counties.

b) ECDE Enrolment and Access

The Committee observed that although the County had achieved approximately 93% ECDE enrolment, about 3,800 children remained out of school and enrolment figures fluctuated significantly between 2019 and 2023, indicating inconsistencies in learner retention and access.

c) ECDE Teachers Staffing and Conditions of Service

The Committee observed that approximately 150 ECDE centres had no County-employed teachers, resulting in high learner-teacher ratios in some centres.

The Committee further observed that some parent-sponsored teachers received extremely low remuneration and that only a small proportion of County-employed ECDE teachers had benefited from Competency-Based Curriculum (CBC) retooling.

d) County Education Sector Budget Performance

The Committee observed that allocations to ECDE had declined over the years and expenditure remained below approved budgets, particularly for infrastructure development.

The Committee also noted low absorption of vocational training funds despite increased allocations and expressed concern over the continued existence of unspent education funds.

e) ECDE Infrastructure, and Quality Assurance

The Committee observed that several ECDE centres operating within primary schools lacked formal agreements governing the establishment, use and management of available and shared facilities.

The Committee further observed that the County had not employed Quality Assurance officers, resulting in inadequate monitoring of ECDE centres.

f) School Feeding Programme

The Committee observed that the school feeding programme was limited mainly to porridge despite budgetary allocations and did not provide for a hot lunch in instances where the schools operate beyond morning hours in consistent with National Pre-primary Education Policy Standards Guidelines.

Vocational Education and Training

The Committee considered the thematic areas in the Vocational Training and observed the following-

- g) Disparities in enrolment across Vocational Training Centres, gender imbalance in course enrolment, and inadequate alignment of training programmes with labour market demands, particularly in sectors with economic potential such as the blue economy; and
- h) Bursary expenditure continued to receive a larger share of County education funding than core devolved education functions, while ECDE and vocational training programmes experienced declining allocations and low-budget absorption.

Committee Resolutions

The Committee resolved to recommend that the County Government of Kwale to-

- a) Establish tools to track all out-of-school ECDE learners and implement targeted interventions to achieve universal enrolment.
- b) Develop and submit a phased ECDE teacher recruitment plan, including recruitment targets, budgetary provisions and implementation timelines, within ninety (90) days.
- c) Design and implement a structured, County-funded continuous professional development programme for all ECDE teachers.
- d) Recruit Quality Assurance officers and establish a framework for regular inspection and monitoring of ECDE centres.
- e) Formalize written agreements with host primary schools to regulate the establishment, management and use of ECDE facilities.
- f) Expand the ECDE school feeding programme to provide lunch meals in accordance with national quality standards.
- g) Develop and operationalize a Vocational Training Policy to guide governance, quality assurance and programme implementation.
- h) Implement a gender mainstreaming strategy in vocational training and introduce market-driven training programmes aligned with emerging labour market needs, including maritime transport and logistics.

- i) Prepare quarterly procurement and project implementation plans to improve budget absorption for ECDE and vocational training programmes.
 - j) Reallocate education resources from bursary programmes towards ECDE and vocational education infrastructure, teacher support and programme delivery in line with constitutional mandates.
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 Kwale County for tabling.

Other matters incidental to vocational education and training

4. The Committee further observed that delays in the disbursement of funds to Technical and Vocational Training (TVT) institutions had adversely affected the delivery of vocational education programmes and contributed to increased learner dropouts due to students' inability to meet tuition and examination costs. The Committee therefore resolved to engage the Principal Secretary, National Treasury, on sustainable financing for the education sector and to monitor the implementation of reforms aimed at ensuring timely and adequate funding for education.
5. The Committee resolved to seek information from the State Department of Technical and Vocational Education and Training regarding the enrolments trends since financial year 2022/2023 to date, the learners who have been enrolled and those examined by the Technical and Vocational Education and Training Curriculum Development, Assessment and Certification Council (TVET CDACC).

MIN/SEN/SCE/537/2026: MEETING WITH THE GOVERNOR, THARAKA-NITHI COUNTY TO DELIBERATE ON THE INQUIRY INTO THE IMPLEMENTATION STATUS OF EARLY CHILDHOOD DEVELOPMENT EDUCATION (ECDE) AND VOCATIONAL EDUCATION AND TRAINING POLICIES IN THE COUNTY

1. The Committee considered *Committee Paper No. 136A* outlining the invitations issued to the Governor, Tharaka-Nithi County, in relation to the Inquiry into the implementation status of Early Childhood Development Education (ECDE) and Vocational Education and Training (VET) Policies in the County.
2. The Committee noted the non-appearance of the Governor, Tharaka-Nithi County, despite having been duly summoned to appear. The Committee further noted that the Governor

had not submitted the requested responses to the issues raised by the stipulated deadline of 28th July, 2026.

3. The Committee resolved to issue a further summons requiring the Governor, Tharaka-Nithi County, to appear before it, and that the summons be accompanied by a penalty of Ksh. 500,000 for failure to comply with the previous summons.

MIN/SEN/SCE/538/2026:

ANY OTHER BUSINESS

The Committee tasked the Secretariat to prepare a comprehensive Committee Work Plan, including a schedule of domestic and foreign activities, to guide the effective implementation of the Committee's programmes and optimal utilization of the allocated budget.

MIN/SEN/SCE/539/2026

ADJORNMENT AND DATE OF NEXT MEETING

There being no other business, the meeting was adjourned at ten minutes past ten o'clock. The next meeting shall be held on Thursday, 6th August, 2026 at 9.00 a.m.

SIGNED.....



DATE.....

14TH/SEPT/2026

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



MINUTES OF THE FIFTY SIXTH (56TH) SITTING OF THE STANDING COMMITTEE ON EDUCATION HELD ON WEDNESDAY, 23RD APRIL, 2025 KWALE COUNTY GOVERNMENT BOARDROOM AT 10.00 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. Lenku Ole Kanar Seki, MP | - Member |
| 6. Sen. John Kinyua Nderitu, MP | - Member |
| 7. Sen. John Methu, MP | - Member |

ABSENT WITH APOLOGY

- | | |
|-----------------------------------|----------|
| 1. Sen. Agnes Kavindu Muthama, MP | - Member |
| 2. 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 I |
| 5. Mr. Jonathan Lemurt | - Senior Fiscal Analyst |
| 6. Mr. John Chege | - Serjeant-At-Arms |
| 7. Mr. Johnstone Simiyu | - Audio Recording Officer |

B. COUNTY GOVERNMENT OF KWALE

- | | |
|-----------------------|---|
| 1. Hon. Fatuma Achan | - Governor, Kwale County |
| 2. Hon. Chirema Kombo | - Deputy Governor, Kwale County |
| 3. Ms. Sylvia Chidodo | - County Secretary and Head of Public Service |
| 4. Mr. Joshua Mdoe | - Chief of Staff and Head of Protocol |
| 5. Mr. Ali M. Joto | - County Executive Committee Member, Roads and Public Works |

6. Ms. Mishi Salim
7. CPA Alex Onduko

- County Executive Committee Member, Education
- Chief Officer, Finance and Economic Planning

MIN/SEN/SCE/069/2025

PRELIMINARIES

The meeting was called to order at 10.20 a.m. followed by a word of prayer by Sen. Betty Montet, MP.

MIN/SEN/SCE/070/2025

ADOPTION OF THE AGENDA

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

1. Prayer;
2. Adoption of the Agenda;
3. Meeting with the Governor, Kwale 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/071/2025: MEETING WITH THE GOVERNOR, KWALE 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, Kwale County presented the submission to the issues sought by the Committee in respect of Kwale County as follows –

1. The ECDE learner population in the county is 51,120;
2. The County government has provided a meal to ECDE learners since 2013-fortified uji formula containing seven cereals and the parents and teachers are the ones who cook;
3. The enrolment for private ECDE centres is 13,705 (6,947 Boys – 6,758 Girls);
4. 545 ECDE centres have been built since 2013 in all the four sub counties but the complete ones are 533;
5. The budget of constructing a standard ECDE centre in Kwale is Kshs 8,457,000 which includes the cost of constructing two classrooms, an office, one toilet block, a kitchen, a water harvesting system, installation of art and play equipment, installation of energy saving jikos and provision of furniture;
6. The county inherited 21 ECDE teachers in 2013 from the defunct Local Authority. Since then, it has employed 948 teachers. The current number of ECDE teachers is 917 with 52 having exited service;
7. Of the 917 teachers currently employed, 896 are employed as per the approved scheme of service and the annual budget for their salaries is Kshs 590,950,452.00;

8. The total number of teachers required in the county are 2,419 with a projected implementation budget of Kshs 1,440,547,284;
9. The student teacher ratio is 1:55;
10. The use of strategic partnerships has aided the county in developing curriculum & career guidelines which guide the promotion of the teachers. The guidelines adhere to the CBC curriculum and also inform teachers on how to prepare materials from locally available materials whilst also sensitizing and informing the community;
11. ECDE learning in public centers is free but parents only pay where there are ECDE teachers employed by parents to supplement those of the County Government;
12. The county is unable to employ new teachers due to the limit of 35% of budgetary implementation on personnel emoluments as set out in the PFM Act;
13. The county government enacted an ECDE Act in 2016, Vocational Education and Training Act passed in 2017 and the Bursaries Act passed in 2024;
14. The staff inherited from the Local authority used a different scheme from the current scheme used by the county while employing;
15. Quality Assurance is a newly introduced department to ensure efficiency and effective implementation of ECDE curriculum;
16. Prior to devolution, there were 13 VTCs with a total enrolment of 1,638 students;
17. The County has constructed 30 more VTCs bring the number of VTCs to 42. Only one is currently under construction. These VTCs have a workshop, classes, laboratory and washrooms;
18. The current enrolment in VTCs is 4,460 (Female – 1,722 & Male – 2,738);
19. The county received only two instructors at the start of devolution and currently has employed 134 (47-Female & 77 Male) instructors but have a shortfall of 85 instructors;
20. The courses offered at the various VTCs include welding, carpentry, motor vehicle mechanics, refrigeration, hair dressing and beauty, electrical and wiring, secretarial and hospitality courses;
21. The grants given to VTCs for 2024/2025 financial year is Kshs 20,000,000.00 (being Kshs 250,000.00 per VTC in addition to a grant of Kshs 2,875 per trainee).

Committee Observations

1. The Committee acknowledged the effort made by the county Government of Kwale towards support of the education sector;
2. There is need for a review of budget implementation guidelines limiting county governments on 35% cap on personnel emoluments so as to focus the cap on employment in non-core but allow for hiring in core and critical sectors of devolution.

Committee Resolutions

The Committee resolved to seek the following supplementary information from the Country Government of Kwale –

- i. The Specific support given by strategic partners/development partners;
- ii. A copy of madrasa early childhood programme;
- iii. An explanation of how grants of Ksh. 20million were/are utilized;
- iv. The trends in enrolment of ECDE learners since the start of providing school meal to learners;
- v. The enrolment of the various courses offered in VTCs;
- vi. A tabulation of the allocation and expenditure (absorption) in the education department;
- vii. Provide photographs of energy saving cooking stoves provided in ECDE centers;
- viii. Agreement between the primary schools and the county government for establishment of ECDE centers;
- ix. A breakdown of scholarships and bursaries in the Fy 2022/2023, 2023/2024 and 2024/2025 detailing the number of beneficiaries by gender and by sub counties;
- x. A copy of the ECDE policy of the county government.

MIN/SEN/SCE/072/2025

ADJOURNMENT AND DATE OF NEXT MEETING

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

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

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



MINUTES OF THE FIFTY SEVENTH (57TH) SITTING OF THE STANDING COMMITTEE ON EDUCATION HELD ON WEDNESDAY, 23RD APRIL, 2025 AT JEZA B ECDE CENTRE, MATUGA VOCATIONAL TRAINING COLLEGE AND DIANI VOCATIONAL TRAINING CENTRE, KWALE COUNTY AT 1.00 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. Lenku Ole Kanar Seki, MP | - Member |
| 6. Sen. John Kinyua Nderitu, MP | - Member |
| 7. Sen. John Methu, MP | - Member |

ABSENT WITH APOLOGY

- | | |
|-----------------------------------|----------|
| 1. Sen. Agnes Kavindu Muthama, MP | - Member |
| 2. 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. Ms. Lucy Mwaniki | - Assistant Serjeant-At-Arms |
| 7. Mr. Johnstone Simiyu | - Audio Recording Officer |

B. COUNTY GOVERNMENT OF KWALE

- | | |
|--------------------|---|
| 1. Mr. Joshua Mdoe | - Chief of Staff and Head of Protocol |
| 2. Mr. Ali M. Joto | - County Executive Committee Member, Roads and Public Works |
| 3. Ms. Mishi Salim | - County Executive Committee Member, Education |
| 4. CPA Alex Onduko | - Chief Officer, Finance and Economic Planning |

MIN/SEN/SCE/073/2025

PRELIMINARIES

The meeting was called to order at 1.05 p.m. followed by a word of prayer by Sen. Betty Montet, MP.

MIN/SEN/SCE/074/2025

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 Visits to Jeza B Ecde Centre, Matuga Vocational Training College and Diani Vocational Training Centre in Kwale County;**
4. Any Other Business;
5. Date of the Next Meeting and Adjournment.

MIN/SEN/SCE/075/2025: VISITS TO EARLY CHILDHOOD DEVELOPMENT EDUCATION CENTRES AND VOCATIONAL TRAINING COLLEGES IN KWALE COUNTY

a) Visit to Jeza B ECDE Centre

~~The Committee visited Jeza B ECDE Center and observed that-~~

1. The Centre was constructed in the FY 2023/2024;
2. There were ideal tables (hexagonal) in shape and chairs as per the recommended standards and there were adequate teaching materials;
3. There was a rain water harvesting and storage facilities present;
4. The ECDE center (comprising of 2 classroom, 1 office, toilet block, a kitchen) cost Kshs 6.8 million; and
5. The energy saving cooking stove was yet to be installed.

~~The Committee recommended that the County Government considers providing a meal in addition to porridge, so that learners can leave the ECDE Cener from 3 pm in the afternoon to allow parents carry on with their economic activities and pick their children in the late afternoon.~~

b) Visit to Matuga Vocational Training College

The Committee visited Matuga vocational training center (VTC) and made the following observations-

1. The VTC was inherited from the defunct Local Authority in 2013;
2. The VTC has six instructors (five employed by the County Government and one by the Board);
3. The Centre teaches ICT skills with support from non-state actors such as American Tower Corporation and Stanbic Bank where students are trained on online jobs;
4. The Centre is connected to the internet which is used for reference, research and online jobs. The support given by the partners include provision of laptops;

5. The internet available is also used by community members at specific times of the day;
6. There are 16 students currently undergoing online job training;
7. The centre has boarding facilities for students that may require the same;
8. The exams administered for automotive and mechanical courses are by National Industrial Training Authority (NITA). Apprenticeship with local garages is undertaken to expose the students to current practical lessons;
9. Hairdressing and beauty courses are tested by NITA;

The Committee recommended that training in-

- a) masonry should focus on the upcoming needs in the construction sector such as the making of cabro blocks, fencing posts, concrete flowerpots, culverts, mouldings etc; and,
- b) automotive course should use newer engines that are currently in use by majority drivers.

c) Visit to Diani Vocational Training Center

The Committee visited Diani vocational training center and made the following observations-

1. The VTC was established in 2014 where the County Government purchase land and the constructed the VTC and has a current enrolment of 106;
2. There is a girl's hostel with a capacity to host 60;
3. The instructors were undergoing refresher courses;
4. The VTC allows for walk-in students for courses such as beauty therapy for salon operators;
5. The VTC also undertakes business for sustainability and also to further training of students especially in garment making such uniforms for nearby schools;

The Committee recommended that the County Government considers introducing the following courses--

- i. Terrazzo floor installation for the masonry class;
- ii. Mining skills;
- iii. Welding, refrigeration and fibre glass moulding;
- iv. Repair of electrical household equipment such as microwaves;

VTCs should consider advertising the courses they offer to the youth.

MIN/SEN/SCE/076/2025

ADJOURNMENT AND DATE OF NEXT MEETING

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

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

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

